

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 Ikungi District**

Submitted by:



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LIST OF ABBREVIATIONS

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
NEEC	National Economic Empowerment Council
NEMC	National Environment Management Council
NFRA	National Food Reserve Agency
NGO	Non-Governmental Organization
NSGRP	National Strategy for Growth and Reduction of Poverty (MKUKUTA)
PADEP	Participatory Agricultural Empowerment Project
PASDEP	Plan for Accelerated and Sustained Development to End Poverty
P-E	Poverty and Environment (initiatives/interventions)
POPC	President's Office Planning Commission
PPP	Public-Private Partnership
PMO-RALG	Prime Minister's Office – Regional Administration and Local Government

RDS	Rural Development Strategy
RECs	Regional Economic Communities
TAFSIP	Tanzania Agricultural and Food Security Investment Plan
TAMISEMI	Tawala za Mikoa na Serikali za Mitaa (PMO-RALG)
UNDP	United Nations Development Program
URT	United Republic of Tanzania

1.0 INTRODUCTION

1.1 Background

Tanzania with a population of 44.9 million people and with population growth rate of 2.9% (URT, 2012) is endowed with a significant variety of natural resources including land, rivers, lakes, ocean, forests, woodlands, wild animals, and wetlands. Tanzania with a population growth of about 3% 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 Programme. The programme aims to increase the contribution of the environment and natural resources to national development goals, including poverty reduction, sustainable economic growth and the broader achievement of MDGs from national to village and family levels.

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

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

Tanzania has implemented the UNDP-UNEP supported PEI, from the time when it was launched in 2003/4. Since then, substantial progress has been made to mainstream poverty-environment and gender (PEG) issues in national development frameworks, as well as in budgeting processes and in monitoring and evaluation of government plans and budgets. Despite these efforts, the implementation of the interventions remains a major challenge, mainly because the budget resources in relevant sectors have continued to be inadequate. In order to assess the above points, particularly as to how they play out at local level, six (6) Districts in the country have been chosen as pilot areas of this initiative. The aim is to identify and document concrete development results that can be scaled-up country-wide, in line with national and sectoral policies. The six districts are Ikungi (Singida region), Bunda (Mara Region), Nyasa (Singida), Ileje (Mbeya), Bukoba Rural (Kagera) and Sengerema (Mwanza).

1.2 Objectives of the Study

1.2.1 Overall Objective

The overall purpose of this study is to identify and understand institutional, legal, financial bottlenecks that facilitate or impinge on implementation of Poverty-Environment and gender initiatives at different levels in Ikungi District and thence make relevant recommendations. In this context, the intention included: (i) examining the social economic and environmental profile of the Ikungi District; (ii) assessing the gaps in integration and implementation of P-E, climate change (CC) and gender components in the planning and budgeting processes from the national level, to sectors and lower local levels; (iii) assessing the effectiveness and adequacy of mainstreaming P-E initiatives, Climate Change, and Gender issues in the planning and budgeting processes; and lastly, (iv) evaluating the appropriateness of institutional and legal framework and make policy recommendations.

1.2.2 Specific Objectives

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 Ikungi 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 improve Ikungi District authority's capacities to conceive, and prepare comprehensive District Development Plans (DDPs) that have mainstreamed P-E and gender related objectives.
- (d) To propose relevant interventions or recommendations that can help to remove bottlenecks and challenges, taking into account the broader work being implemented at the national level and generally at local levels.

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

1.3 Structure of the Report

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

2.0 APPROACH AND METHODOLOGY

2.1 The Study Area

This survey for this Study was conducted in Ikungi District (Singida Region) because it suffers from high levels of poverty, gender disparities, considerable environmental degradation and climate change impacts. At the same time, through effective management of its natural resources, the district possesses many opportunities which it can exploit in order to reduce poverty in a significant way. The district of Ikungi was selected by the government to pilot the P-E-G initiative as one of the 6 Districts that were initially targeted. In addition, to high levels of poverty, environment degradation and gender issues, the selection of Ikungi District was also motivated by an active presence of development partners, 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. Table 1 shows the visited wards and villages;

Table 1: Wards and Villages visited in Ikungi District

S/N	WARDS	VILLAGES
1	Unyahati	Mahambe
2	Mungaa	Kimbi Makingu Unyaghumpi Minyinga
3	Kituntu	Utaho A

2.2 The Approach

A participatory approach involving the use of participatory techniques was used to get stakeholders' inputs that are considered fundamental in the final output. The study entailed primarily qualitative research approach but had also recourse to quantitative information whenever available. The sample of selected villages and interviews was based on the inclusion concept and availability of community development data supplied by Ikungi District Council.

2.3 Type of Data and Data Sources

2.3.1 Types of Data

Information on Poverty-Environment, Gender Issues and Climate Change and how they are integrated to the planning, budgeting systems, and eventually in the implementation process are the key aspect of this study. All key

variables/indicators/related to the above frameworks and how they link to P-E, CC and Gender components were captured during the field work. These variables include, among others:

- a) DPP particularly featuring planning and budgeting information;
- 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 heads of departments and Ward and Village leaders. In addition, individual interviews were organized with other administrative and technical staff and other selected external stakeholders such as associations, farm groups, women groups, and other existing and potential entrepreneurs in the agricultural, livestock, and fisheries sectors.

Thus, stakeholders or respondents who were involved at the different levels included the following; the District Executive Director (DED), District Planning Officers (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). Others were the District Community Development Officer (DCDO), District Human Resources Officer (DHRO), District Legal Officer (DLO), District Reforms Officer

(DRO), District Administrative Secretary (DAS), Councillors, Ward Executive Officers (WEOs), Village Executive Officers (VEOs) and Villages Chairmen.

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

2.4 Sampling, Data Collection Techniques and Analysis

2.4.1 Sampling, Sample Size and Data Collection

Respondents were sampled purposively because at the District Headquarters we were targeting Heads of Departments, while at Ward level we were targeting Ward Executive Officers (WEOs), and at Village level we were targeting Village Executive Officers (VEO) and Chairpersons. Overall, 94 respondents were interviewed.

2.4.2 Data Processing and Analysis

Statistical Package for Social Sciences (SPSS) and 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 they 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 emerging in the current document.

In addition, to high levels of poverty, environment degradation and gender issues, the selection of Ikungi District was also motivated by an active presence of development partners, 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.

3.0 THE STUDY FINDINGS

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 District 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 District.

3.1 Overview of the Social Economic Profile of Ikungi District

The main objective of this chapter is to present an overview of the socio-economic profile of Ikungi District.

3.1.1 Geography and Administrative Setup

Ikungi District council is among the five (5) Districts forming Singida Region. This is a newly established district on 8th March 2013 through Government gazette no 87. It is located at the Central Zone of Tanzania. It is also within 4° to 6° latitudes south of the equator and between 34° 45' to 35° 45" East of Greenwich meridian. The District borders Uyui (Tabora) in the South, Singida Municipal and Singida Rural from north, Iramba from North West, Chemba and Kondoa from North East and Manyoni from South. The District has two electoral constituency and is divided into 4 divisions, 26 Wards, 98 registered villages and 474 hamlets (Vitongoji) as administrative areas

Figure 1: Map of Singida Region and Districts

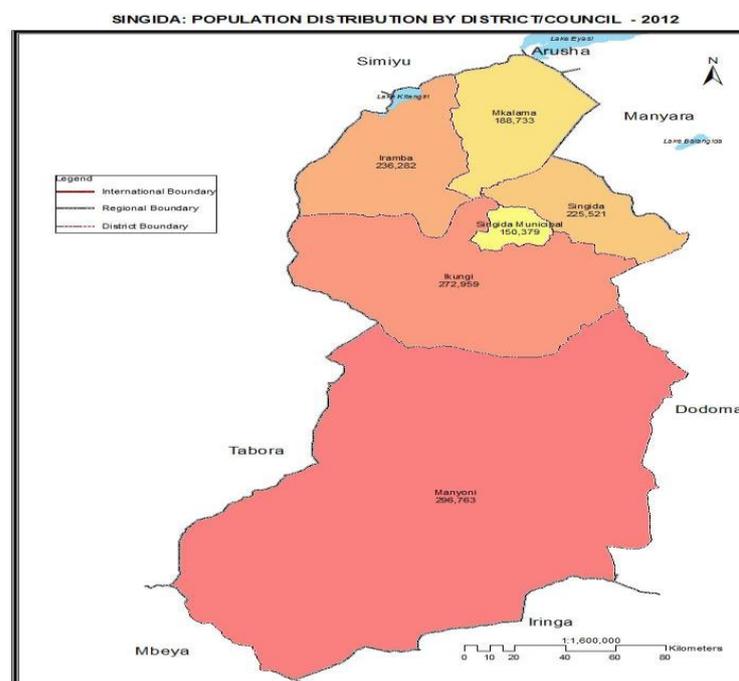


Table 2: Divisions and Wards in Ikungi District

Divisions			
MUNGAA	IKUNGI	IHANJA	SEPUKA
Mungaa	Dung'unyi	Iglansoni	Iyumbu
Siuyu	Mang'onji	Iseke	Mgungira
Kikio	Mkiwa	Ihanja	Mwaru
Lighwa	Unyahati	Minyughe	Ighombwe
Misughaa	Ikungi	Muhintiri	Mtunduru
Ntuntu	Issuna	Puma	Sepuka
		Kituntu	Irisya

Source: Ikungi District Profile, 2014

3.1.2 Climatic Conditions

Ikungi District experiences even temperatures, with minima and maxima of 15°C and 30°C, respectively. Nonetheless, there has been notable rise in ambient temperature in the last four decades. The annual rainfall ranges from 600 mm–700 mm. This climatic condition favours the production of various agricultural crops. The District has three main Agro-Economic zones; Northern Zone, South West and the Eastern Part of Rift Valley.

South West zone border Uyui and Manyoni District Councils and formed by four (4) divisions of Sepuka, Ikungi, Ihanja and Mungaa. This zone has also fertile sand soil (kichanga) suitable for production of various crops. The area receives annual rainfall ranging between 500mm to 600mm per year.. Crops grown in this part include; sorghum, *uwele*, sweet potatoes, cassava, sunflower, Pigeon Peas (*mbaazi*), cotton, rice and ulezi.

Northern zone borders Singida District Council and Singida Municipal and is within two Divisions of Ihanja and Sepuka. This zone has very fertile gravel soil suitable for production of, among others; sorghum, millet, cassava, sorghum (*uwele*), sunflower, onions, millet, sweet potatoes and lentils (*dengu*)

The Eastern Part of Rift Valley is formed by two divisions of Ikungi and Mungaa. It borders Kondoa District (Dodoma Region) and Singida Municipal. The area has black sand soil. Main crops produced in this part are; sorghum, *uwele*, sweet potatoes, cassava, sunflower, cotton, pigeon peas, *choroko* and ground nuts. This part receives low annual rainfall ranging from 500mm to 550mm.

3.1.3 Population

Based on the National Population and Housing Census of 2012 the Ikungi District Council has a population of 272,959 and 136,781 Half the population was females, whereas the other half was males. Annual population growth rate is estimated to be 2.4 percent. Ikungi District had a total of 49,629 households with an average household size of 5 to 6 persons per household.

3.1.4 Economic Activities

The main economic activities in Ikungi District include *inter alia* Agriculture (crop Production), Fisheries (very low), Livestock-keeping and small businesses. The District economy mainly depends on Agriculture sector with more than 85% of the population depending on crop cultivation and livestock keeping. The level of Agriculture mechanization is very low with a large proportion of farmers largely depending on hand hoe. Fifteen percent of the work force engages in other activities such as timber, fishing, small industries (sunflower oil) and small scale mining¹ activities. Beekeeping is a rapid growing economic activity with high potential to raise income of the people of Ikungi. This is done mainly in the protected natural forest. It is among the leading environmental friendly economic activities. Average annual income per capital in Ikungi district is Tshs 350,000 by 2011. It is unfortunate that, agricultural sector has been negatively affected by a number of factors such as poor climatic condition (rain fed agriculture) 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. Table 3 shows the land use in the District with 2,580 square kilometres (30.8 % of total available land) suitable for Agriculture.

Table 3: Land Use in Ikungi District

S/N	LAND USE	Square kms
1	Available land	8,377
2	Land suitable for agriculture	2,580
3	Water bodies	13
4	Land for pasture and grazing	2,887
5	Shrubs (eneo la vichaka)	1,815

Source: Ikungi District Profile, 2014

¹ Mining activities is conducted in small scale at Londoni in Ikungi District.

3.1.5 Energy Sources

Ikungi District like many other districts in Tanzania suffers 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 following establishment of Rural Electrification Agency (REA) covered few area of the district including Ikungi and Puma located along the Dar Es Salaam- Mwanza Highway and Makingu (Peri Uban) located away from Dar Es Salaam- Mwanza Highway. The population mainly depends upon biomass – firewood, charcoal and crop residues to meet their basic daily needs for cooking and heating water. Wood is also needed for such things as fuel for industries like brick making. 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. This has led to households facing increased economic difficulties. Even those households that moved up the energy ladder, for cooking, have turned back to charcoal and firewood.

3.1.6 Homestead Conditions

It was established that a large percent (more than 70%) have good houses. A good house is defined as the one with corrugated iron sheets, brick walls (burned or mud), enough space, and with concrete floor. A large number of household, particularly in peri-urban areas have managed to own good houses. These kinds of houses constructed with mud walls with special kind of roofing with soil and earth floor. The houses are termed as "Tembe" and are common in Dodoma and Singida regions. An average household owns basic furniture (wooden tables, chairs, and beds), aluminum, clay or plastic` kitchenware, kerosene lantern, and a cell phone (over 50% own cell phones).

3.1.7 Gender Issues

Gender roles in the Ikungi District's household and communities are divided along traditional cultural lines with women involved in all household issues, including looking after family warfare 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 firewood², 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 Ikungi household and community well being and economy is fundamental. Recently, the Ikungi society is witnessing an increasing empowerment of women in the production area.. This includes women engaging in off farm income generating activities and new economic opportunities such as various agricultural and natural resources activities, processing of oil seeds to produce vegetable oil, and trading in different merchandise.

During the survey it was found that Ikungi District have potential women economic ventures pursued through women groups, including among others; poultry keeping (Isuna and Ikungi), production of honey soap making (Unyankhanya), Fishing (Ihenja), tree planting (Ihanja and Unyankhanya), food stall (Ntewa), farming (Nkuli), animal husbandry (Ihenja) and environment conservation (Ihenja). The interviewed women groups were of the view that to accelerate the progress of women, there is need to empower women through enabling access to technical and training services and availing low cost start and operations capital.

In the case of gender concerns, spousal violence, the Singida region, where Ikungi District belongs, has the prevalence of Gender Based Violence (GBV) of 46% and female genital mutilation (FGM) rates 43%. These values are above national levels which are 38% and 31.7%, respectively for GBV and FGM (THDS 2010; 28 TOOMANY, Country Profile: FGM in Tanzania, December 2013).

3.1.8 Poverty

The determinants of household welfare and poverty in Ikungi District 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 that poverty in Ikungi is apparently 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;

² Mainly for bricks making but fetching firewood activity for energy is done by women.

- iii. Unpredictable and unstable rainfall is detrimental to household welfare and has much stronger effects on Ikungi livelihoods, consistent with a higher engagement in agriculture, livestock, and natural resources sectors by households and very little diversification outside of agriculture;
- iv. During the good harvest, absence or small market for agricultural products becomes a challenge because of low prices they fetch. Having one rainy season a year and higher reliance on agriculture for food and income low prices for their products affects them substantially. This to a large extent resulted from poor storage facility and longer time of waiting for another harvesting period. Remoteness and decreased market access of 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 renders the farmers to sell their produce at throw away prices;
- v. Growing stress on the natural resource base and unstable and unpredictable weather patterns, and inadequate adaptive and mitigation capacity and resilience is causing suffering and constraining social economic development efforts;
- vi. Communicable diseases (e.g. malaria, HIV and AIDS) are affecting active age groups that contribute to manpower and labour force involved in productive activities and community based natural resource management and conservation programmes such as land management and water conservation. High HIV prevalence and high AIDS mortality rates also lower incomes due to lower food production and diversity loss; and
- vii. Women often have less access to assets (land, income from the proceeds of crop sale), inadequate enterprise development skills, and lack of basic capital. In some instances, the conservative culture overburdens women with a lot of home and farm work, collection of energy sources and water, etc., and assigns them lower status.

3.1.9 Climate Change

The key climate change effects that may impact the District are:

- i. Inadequate understanding of climate change, how it may impact the communities, and how to prepare and respond to its impacts;
- ii. Forest ecosystems and biodiversity and vegetation species may be seriously affected;

- iii. Increase in rainfall variability and prolonged droughts may cause serious pressure in the available water resources for household use, for livestock, and for production purposes;
- iv. Prolonged length of the dry seasons and increased severity of periodic droughts that may reduce water and pastures availability for the livestock and other animals;
- v. The District Council is unprepared for developing and implementing local climate change mitigation or adaptation measures due to human resources and budgetary constraints.

3.1.10 Institutional and Legal Framework

(a) Ikungi District 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 which 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

Ikungi District Council is divided into divisions, which are then further sub-divided into Wards, Villages council authorities, and Vitongoji (the smallest government administrative unit). The District Council has autonomy in its geographic area. Ikungi District 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 Ikungi District council there are a number of democratic bodies to debate local development needs. The leadership in the Ward, Village, and Vitongoji is composed

of an elected chairperson (Villages and Vitongoji), and Executive Officer (Wards and Villages), and further members all of whom serve on an advisory committee.

(c) Local Government Leadership

(i) Elections in Ikungi District local government

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

(ii) Staff in Local Government

Ikungi District 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. The ND Council management is headed and led by a District Executive Director who is assisted by the following Heads of Departments: District Planning Officer (DPLO), District Agricultural, Irrigation and Cooperatives Officer (DAICO), District Livestock and Fisheries Officers (DLFO), Beekeeping Officer, District Land and Natural Resources Officer (DLNRO), District Environmental and Sanitation Officer (DESO), District Community Development Officer (DCDO), District Human Resources Officer (DHRO), District Legal Officer (DLO), District Reforms Officer (DRO), Ward Executive Officers (WEOs) and Village Executive Officers (VEOs). The other supporting functions include the sections dealing with Procurement, Legal, Audit, Information and Communication Technology, and Supplies.

The current legislation assigns the following basic functions to the DED and Heads of 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; and others including sale of assets and recovery of public funds. Heads of departments are appointed by the Minister responsible for Regional Administration and Local Government (in PMO), after due recruitment process. The responsibility to recruit and dismiss senior officers is devolved to the Ikungi District Council.

(d) Public Service Delivery

For all matters falling in its area of jurisdiction, in addition to the basic functions cited in the preceding paragraph, the Council is also 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; (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 relevant by-laws, and considering and approving by-laws made by village councils; (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 proposed and done by the people in a democratic government.

Although in the current legislation the above functions have been assigned to the District Council, this study found that some of the services and infrastructure are still being provided by the Central Government or its executive agencies. Also, most of the funding still comes from the Central Government.

(e) Revenue

A large proportion of Ikungi District Council funds comes from Central government allocations (through TAMISEMI – PMO-RALG), which amounts to more than 90 % of the Council approved budget. The Council also raises revenue locally within the territory of its jurisdiction. The main sources of local income are crop and livestock products, forestry products, and licences including road, liquor; property taxes and rents. The Council own-revenue base is very narrow and some of the revenue from forestry and land is disbursed to the Central Government. For instance, 70% of land rents and 95% of the forestry revenue are submitted to the Central Government

4.0 DISCUSSION OF STUDY FINDINGS

4.1 Institutional and Legal Context

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

The Ikungi District governance system is holistic, i.e. multi-sectoral, with 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. Ikungi District local government has the responsibility for social development and public provision of services within its jurisdiction, facilitation of maintenance of law and order and dealing with issues of national such as education, health, water, roads, agriculture, livestock, environment and fisheries. Ikungi District local government has a governance system based on elected representatives in councils and committees; backed up by a professional administration.

4.1.1 The Institutional Issues

The Ikungi District local authorities have responsibility for the provision of public services and other development services of national importance such as education, health, water, roads, agriculture, livestock, environmental management, fisheries and infrastructure services and are the legal owners of these assets. However, there are some services that are not directly under the district' responsibility such as water and national roads services. The Ministry of Water owns and operates water intakes, treatment and distribution facilities. TANROADS develops and maintains the national road system. The supply and distribution of electricity in Tanzania is the responsibility of the Tanzania Electric Supply Company (TANESCO).

Overall, the Ikungi District Council's staff reported that the institutional framework is reasonably supportive and enables implementation of P-E-G objectives at district level including wards and village level. The Ikungi District Council would also like the central government to supply adequate and timely financial resources. They said that the late and unstable disbursements are hindering the effective implementation of certain P-E-G initiatives.

4.1.2 Legal Issues

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

Article 146 (2) (a) – (c) give LGAs mandate to play three main basic functions. One, maintenance of law, order and good governance. Two, promotion of economic and social welfare of the people in their jurisdiction and lastly, ensuring effective and equitable delivery of qualitative and quantitative services to the people within their areas of jurisdiction.

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

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

According to the respondents, the following are the legal challenges facing the LGAs in implementing Environment and Poverty initiatives. For District Council by-laws to work it needs an approval from the Ministry (TAMISEMI - PORALG). Experience shows that it takes long for the by-laws to be approved, sometimes more than a year. People at the local level (village) do not have capacity (skills in particular) to prepare their own by-laws. Another major challenge comes to the implementation of these by-laws both at districts' and village level. This part requires among other things commitments and financial resources which are lacking to a large extent. For a successful implementation of environmental by-laws, commitment of leaders at different levels is very crucial. Financial resources to facilitate its implementation such as; transports, daily subsistence allowances (DSAs) and other incidental allowances for environment officers' visits are very important.

4.1.3 Coordination Mechanisms in Implementing P-E and Gender Objectives

The interviews reported that institutional processes and mechanisms for coordination of development planning and implementation are fairly supportive and enable the implementation of P-E-G objectives at district level including wards and village level. The focus group discussions with the Ikungi District Council staff revealed that the key challenges were the inadequate financial and human resources and working tools, for example, lack of appropriate and reliable software and data management facilities for management, coordination, performance review, monitoring and evaluation, 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 (Ministry of Finance) (Ikungi District Council, 2014) and follow the normal agreed national budget cycle. As per budget guidelines, the budget processes are suppose to start from the lower level through the O and OD principles (Opportunities and Obstacles for Development). This approach requires all the processes to start from the grass roots (hamlet or street), through the Village, Ward, District Council, Regional Council and finally to the national level. The exercise of prioritizing development projects starts at hamlet (*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 general meeting (*mkutano mkuu wa kijiji*) is the level where agreed development priority projects are approved. Village plans are then submitted and analysed at the Ward level to form the Ward plans which are approved by the Ward Development Committee (WDC³). Some of the priorities however, are conceptualized and agreed at the Ward level.

Priority development projects and plans approved at the WDC are them submitted to the District Council level. These development priorities are then discussed through the respective departments at the district level and the synthesized report (*majumuisho*) is discussed and approved by the Council Management Team (CMT⁴). At the level of District Council the planning process goes through various stages before the approval by Full Council (*Baraza la Madiwani*). These levels include, department level where ward plans are received and analysed and synthesized into

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

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

district plans. These plans are analyzed and discussed in Various Departments in the Ikungi District Council and then departmental plans are harmonized to form district plans. The latter are then discussed in the Workers' Council (*Baraza la Wafanyakazi*) to see whether all matters pertaining to workers' affairs are adequately addressed. Then the Stakeholders⁵ meeting is called upon by the Ikungi District Council to discuss the district plans and include issues from non-state actors and then the plan is eventually reviewed by various district committees are chaired by the Councillors. The Committees are: Financial, Administration and Planning; Economic, Infrastructure, and Environment (this includes Gender issues); Education, Health, and Water; Coordination, Control, and HIV/AIDS; and Ethics. Finally the plan is discussed, voted upon by the Full Council. Full Council is the highest Governance organ at the district level for the approving plans and the budgets. It is worth mentioning here that, like in Committees, the Full Council is also chaired by the Mayor and that both in the four committees and the Full Council, the decisions are made by the Councillors only and the technical cadre/district subject matter specialists of Ikungi District Council are not allowed to vote.

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

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 Ikungi District;

- a. Inadequate internal revenue sources⁶. 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;

⁵ This includes non-state actors.

⁶ The main sources include, selling of Agricultural produce, Small business, forest and small scale mining.

- b. There is a high 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;
- c. Delay in releasing the budget ceiling which gives the indicative plan figures. Following the changes in the budget cycle, this call for the cycle to start in July instead of September. In practice the ceiling for that fiscal year usually come in October and sometime delayed further o that period. This entails the process to continue using the previous year ceiling as a reference;
- d. There was a gap between the budget allocated and the amount of funds released. Table 4 shows the approved budget and amount of fund released for environment, climate change and gender related development activities for financial year 2013/14⁷. Of the budget Approved for 2013/14 for environment, gender and climate change only 48% released. The problem expected to persist as the 2014/15 approved budget is almost half of the previous budget 2013/41.

Table 4: Approved Budget and amount released for environment, gender and climate change-Ikungi District Council.

Year	Approved Budget	Amount Disbursed	Actual Expenditure	Deficit	Deficit (% of Total Budget)
2013/14	70,040,000	33,272,000	32,000,000	36,768,000	52
2014/15	45,000,000	NA	NA	NA	NA

Source: Ikungi District Council –Planning Department, 2014

NA=Not available

4.2.2 Gender Responsiveness

Development plans and budget documents have explicitly integrated gender related issues. The integration of gender issues is well spelled out in Ikungi District Council’s MTEF. Gender has been considered as a cross cutting issue and it is mandatory for it to be mainstreamed in national, sector and lower levels (such as district) development plans. This has also been acknowledged during the interview with various stakeholder at district, ward and village level in Ikungi District. As earlier

⁷ Ikungi district was established in 2013, we therefore got data for financial year (FY) 2013/14 and approved budget estimate for FY 2014/15

noted, the main challenge has been on the implementation of gender related projects mainly due to insufficient funding. To have budget deficit has always being the case but situation was different in Ikungi District. The approved budget for 2013/14 amounting to Tshs 9 million was released. The question, however, is whether the amount approved was really enough. The promising issue is that this financial year (2014/15) the approved gender budget has been increased almost three times from Tshs 9 million to Ths 24 million.

4.2.3 Capacity Issues (HR, Skill Requirements, Financial Resources)

For a successful implementation of P-E initiatives there is a need to have in place the necessary capacity. This includes human resources, skills and financial resources. It was established that various departments has inadequate human resources. Bee keeping, ICT, Planning and Economy, Rural water Supply, Land and Natural Resources, Livestock and Fisheries are the most affected department by staff gap (see table 5). Some of the departments suppose to have workers at all levels i.e districts, ward and village. This includes among others administrative, agricultural and forestry. In other areas village/ward extension officer or village /ward executive officer saves more than one village/ward. Environment and Sanitation which is a new department have staff at district level only. There was an argument for the structure to change to allow for this department to have staff to the low level of village.

The number of the available staff is necessary but to be sufficient it should match with the level of skills required. Study established that skills gap among staff exist in Ikungi District Council. Agriculture and Planning departments identified to have a wide skills gap. Table 5 shows the number of staff available and requirement. These data show that Ikungi District Council has a total of 1,931 available staff. The total required number of staff is 2,459 giving a staff gap of 528 (21.5%). As earlier noted, severe gaps/deficiency of human resources have been the Bee Keeping (100%), ICT (100%), Planning and Economy (71.4%), rural water supply (71.4%), Land and Natural resources (69.2%) and Livestock and Fisheries (65.5%). These are pro-poor growth sectors including agriculture and environment sectors. Gender issues are severely compromised following deficiency of Community Development and Welfare officers, only 13 available out of 25 required staff.

Table 5: Staff Available and Requirement

S/N	Portfolio Capacity	Available	Deficit	Total Required
1	Administration and HR	123	54	177
2	Finance and Trade	9	8	17
3	Health, Dispensaries and Preventive	176	193	369
4	Primary Education	1107	51	1158

S/N	Portfolio Capacity	Available	Deficit	Total Required
5	Secondary Education	381	44	425
6	Rural Water Supply	4	10	14
7	Agricultural, Irrigation and Cooperatives	61	47	108
8	Livestock and Fisheries	37	71	108
9	Land and Natural Resources	8	18	26
10	Community Development and gender	13	12	25
11	Planning and Economy	2	5	7
12	Works	3	8	11
13	Procurement	4	1	5
14	Internal Auditor	1	2	3
15	Legal	1	1	2
16	Election	1	0	1
17	ICT	0	1	1
18	Bee Keeping	0	2	2
	Total	1,931	528	2,459

Source: Ikungu District Council –HR Department, 2014

To ensure smooth operations, the Districts officials are supposed to be equipped with working tools. It was found out that the Ikungu District 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 resources for conducting M&E, inadequate transportation, communication, and reporting.

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

Ikungu District Council was found to be equipped with all necessary DDP and Budget MTEF guidelines and working tools (software e.g. PLANREP 3, Local Government Monitoring Data Base, LGMD, and EPICOR). PLANREP 3 is a planning and reporting system which guides district planners to align the identified interventions and activities to national frameworks. These planning tools are aligned to SBAS, a

planning tool at regional and Ministerial levels. In addition, the staffs in the planning department are well trained, skilled and efficient in terms of budget preparation and use of the software. The challenge is how to collect, analyze, and document reliable and comprehensive statistics from the project areas and internal revenue centers and how to conduct budget foresighting, ex-ante and ex-post evaluations exercises.

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

The results showed that Ikungi District 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) Lack of long term Regional Development Plan and Village Land Use Plans;
- (ii) Limited planning and implementation capacity at the regional and district levels;
- (iii) Low administrative and organizational capacity from District Council to Village Council;
- (iv) Poor resource/asset base and lack of discretionary funds and poor revenue collection capacity.

- (v) 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;
- (vi) Lack of qualified professional staff in some subject areas
- (vii) Limited human capacity to effectively execute identified investment projects and mobilization of resources for implementation of the investment opportunities;
- (viii) Inadequate monitoring and evaluation system, knowledge and skills;
- (ix) Challenges in the budget cycle processes including the constraining budget ceiling that is sometimes sent late to Ikungi District Council, and the unreliable and untimely disbursement of funds from the Central Government;
- (x) Insufficient knowledge, skills and inadequate coping mechanisms by the Councillors and some technical staff in Ikungi District Council to the ongoing quantities and fast pace of reforms and social, legal, and economic changes at national and global levels, which is causing overload, confusion, adaptation burden, and resistance to change; and
- (xi) Insufficient skills to formulate and implement by-laws at Division, Ward and Village and Hamlets 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) Land cover depletion including deforestation is widespread with very few of reforestation activities such and tree seedling nurseries; and
- (iii) Growing stress on the natural resource base and climate change related risks and lack of viable local long term adaptation strategies.

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

- (i) Limited use of modern agricultural technologies, especially improved seed varieties, fertilisers, agrochemicals and mechanization;
- (ii) High crop losses due to pest and disease and poor post-harvest management;
- (iii) Under-developed input supply/agro-dealer networks which limit access to, and increases the cost of, agricultural inputs; and
- (iv) Inadequate stimulation of agro-processing, that may increase SME value-addition chains, create employment and economic growth, and catalyze the onset of manufacturing and services industries.

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;
- (ii) Low levels of organizational and financial management skills in women's groups;
- (iii) Limited encouragement and financial and technical support for women to initiate profitable production, processing and trade businesses; and
- (iv) Inadequate entrepreneurship knowledge especially among women.

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

5.1 Introduction

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

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

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

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

5.2 Challenges

The P-E and gender policy and plans implementation as well as legislation enforcement of environmental management in the existing institutional structure, are faced with several challenges. The interviewees highlighted that since the district is in the infancy phase (established in 2013), 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 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, agriculture, livestock, 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.

The respondents provided the following key challenge in coordination of implementation of P-E, climate change and gender interventions the district:

- a) The flow of guidelines and information is yet to be optimized. There are several lines of command and channels, which are leading to the parallel flow of guidelines, procedures, orders, and resource allocation sometimes from several Government Departments, Agencies, Parastatals, and Non-State Actors. For example, Faith Based Organizations (FBOs) and NGOs are operating in the same wards and sometimes implementing similar activities.
- b) The differences in the arrangements in the institutional structure at national and district level including un-harmonized monitoring and evaluation systems.

- c) There is a need to improve coordination of awareness creation to communities on the policy and legislation related to P-E, climate change, and gender issues. Much more efforts are needed to harmonized 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.
- d) The lack of clear strategy for improving ties, coordination/cooperation and linkages with private sector (agricultural, natural resources, industrial, trade/marketing, and financial sectors).
- e) The interviewees also reported that the complexities of coordination are sometimes affecting the pace of implementation of P-E-G interventions. For instance, the matters of infrastructure for the agriculture sector fall under more than four sector ministries (agriculture, livestock, fisheries, natural resources, physical and soft infrastructure, transport, trade and marketing and law). Therefore, a strong leadership, unabated commitment of the Government and Stakeholders, and timely and optimally funded coordination and execution are vital for implementation of infrastructure investments.

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

6.0 CONCLUSIONS AND RECOMMENDATIONS

6.1 Conclusion

The primary aim of this study was to identify and document the institutional, legal and financial challenges on poverty - Environment (P-E) implementation in Ikungi District at the District, Ward and Village level. This included examining the social economic and environmental profile of Ikungi District; 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 Ikungi District; 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 that Ikungi District 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 District 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; and c) the misunderstanding between implementation frameworks of

sectoral laws and by-laws, particularly between environment management vis-a-vis development of projects.

The budget preparations and use the guidelines in Ikungi District 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 Ikungi District include; i) very narrow 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 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 mismatch 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) Higher gap (52%) between the approved budget by the parliament and the amount released for environment, gender and climate change; v) Delay in releasing the budget ceiling which gives the indicative plan figures. The changes in the budget cycle called for the cycle to start in July instead of September. In practice the ceiling for that fiscal year usually come in October and sometime delayed further to that period. This entails the process to continue using the previous year ceiling as a reference.

6.2 Recommendations

This section sheds some light on possible solutions and provides for effectively addressing institutional, legal and budgetary challenges.

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

6.2.1 Recommendation on Institutional, Legal and Budgetary Issues

Institutional

The Central Government, LGA, business community, and development partners should further strengthen and enhance capabilities of enterprises, community and business associations, and the public sector to effectively and efficiently mainstream PEG-CC issues in the local development agenda/framework and implement them in line with community wants and needs to enhance ownership and long term sustainability. The required key capabilities are: Governance capital; Knowledge, skills, and technology capital; and Resources capital- including information, financial, and infrastructural resources). In addition, there is a need review the devolving the powers from central government to local government (Opportunities and Obstacles for Development- O & OD) approach to evaluate its viability and performance to date from national to District and village levels, and to identify gaps and develop a strategy/remedial measures how to further improve the mainstreaming and implementation of PEG-CC objectives into District Development Plans.

Key actions

*General actions*⁸

- i. The Central Government should improve the administrative and organisational capacity by allowing the District Council to recruit, adequately compensate and build the skills of a number of highly sought technical staff and avail incentives that will stem the potential leakage of existing trained, skilled staff to other better paying institutions/jobs. Currently the recruitment is done through the Public Service Recruitment Secretariat (PSRS) in Dar es Salaam. In addition, the District Council should liaise and request the President's Office Public Service Management PO-PSM and PSRS to issue permit to recruit key technical cadres.

*Specific actions*⁹

- 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

⁸ Interventions that need change of national constitution, policy, legislation or the commitment of the Central Government or other national/regional entities

⁹ Specific Interventions that can be implemented within District Council's jurisdiction and means.

;

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, and distribute the District's potentials, opportunities, social economic profile, and investment profile. In addition, the District council should encourage the Diaspora to invest in long-term, high impact activities such as capital/financing, natural resources-based enterprise development and growth (e.g. quality edible oils and related products, oleochemicals, biodiesel production and blending, post harvest management facilities), secondary value addition (e.g. milling, processing, packaging, by-products and waste streams/residues recycling and re-use), human settlements development, manufacturing, social services (e.g. to education, health and water infrastructure), and physical infrastructural facilities (sanitation facilities, roads, railways, energy, air and water transport). Other potential investment areas in the District include: i) business advisory services and tertiary training; ii) development of value and supply chains; and iii) delivery/deployment of customized technologies, machines, equipment, and other labour-saving

implements (e.g. efficient biomass conversion, development of forest products based industries, apiary and inland aquaculture industries, alternative power generation, water extraction and distributions for household use and for irrigation in precision agriculture, etc).

- v. The District Council should develop beneficial strategic alliances with national, regional, and international institutions and organizations dealing with capacity and capabilities building, development, and research. This would facilitate a fast responsiveness to emerging problems, reduce lead times from design to project completion, and provide of continuous support after the P-E projects end (e.g. monitoring and evaluation, analysis of overall performance of P-E interventions at Ward and Village levels, review of outcomes to impact assessment and readjustment, provision of technical services for knowhow and technologies adaption, adoption, and intellectual property management, etc).
- vi. The District's business community should establish a District Business Council that will: create a respected leadership on the district's business and economic sustainability; provide a forum for its members, who represent all business sectors, to share best practices on business and District's sustainable development issues; advocate for progress and delivering results by developing innovative tools that will address emerging opportunities and socio-economic constraints affecting business development and for catalyzing change the status quo; play the leading advocacy role for business development of respective industries; drive debate and policy change in favor of sustainable enterprise (from small to large enterprises) and development solutions; foster competitiveness of the District's productive processes and sectors and value and supply chains; and leverage strong relationships and collaborative arrangements with stakeholders, including the District Council, Central Government, and regional and international institutions and organizations.
- vii. Establish and implement an independent District Advisory Committee composed of highly skilled and experienced experts from various fields to advice and provide technical assistance to the District Council's management team and Full Council on: i) forward-thinking, good governance and effective accountability; ii) economic assessment, financial analysis, design, planning, strategic investment, and execution of projects, specifically physical and technical infrastructure and energy projects such as mini grids, wind and solar power development and utilization; iii) access, acquisition and use of proprietary technologies for education, health, agriculture, livestock, fisheries, natural resources (e.g. investment in tourism, reforestation and plantations for timber and charcoal production), and manufacturing sectors' development; iii) mobilization, allocation, and modern management of financial resources; iv) translation of national and international policies, strategies and initiatives into

District realities; v) legal advice and negotiations, and vi) development of value and supply chains for products and services generated in the District.

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

crop and livestock products value chains, and establishment of an industrial park and human settlements. In addition, the District Council should strategize on how to provide basic infrastructure such as, water, electricity, ICT, sewerage facilities, roads, and waste management recycling and disposal facilities.

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

Legal issues

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

Key actions

General actions

- i. Form a task force (with members from various stakeholders) with terms of reference to identify gaps in the current legislation, and regulations of Local Government acts and Regional Administration Act in relation to the need for the improved revenue administration and regulation, PPP policy requirements, and other requirements from the communities, private sector and civil society. The Task Force will have to propose an action plan on dealing with these issues, i.e. what is the issue, what needs to be done, responsible ministry/institutions, long term or short term period, and recommendation for funding, etc.
- ii. Review the Government (Urban Authorities) Act 1982; Local Government Finance Act 1982; Urban Authorities (Rating) Act 1983; Regional Administration Act 1997; Local Government Laws (Miscellaneous Amendments) Act 1999, Environmental Management Act, 2004, Forest Act (2002), and Procurement Act, 2004, to: align them with current free market realities and business environment; to increase the autonomy of the Council in the revenue collection, mobilization, allocation and use of internal sources; to facilitate increased PPP collaboration for generation of new and additional finance and investments in innovative, high

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

Budgetary issues

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

Key actions

General actions

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

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

Specific actions

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

begin with, undertake advocacy on saving and lending options, and train women's producer associations, cooperatives and groups to enhance their administration capacity, organizational and financial management skills, options for reducing cost of delivering financial services and recovery of bad debts, diversification of loan portfolios, risk management, telephone banking, etc., and support capacity-building in the creation and formalization of related financial self-help networks at the village, ward and District levels.

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

6.2.2 Coordination

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

Key actions

General actions

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

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

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

6.2.4 Recommendation on Gender Issues

The District Council should strengthen gender mainstreaming efforts, including gender specific and transformative actions that will ensure equitable share, equal access and control over resources, privileges, benefits, and opportunities.

Key actions

- (i) Build the capacity of women groups in business management, entrepreneurship and organizational development, and product quality and safety management;
- (ii) Empower women to invest in the production and marketing of forests' products to generate wood and non-wood forest products such as bee

products¹⁰, gums, natural dyes, fruit and nuts, fibre, spices, and medicinal plants.

- (iii) The District council and gender stakeholders should design and conduct anti-GBV and anti-FGM education programs that focus on educating women, men, girls, and boys and the wider community on GBV and FGM. This will enable them to have a realistic picture of the situation which may ultimately lead to the amendment of the relevant traditions, local by- laws and policies.
- (iv) The District council and gender stakeholders should design and conduct anti-GBV and FGM education programs that focus on educating women, men, girls, and boys and the wider community on GBV and FGM. This will enable them to have a realistic picture of the situation which may ultimately lead to the amendment of the relevant traditions, local by- laws and policies.
- (v) The District Council should train health providers to be better positioned to manage complications surrounding FGM. In addition, there is a need to improve access to healthcare through e.g. establishing an FGM complications referral program to ensure women are receiving appropriate care quickly in the Districts' public and private hospitals and health care centers;
- (vi) Promote education on family planning;
- (vii) From time to time conduct an evaluation to assess the project's results chains including change in attitude and behaviour, value generated, lessons learned, impacts, and knowledge gained from PEI capacity building activities in the District Council and in the communities; and
- (viii) Deliver information to women groups on PEG-CC opportunities and implementation in Kiswahili language.

6.2.5 General Recommendations on Agriculture, Livestock, and Forestry *Specific actions*

Agriculture (crops)

¹⁰ Tanzania is capable of supporting up to more than 9 million productive bee colonies. Only 3.5 percent of the production potentials of bee products are tapped. The estimated potential of bee products is about 138,000 tons of honey and 9,200 tons of beeswax per annum. Currently, only 9,380 tons of honey worth US\$ 9.38 million and about 324 tons of beeswax worth US\$ 1.875 million are produced annually. Beekeeping also employs about 2 million people in the rural areas (Natural Resources Sector Review, MNRT, October 2014)

Promote oil seeds production, milling and oil refining technologies to improve quality and shelf life and increased income for individuals and communities.

Livestock

The District Council and private sector should cooperate to expand the production of indigenous poultry (*Kuchi, german geese*), and avail the management practices of dairy cattle, goats and chicken and strengthen feed production and veterinary investigation centers to carry out effective disease surveillance and early warning system, analyze, and process animal disease data; and increase access to medicine and vaccines for chicken and goat diseases.

In addition, encourage enterprises in the livestock value chain to invest in the value addition of hides and skins as a by- product of cattle and small ruminants indicate that it is profitable to invest in almost

Forestry

Recruit additional District Forest Officers, Forest Managers, and trained extension staff both in number and qualifications to support participatory forest management and beekeeping facilitation. In addition, apply to the REDD+ program and Tanzania Forest Fund to support expansion of individual, community and private sector forest plantations in the District.

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