

# **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 Ileje District**

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## LIST OF ABBREVIATIONS

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AFSP	Accelerated Food Security Project
AGRA	Alliance for a Green Revolution in Africa
ASDP	Agricultural Sector Development Programme
ASDS	Agricultural Sector Development Strategy
ASLMs	Agricultural Sector Lead Ministries
CBO	Community Based Organization
COMESA	Common Market for Eastern and Southern Africa
DADP	District Agricultural Development Plan
DPG	Development Partners Group
FAO	Food and Agriculture Organization
FDI	Foreign Direct Investment
FY	Fiscal Year
GDP	Gross Domestic Product
GoT	Government of Tanzania
IIDS	Integrated Industrial Development Strategy
ID	Ileje District
IDC	Ileje District Council
LGA	Local Government Area
M&E	Monitoring and Evaluation
MAFC	Ministry of Agriculture, Food Security and Cooperatives
MDAs	Ministries, Departments and Agencies
MDGs	Millennium Development Goals
MITM	Ministry of Industry, Trade and Marketing
MIVARF	Marketing, Infrastructure, Value Addition and Rural Finance Programme
MLFD	Ministry of Livestock and Fisheries Development
MLHHSD	Ministry of Lands, Housing and Human Settlement Development
MOW	Ministry of Water
MTEF	Medium Term Expenditure Framework
NAIP	National Agricultural Investment Plan
NBS	National Bureau of Statistics
NEEC	National Economic Empowerment Council
NEMC	National Environment Management Council
NFRA	National Food Reserve Agency
NGO	Non-Governmental Organization
NSGRP	National Strategy for Growth and Reduction of Poverty (MKUKUTA)
PADEP	Participatory Agricultural Empowerment Project
PASDEP	Plan for Accelerated and Sustained Development to End Poverty
P-E	Poverty and Environment (initiatives/interventions)
POPC	President's Office Planning Commission

PPP	Public-Private Partnership
PMO-RALG	Prime Minister's Office – Regional Administration and Local Government
RDS	Rural Development Strategy
RECs	Regional Economic Communities
TAFSIP	Tanzania Agricultural and Food Security Investment Plan
TAMISEMI	Tawala za Mikoa na Serikali za Mitaa (PMO-RALG)
UNDP	United Nations Development Program
URT	United Republic of Tanzania

# 1.0 INTRODUCTION

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## 1.1 Background

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

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

Realising this, the Government of Tanzania has taken a number of policy reforms and programme initiatives to ensure the country's improved management of the environment and natural resources (ENR) sector. This includes UNDP/UNEP supported Pro-poor Economic Growth and environmentally sustainable development Programme. The programme aims to increase the contribution of the environment and natural resources to national development goals, including poverty reduction, sustainable economic growth and the broader achievement of MDGs from national to village and family levels.

The Poverty-Environment Initiative (PEI) of the United Nations Development Programme (UNDP) and the United Nations Environment Programme (UNEP) are global programmes that supports country-led efforts to mainstream poverty-environment and gender linkages into national development and sub-national development planning, from policymaking to budgeting, implementation and monitoring. PEI assists (both technical and financial) government decision-makers

and a wide range of other stakeholders to manage the environment in a way that improves livelihoods and sustainable economic growth.

Tanzania has implemented the UNDP-UNEP supported PEI, since it was launched in 2003/04. Since then substantial progress has been made to mainstream poverty-environment and gender in national development frameworks, in budgeting processes and in monitoring and evaluation. Despite these efforts the implementation of the interventions remains a major challenge, mainly because the budget resources and re-investment in relevant sectors have continued to be inadequate. In view of the above, six (6) Districts, i.e. Bukoba Rural , Bunda, Ileje , Ileje, Nyasa, and Sengerema have been chosen as pilot areas of this initiative to identify and document concrete development results that can be scaled-up in line with national and sectoral policies.

## **1.2 Objectives of the Study**

The primary aim of this study was to identify and document the institutional, legal and financial challenges on Poverty - Environment (P-E) and gender implementation in Ileje District at the District, Ward and Village levels. This included examining the social economic and environmental profile of the ; assessing the gaps in 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; assessing 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 Ileje District; and lastly, evaluating the appropriateness of institutional and legal framework and make policy recommendations.

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

The specific objectives are:

- (a) To assess institutional, organizational and legal capacities as well as coordination mechanisms to help implement P-E and gender objectives that are mainstreamed into Ileje Rural 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 Ileje Rural District authority's capacities to review and coherently prepare DDPs that have mainstreamed P-E and gender related objectives.



- (d) To propose recommendations (institutional, legal and budgetary) to remove bottlenecks and challenges consistently with the broader work being implemented at the national level and local level.

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

### **1.3 Structure of the Report**

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

## **2.0 APPROACH AND METHODOLOGY**

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### **2.1 The Study Area**

This survey for this Study was conducted in Ileje District (Mbeya 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 Ileje 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 the above mentioned features of the districts that weighed most in the selection, the choice was also motivated by the fact that the district is relatively new, an active presence in the district of development partners as well as other stakeholders who provide complimentary interventions, without forgetting the readiness of local actors to engage in PEI activities. Finally, there is a strong felt need to fill gaps in terms in strategic planning for development results.

### **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 Ileje 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 (DPLOs), District Agricultural, Irrigation and Cooperatives Officer (DAICO), District Livestock and Fisheries Officers (DLFOs), District Land and Natural Resources Officer (DLNRO), District Environmental and Sanitation Officers (DESO), District Community Development Officer (DCDO), District Human Resources Officer (DHRO), and District Legal Officer (DLO).

## **2.4 Sampling, Data Collection Techniques and Analysis**

### **2.4.1 Sampling, sample size and Data Collection**

Respondents were sampled purposively 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.

## 3.0 STUDY FINDINGS

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### 3.1 Overview of the Social Economic Profile of Ileje District

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

#### 3.1.1 Location and Topography

Ileje District is one of the ten (10) districts<sup>1</sup> of Mbeya Region. Ileje District occupies the South – Western part of Mbeya region. The district lies between latitudes 9° 14'1" and 9° 37'1" and longitudes 32° 8'1" and 33° 45'1" East. It is bordered by Kyela District in East, Rungwe District in the North – East, Mbozi District in the North – West and Mbeya District in the North. Songwe River in the South marks the boundary with the Republic of Malawi. The District covers an area of 1,908 square kilometres.

Ileje District can be divided into three agro – economic zones; the North Eastern Highlands, Central Zone and Highlands Zone. The North – Eastern Highlands lies between 1,500 and 1,600 meters above sea level, with temperatures ranging between 16° and 20° C and annual rainfall ranging from 900 to 1,200 mm. It has clay soil, which is relatively fertile, allowing cultivation of crops such as coffee, pyrethrum, maize and potatoes. The second is Central zone which lies between 1,300 and 1,500 meters above sea level and it is largely occupied by Bulambya Division. The zone has temperatures ranging from 26°0' – 32°C and receives annual rainfall of 750 – 1,000 mm per annum. The soils of the zone are sandy and relatively poor but suitable for annual crops such as maize, finger millet, groundnuts and beans. The Highlands lies between 1,600 and 2,500 meters above sea level. It receives average annual rainfall of between 1,500 – 2,000 mm. Temperatures range between 18° and 22° C.

#### 3.1.2 Political Administration

Administratively, Ileje District is divided into 2 divisions, 18 wards, 71 villages and 371 hamlets. The two Divisions are; Bulambya and Bundali and Wards include; Bupigu, Chitete, Ibaba, Ikinga, Isongole, Itale, Itumba, Kafule, Lubanda, Luswisi, Malangali, Mbebe, Ndola, Ngulilo, Ngulugulu and Sange.

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<sup>1</sup> Other Districts are; Busokelo, Chunya, Kyela, Mbarali, Mbeya City, Mbeya Rural, Mbozi, Momba and Rungwe.

### 3.1.3 Population Distribution

According to 2012 Population and Housing Census, Ileje District has 124,451 people. Of the total population 58,463 (47%) are males and 65,988 (53%) are female. An average family size had four members as shown in Table 2. The 18 wards of Ileje exhibit wide differences in terms of size and population characteristics (See Table 1). Itumba, is the largest populated with 10,186 inhabitants while Kalembo with 3,573 inhabitants is the least populated. Ibaba has the lowest sex ratio of 84 while Ngulugulu with a ratio of 98 is highest. The largest household size averaged 4.4 members (Luswiswi and Ngulilo) while the smallest average of 3.7 members was recorded in Ikinga and Malangali wards.

These diversities have implications in terms of targeting and delivery of interventions. For example, if the intention is to lift many people out of poverty, with the assumption of poverty levels being same across wards, then Itumba ward should be targeted. On the other hand, if the intention is economic empowerment of women relative to men then Ibaba should be targeted (Mbelle, 2013).

**Table 1: Ileje District Population Distribution**

S/N	Ward	Population (Number)			H/H Size	Sex Ratio
		Total	Male	Female		
1	Itumba	10,186	4,688	5,498	4.0	85
2	Itale	7,609	3,542	4,067	4.2	87
3	Ibaba	8,058	3,686	4,372	4.0	84
4	Ndola	6,820	3,175	3,645	4.1	87
5	Luswiswi	4,632	2,175	2,457	4.4	89
6	Ngulilo	4,659	2,232	2,427	4.4	92
7	Lubanda	8,582	4,071	4,511	4.3	90
8	Ngulugulu	4,927	2,434	2,493	3.9	98
9	Sange	4,757	2,296	2,461	4.4	93
10	Ikinga	7,824	3,694	4,130	3.7	89
11	Kafule	7,450	3,432	4,018	3.8	85
12	Malangali	6,485	3,037	3,448	3.7	88
13	Bupigu	6,145	2,935	3,210	4.0	91
14	Isongole	9,893	4,650	5,243	3.8	89
15	Chitete	8,673	4,052	4,621	3.9	88
16	Mbebe	9,282	4,426	4,859	4.2	91
17	Mlale	4,896	2,256	2,640	4.2	85
18	Kalembo	3,573	1,682	1,891	4.0	89
<b>TOTAL ILEJE</b>		<b>124,451</b>	<b>58,463</b>	<b>65,988</b>	<b>4.0</b>	<b>89</b>

*Source: Ileje District Council & National Bureau of Statistics, 2013*

### 3.1.4 The Main Economic Activities

The people of Ileje are predominantly agriculturalists. About 34,194 households have agriculture as the main means of livelihood (Mbelle, 2013). The main cash crops are coffee, pyrethrum, sunflower, cardamom and cocoa<sup>2</sup>. The main food crops grown are mainly maize, paddy, beans, and groundnuts; the first three also sold when there is surplus. Other food crops include round potatoes, sweet potatoes, millet, plantains, cassava, and horticultural produce.

Farmers do receive input subsidy vouchers through the National Agricultural Inputs Voucher System (NAIVS). During 2012/2013, for example, about 5,424 households benefited. Use of chemical fertilizers enabled production of maize to increase from 71,250 tonnes during 2009/10 to 96,872 tonnes during 2011/2012. Ileje Council derives highest revenue from maize dealings “significant source of district revenue”. The importance of maize revenue from Isongole market is likely to decline after Malawi established own maize market in 2012.

The district has 101,600 Ha which are suitable for agriculture and currently only 82,881 ha (81.5%) of the area is under cultivation. The area under food crops production is 46,519.5 Ha while the area under cash crops production is 10,298.5 ha (Table 2).

**Table 2: Agricultural and Forestry Potentials of Ileje District in Hectares (Ha)**

S/N	Resources	Potential	Utilized		Unutilized	
			Ha	%	Ha	%
1	Arable Land	101,600	82,881	81.5%	18,719	18.5%
2	Forestry	89,000	57,000	64	32,000	36

**Source: Planning Department-Ileje District (2009), Mbelle, A.V.Y (2013)**

Other Economic Activities include; business (small) scale, Cross-border businesses and livestock keeping. Small scale businesses include among other, shops and food stall. The District has an advantage of bordering Malawi, giving it an opportunity of cross-border trade. There is one official crossing point, the bridge; with immigration departments of the particular country on each side (bridge was built by Malawi). However along the flow of Songwe River any point can be crossed. The common merchandise originating from Tanzania comprise of building materials and from Malawi, maize, coffee and sugar.

<sup>2</sup> Cocoa is grown in small scale at Kapeta Village

### **3.1.5 Mining**

Mining is potential industry in Ileje district, in particular exploration and mining development. The geological data reveals that Ileje district is rich in minerals particularly coal and limestone. There is coal mining center in Kiwila, which is contributing widely to the district's economy.

### **3.1.6 Homestead Conditions**

It was established that a large percent have good houses. A good house is defined as the one with corrugated iron sheets, brick walls (burned or mad), enough space, and with concrete floor. A large number of household, particularly in peri-urban area have managed to own good houses. Very few own poor houses, and large percentage are in the remote areas. An average household owns basic furniture (wooden tables, chairs, and beds), aluminum, clay or plastic` kitchenware, kerosene lantern, and a cell phone (ranging from 60% to 80%).

### **3.1.7 Energy Sources**

Ileje 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 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.

Effort is underway by Ileje District Council and the Private Sector (Bweluhi Co. Ltd) to construct a Mini Hydro Power at Bweluhi. Preliminary work has already been completed, including, Visibility study, Environment Impact Assessment (EIA), Letter of Intent between TANESCO and the Council and Operation License from EWURA. The Hydro power is expected to produce 4.7 Mega Watts.

### **3.1.8 Transport and Communication**

Ileje district has a total road length of 974.57 km of which 254 km are regional road network served by TAN ROADS, and 720.57 kms served by District council. The rough road is poorly supported by bridges some of which get swept away by floods during the rainy season, thereby creating infrastructural constraints to Ileje people in



terms curtailing the movements of people and goods from Ileje to the rest of Mbeya Region and the country in general in addition to discouraging potential investors. The Mpemba - Isongole stretch stands to benefit from “Presidential promise” of improving the road condition to tarmac. The District is only served by road network with no railways or airstrip. The whole district has few very low standard tarmac road joining Isongole and Itumba towns and less than three km within Itumba town.

Ileje District is well served by most of the major telecommunication networks in the country. Airtel, Vodacom, Tigo and Zantel are providers that have access to Ileje District. It is estimated that 60% - 80% of people have mobile phones and are used mainly for communication basis and business facilitation.

### **3.1.9 Gender issues**

The main gender concern that was raised was the case of husbands who go to green pastures for years, including to Malawi, and sometimes fail to return. This causes psychological and economic hardships for the families. Unfortunately, there are no safety nets for such families (Nzuki M., 2014).

In the case of spousal violence, the Mbeya region, where Ileje District belongs, has the prevalence of Gender Based Violence (GBV) of 46% and female genital mutilation (FGM) is practically non-existent. (THDS 2010; 28 TOOMANY, Country Profile: FGM in Tanzania, December 2013).

### **3.1.10 Climate change issues**

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. The interviews recommended that the District Council and the people should join hands in addressing all drivers of deforestation and forest degradation by implementing Participatory Forest Management, Community Based Forest Management, and Joint Forest Management approaches and guidelines in every village and Kitongoji;
- (iii) The District Council, private sector, NGOs such as Integrated Rural Development Organization (IRDO), FBOs, and other development partners should strategize and promote diversification of Ileje economy to reduce overdependence on climate-sensitive sectors (agriculture, livestock, forestry)

and promote alternative livelihoods systems, e.g. fabrication of coal briquettes for household, brick making, and industrial purposes;

- (iv) The District Council is unprepared for developing and implementing local climate change mitigation or adaptation measures due to human resources and budgetary constraints.

## **3.2 Institutional and Legal Framework**

### ***Ileje Local Government Position and Structure***

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

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

### ***Local Government Organisation Structure***

Ileje District Council (IDC) is divided into Divisions, which are then further subdivided into Wards, Villages council authorities, and Hamlets (the smallest unit of a village). The Council have autonomy in its geographic area. It coordinates the activities of the township authorities and village councils, which are accountable to the district for all revenues received for day-to-day administration. The village and township councils have the responsibility for formulating plans for their areas

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

## ***Local Government Leadership***

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

## ***Staff in Local Government***

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

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

## ***Public Service Delivery***

The current legislation assigns the following basic functions to the District Council:

- (i) Maintenance of law, order and good governance; ii) Promotion of economic and social welfare of the people within its area of jurisdiction; and iii) ensuring effective and equitable delivery of qualitative and quantitative services to the people within its area of jurisdiction.

In addition to the basic functions, the Council is charged with seven other functions and duties, as follows:

- (i) Formulation, coordination and supervision of the implementation of all plans for economic, industrial and social development in its area of jurisdiction;
- (ii) Monitoring and controlling the performance of duties and functions of the Council and its staff;
- (iii) Ensuring the collection and proper utilization of the revenues of the Council;
- (iv) Making by-laws applicable throughout their areas of jurisdiction, and considering and improving by-laws made by Village Councils within its area of jurisdiction;
- (v) Ensuring, regulating and coordinating development plans, projects and programmes of villages and township authorities;
- (vi) Regulating and monitoring the collection and utilization of revenue of village councils and township authorities; and
- (vii) Subject to the laws in force, doing all such acts and things as may be done by a people's government.

Although in the current legislation the above functions have been assigned to Ileje District Council, this study found that some of the services and infrastructure (e.g. tourism, wildlife management, management of national forest reserves in district, roads, infrastructure supporting mining activities , etc.) are still being provided by the Central Government or its executive agencies. Also, most of the funding still comes from the Central Government.

### **Revenue**

A large proportion of Ileje District Council funds comes from the Central government allocations (through TAMISEMI - PORALG), which amount for more than 90 % of the Council approved budget. The Council also raises revenue locally. The main sources of local income come from taxes (*ushuru*) on crops, livestock, and forestry products; licences including road, liquor; property taxes and rents; charges including fines; and others including sale of assets and recovery of public fund. Generally speaking, the own revenue base is very narrow and is getting weaker as some of the revenue is shifted to the Central Government through Tanzania Revenue Authority. In addition, the recent requirement by the Parliamentary Committee that 60% of the internal revenue should be directed to development projects is constraining the effective implementation of other domestic operations and service delivery functions.

## **4.0 DISCUSSION OF STUDY FINDINGS**

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### **4.1 Institutional, Organizational, And Legal Capacities 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 and gender initiatives in the Ileje District.

The Ileje District governance system is holistic, i.e. multi-sectoral, government units with a legal status (body corporate) operating on the basis of discretionary, but general powers under the legal framework constituted by the national legislation, Local Government Authority Act of 1982. The Ileje District local government has the responsibility for social development and public provision within its jurisdiction, facilitation of maintenance of law and order and issues of national importance such as education, health, water, roads, agriculture, livestock, and fisheries. The Ileje District local government has a constituted unitary governance system based on elected counsellors and committees and a professional administration.

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

#### **4.1.1 The Institutional Issues**

The Ileje 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, water and national truck roads services are not under the responsibility of the district. The Ministry of Water owns and operates water intakes, treatment and distribution facilities. TANROADS develops and maintains the national road system. The supply and distribution of electricity in Tanzania is the responsibility of the Tanzania Electric Supply Company (TANESCO). Other civil works have been financed and directly implemented by central government, though the ownership of the resulting assets remains local. Local responsibilities include: local planning, development control, provision of local roads, drainage and solid waste management, and environmental health functions.

Overall, the Ileje District Council's staff reported that the institutional framework is satisfactorily supportive and enables implementation of P-E-G objectives at district level including wards and village level. Nonetheless, it was revealed that the Ileje

District Council would like to have more financial discretionary powers, i.e. more powers to determine and levy local taxes and generate more own resources. The Ileje District Council would also like the central government to supply adequate and timely grants. The late and unstable disbursements are hindering the effective implementation of certain P-E-G initiatives, as will be shown further in this Section. In addition, the Ileje District Council staff reported that the inability of Ileje District Council to recruit personnel is creating a perpetual human resource gap.

Although the Ileje District Council and Non-state actors work with communities assisting them to and advising them on all aspects of social economic development and environmental protection, the challenge remains on how to identify economically attractive projects, how optimally share the resources and how harmonize the implementation process, since the Ileje District Council and Non-state actors have different missions and objectives, and have different reporting systems.

#### **4.1.2 Legal Issues**

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

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

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

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

the Village by-laws are supposed to be consistent with the district council by-laws and are approved by the 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 require among other things commitments and financial resources which are lacking to a large extent. For a successful implementation of environmental by-laws, commitment of leaders at different levels is very crucial. Financial resources to facilitate its implementation such as; transports, daily subsistence allowances (DSAs) and other incidental allowances for environment officers' visits are very important.

#### **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 Ileje District's 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 Budgetary Process Bottlenecks and Challenges Hindering P-E Translation and Gender Related Objectives**

#### **4.2.1 Budgetary Process**

The budget preparation process uses the guidelines from the Central Government (Ministry of Finance) (Ileje District Council, 2014) and follow the normal agreed national budget cycle. As per budget guidelines, the budget processes are supposed to start from the lower level through the O and OD principles (Opportunities and Obstacles for Development). This approach requires all the processes to start from the grass roots (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 (*Kitongoji*) 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 (WDC<sup>3</sup>). Some of the priorities however, are conceptualized and agreed at the Ward level.

Priority development projects and plans approved at the WDC are then submitted to the District Council level. These development priorities are then discussed through the respective departments at the district level and the synthesized report (*majumuisho*) is discussed and approved by the Council Management Team (CMT<sup>4</sup>). At the level of District Council the planning process goes through various stages before the approval by Full Council (*Baraza la Madiwani*). These levels include, department level where ward plans are received and analysed and synthesized into district plans. These plans are analyzed and discussed in Various Departments in the Ileje 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 Stakeholders<sup>5</sup> meeting is called upon by the Ileje 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 Bukoba Rural 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.

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

<sup>4</sup> This committee is formed by technical staffs of the council from different departments

<sup>5</sup> This includes non-state actors



## 4.2.2. Budgetary Bottlenecks and Associated Challenges

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

- Inadequate internal revenue sources<sup>6</sup> which account for less than 10% of the budget. Internal revenue sources were previously used to cover for internal expenditures (which were mostly recurrent). But in the current budget (2014/15), the Districts were instructed by the Parliamentary Committee that 60% of the internal revenue should be allocated for development projects. The challenge here is how to fill the gap as far as internal expenditure is concerned.
- There is highly miss-match between the Approved budget by Full Council and Regional level vs 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. For instance, the requested budget for irrigation activities in 2012/2013 was Tsh 200 million and only Tshs 46 million approved. To make matters worse, nothing was actually received.
- The criteria for budget ceiling are inadequate. One of the criteria is the population level, the larger the population the higher the ceiling. It was established during the interview that this should be the opposite. The argument was that, the reason why one area in highly populated include among others opportunities available. They were of the opinion that the criteria should be the economic status i.e. the budget should favour the under developed districts.
- Revenue sources were previously used to cover for internal expenditures (which were mostly recurrent). It was instructed 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. Of the remaining 40% ,

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<sup>6</sup> The main sources include fishing levy (*ada za mialo*), forest, coffee (through the buying Companies), other crops and Contractors.

10% to be allocated in youth and women, 20% to villages and only 10% to run day to day Council activities.

- There was a gap between the budget approved and the amount of funds released. Delay of the fund release has also been a problem. For example the Tshs 200 Millions approved for Ileje District DADIPS projects in 2012/13 received in November of next financial year 2013/14.

### **4.2.3 Gender Responsiveness**

Development plans and budget documents have explicitly integrated gender related issues. Gender has been considered as a cross cutting issue and it is mandatory for it to be mainstreamed in national, sectoral and lower levels (such as District) development plans. This has also been acknowledged during the interview with various stakeholder at district, ward and village level in Ileje District. As earlier noted, the main challenge on the implementation of gender related projects is mainly due to underfunding.

### **4.2.4 Capacity to review, prepare DDPs and mainstreaming P-E**

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

To ensure smooth operations, the Districts officials are supposed to be equipped with working tools. It was found out that the Ileje District Council has insufficient working tools; these include transportation, ICT facilities, software, and physical and technical infrastructure. This has resulted into inefficiencies and underperformance in various operations. The major reasons for

inadequate working tools are untimely disbursement of funds and low funding from the Central Government; low and declining internal revenue sources; shortfall of approved against released funds; and bureaucracy in the procurement process. For instance, the procurement of goods worth more than TShs 100 million (e.g. 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 are rarely taken due to insufficient financial resources, and lack of transportation and communication facilitation.

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

The Ileje District 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 interviewees in the planning department said that the Ileje 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 is 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. governance system is holistic, i.e. multi-sectoral, government units with a legal status (body corporate) operating on the basis of discretionary, but general powers under the

legal framework constituted by the national legislation, Local Government Authority Act of 1982. The Ileje District local government has the responsibility for social development and public provision within its jurisdiction, facilitation of maintenance of law and order and issues of national importance such as education, health, water, roads, agriculture, livestock, and fisheries. The Ileje District local government has a constituted unitary governance system based on elected counsellors and committees and a professional administration.

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

This section presents constraining factors to the achievement of P-E-G objectives, as reported by respondents and by the leadership in the Ileje District Council. The identified major bottlenecks are:

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

- (i) Perception that Ileje district is “forgotten” in terms of allocation of P-E-G related resources and projects because it lies far and in the periphery of the country;
- (ii) Lack of long term Village Land Use Plans.
- (iii) Low administrative and organizational capacity from District Council to the Village Councils and One Committee in the Ileje District with inadequate expertise among Councillors- overseeing several sectors (e.g. Committee on Economic, Infrastructure, and Environment, or the Committee on Education, Health, and Water).
- (iv) Lack of working tools and facilities affecting good governance and sometimes compromising accountability in service delivery, e.g. in some remote area the office of the Village Executive Officer is in his/her home.

#### **Budgetary issues**

- (i) Poor resource/asset base and lack of discretionary funds and poor revenue collection capacity.
- (ii) Inadequate budgetary allocations for programs and projects, and inadequate operational budget and other resources (technical capacity, and working tools) to efficiently and cost-effectively implement P-E –G related policies, by-laws, regulations, and development projects;

- (iii) Inadequate monitoring and evaluation system;
- (iv) Challenges in the budget cycle processes including the constraining budget ceiling that is sometimes sent late and sometimes unreliable and untimely disbursement of funds from the Central Government;
- (v) The dwindling fiscal space of the District internal revenues and the resultant under-funding is affecting the coordination of implementation of P-E, climate change, and gender mainstreaming interventions and environmental management at all levels and resulting in inefficiencies and inadequacies at various levels of the Government;
- (vi) Difficulty in management of high expectation of the communities for immediate tangible benefit from projects and the resulting frustrations when the priorities and projects they propose in the annual budget cycle process are not implemented either because of being dropped because of the Budget Ceiling or due to lack of resources; and
- (vii) Inadequate financial and commercial services at Ward or Village level, including banking, financial intermediation, insurance, information, and trade facilitation;

### ***Human resources issues***

- (i) Inadequate skills development, coaching and mentorship of the young technical staff;
- (ii) Insufficient knowledge, skills and inadequate coping mechanisms by the Councillors and some technical staff to the ongoing quantities and fast pace of reforms and social, legal, and economic changes at national and global levels;;
- (iii) Limited human capacity to effectively execute identified investment projects and mobilization of resources for implementation of the investment opportunities;
- (iv) Lack of qualified professional staff in some subject matter areas, such as Livestock, Crop Production, Environmental Management, Natural Resources Management, Research and Statistics Management, Risk Management, and Monitoring and Evaluation.

- (v) Insufficient skills to formulate and implement by-laws at Division, Ward and Village and Hamlet levels;

### ***Legal issues***

- (i) Despite law enforcement, yet illegal activities like uncontrolled harvesting and marketing of timber products are still taking place in some places and forest areas; and
- (ii) Illegal harvesting of forest products and difficulties in oversight.

### ***Coordination***

- (i) Directives, and guidelines from several centers of power to the District Council (e.g. from TAMISEMI, Sectoral Ministries, Regional Authorities, Government Agencies, Parastatals, etc.).
- (ii) Sometimes, vested political interests making effective coordination and accountability to be difficult.

## **4.5.2 Environmental and Natural Resources Management Bottlenecks**

- (i) The forests and vegetations are encroached and threatened by illegal activities such as harvesting forest products for timber, building materials, and production of charcoal, fuel wood honey and bees wax, expansion of agricultural activities, and establishment of human settlements. This is attributed to high population growth rate and lack of alternative activities and sources for livelihood. These unplanned and detrimental activities undermine the efforts that are geared toward environmental conservation and sustainable socio-economic processes in the district;
- (ii) Inadequate trained extension staff both in number and qualifications on Participatory Forest Management (PFM) and beekeeping facilitation;
- (iii) Land cover depletion including deforestation is widespread with minimal reforestation activities in most areas;
- (iv) Out-dated Forest Management Plans which are not used in practice; and
- (v) Growing stress on the natural resource base and climate change related risks and lack of viable local long term adaptation strategies.

### 4.5.3 Crop Sector Issues

- (i) Destructive methods for increasing soil fertility/nutrients to the soil (farmers cut trees and vegetation and disperse them on farm land, and burn them with the expectations that the formed ashes will fertilize the land; it works but only for a few seasons);
- (ii) Market distortions that are affecting the prices of crops leading to the frustration of farmers and resulting into minimizing acreage for subsequent years, e.g. import of rice in 2012 that led to farmers being stuck with produced rice and reduce the price of a tin of rice from Tshs. 10,000-12,000/=tin to 5,000/=;
- (iii) Lack of modern storage facilities for maize, rice, beans and other annual crops; this and acute warehousing facilities in ID are causing post-harvest losses including aflatoxins infestation and when it rains it rains directly on produce stored outside in the open;
- (iv) Low budget allocation relative to the importance of the agricultural, environmental and natural resources sectors to District's economy;
- (v) Economic vulnerability: the volatile prices of cash crops particularly maize and rice, and weak market organization reducing the economic returns;
- (vi) Inadequate access to farm implements due to high investments or high hire costs with increasing fuel prices;
- (vii) Inadequate access to efficient technologies, equipment, agrochemicals, and other inputs due high costs and not being available in local communities; and
- (viii) Inadequate research e.g. on the socio-economic dynamics in the District and to generate adequate quality, low-input, climate and pest resilient, and high yielding seed varieties.

#### **4.5.4 Livestock Sector Issues**

- (i) Efforts towards improving livestock quality among livestock keepers in Ileje district is partly constrained by access to facilities capable of controlling or preventing animal diseases. The livestock veterinary centres lack minimum vital requirements such as equipment, chemicals, reagents as well as inadequate staffing;
- (ii) Inadequate livestock health services including supply of drugs and vaccines at village level;
- (iii) Inability to establish or participate effectively in the livestock value chain and marketing of livestock products beyond the District.

#### **4.5.5 Natural Resources Issues**

- (i) Bush fires, including fires from neighboring Malawi, and burning of vegetation causing adverse environmental effects;
- (ii) Scarcity of arable and pasture land in some areas forcing farmers and pastoralists to encroach into water catchments, near rivers (e.g. in Itinganya Catchment), wetlands, and forest land and causing forest degradation and soil erosion and landslides in hilly/mountainous areas;
- (iii) Only three villages have land use plans (Songe, Mtula, and Mabula Villages);
- (iv) Lack of information and knowledge on new methods for conservation and protection of forests; and
- (v) After the resources/income from crops are depleted farmers resorts to cutting trees and selling them or make charcoal.

#### **4.5.6 Gender**

- (i) Difficulties among women in accessing for 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;
- (iv) Inadequate skills in management and planning in women groups;
- (v) Difficulty in accessing finance for start-ups and for operations of women groups and individual women businesses.

#### **4.5.7 Other Bottlenecks**

- (i) Inadequate involvement of private sector stakeholders in policy and strategic planning.
- (ii) Inadequate private sector involvement in P-E, and climate change interventions;
- (iii) Non-transparency in the operations of some non-state actors, particularly NGOs, which do not want to share reports from their activities conducted in the District;
- (iv) High dependence on biomass for energy is resulting in fast clearing of forests and vegetation for firewood and charcoal production; and
- (v) Lack of reliable sustainable water sources in some areas.

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

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### 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 both 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 Ileje District Council technical matter specialists or training.

## 5.2 Challenges

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

Among the key challenge in coordination of implementation of P-E, climate change and gender interventions include the system of two or several ministries overlapping at the district and community levels is complex, and in some cases leads to local conflicts regarding overlapping mandates and responsibilities (e.g. the management of natural resources is under the Ministry of Natural Resources and Tourism and the PMO RALG). The same applies to agricultural development, environment management, and climate change, which are also cross sectoral issues.

Another coordination challenge facing the local government system are differences in the arrangements in the institutional structure at national and district levels; although the differences are small but have impact on the flow of information, resources, orders, and level of coordination and cooperation. For instance, at national level there are the following sectoral Ministries: Agriculture, Food Security and Cooperatives (MAFC), Natural Resources

and Tourism (MNRT), Communication Science and Technology (MCST); and Lands, Housing and Human Settlement Development (MLHSD). The corresponding Departments/Sections at District level are: Agriculture, Irrigation and Cooperatives; Lands and Natural Resources; and Information and Communication Technology. Note for example, at national level emphasis is placed on the use of science and technology and innovation in enhancing economic growth and sustaining it through upgrading human development elements, through education and training (LTPP (URT 2011), post-2015 National Priorities (URT 2013), MKUKUTA II, 2010) . In addition, it is envisaged that the human capital factor will organize the rest of the factors to create a skilled and competitive labor force, and enhance innovation, productivity, and competitiveness; but there is no science, technology and innovation department in the Ileje District Council's structure! Furthermore, it is being said by agricultural stakeholders that the inefficiencies and inadequacies in the extension service are constraining the growth of the agricultural sector (Bamwenda, 2012). But the Ministry of Agriculture, Food Security and Cooperatives, or the Ministry of Livestock and Fisheries have different lines of command with the district council and have no direct influence on the extension officers since their line of reporting is to the District authorities and PMO RALG... This leads to some perceptions, e.g. according to district's technical cadre it is argued that the crop subsector is getting a better flow of resources because it is getting additional funds from other Government agricultural Departments and agencies, but the livestock, fisheries, and environment departments have no such privileges. In addition, the above differences in line of command are leading to the parallel flow of guidelines, procedures, orders, and resource allocation sometimes from several Government Departments, Agencies, Parastatals, and Non-State Actors. For example, Faith Based Organizations (FBOs) and NGOs working in the same District and implementing similar activities. This has led to duplication of efforts, struggles for attribution of results, and difficulties in replication, upscaling, and sustainability after project completion. A typical case is the flow of resources for agricultural development from PMO-RALG to the District and the parallel flow of funds from the Ministry of Agriculture, Food Security and Cooperatives for implementation of Agricultural Sector Development Program activities. In addition, there are also resources flowing from country, regional and international NGOs and Development partners for independently executed agricultural support projects, with different interests, focus, missions and input to outcomes pathways. This is aggravated by un-harmonized M&E systems.

Another coordination challenge facing the implementation of P-E, climate change, and gender policy and legislation is the compliance to sectoral guidelines and regulations and local by-laws at the same time. The difficulty arises sometimes when certain sections in these legislation/regulations are conflicting.

Lastly, the respondents reported the insufficient ability of national and local authorities to resolve these coordination issues due to resource constraints or due to other administrative related workloads of reviewing, harmonizing, changing the

structures, resistance to paradigm change in some quarters (worry of disposing of the old way of thinking and doing things), overload from current tasks, pressures of daily activities, lack of skills and experience needed to manage and sustain the change effectively, and time and efforts needed for follow up to streamline coordination issues. These issues lead to maintaining the status quo.

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

## 6.0 CONCLUSIONS AND RECOMMENDATIONS

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The primary aim of this study was to identify and document the institutional, legal and financial challenges on poverty - Environment (P-E) implementation in Ileje District Council at the District, Ward and Village level. This included examining the social economic and environmental profile of the Ileje 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 Ileje 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 the Ileje 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 Ileje 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; c) the misunderstanding between implementation frameworks of sectoral laws and by-laws, particularly between environment management vis-a-vis development of projects; and d) another major challenge to the effective

implementation of by-laws both at districts' and village level is lack of commitment and financial resources which are lacking to a large extent.

The budget preparations and use the guidelines in Ileje 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 Ileje District include; i) inadequate internal revenue sources which account for less than 10% of the total budget; ii) the internal revenue sources were previously used to cover for internal expenditures (which were mostly recurrent). But recently the District Council was instructed by the Parliamentary Committee that from the current budget (2014/15) 60% of the internal revenue should cover for development projects; the challenge here is how to fill the left gap as far as internal expenditure is concerned; iii) there is high miss-match between the approved budget by the Full Council and Regional level vis-a-vis the Ceiling received from the central government. To accommodate the ceiling a number of identified priorities have to be dropped. To a large extent this has raised questions at lower levels on the relevance of the processes since only few (not any) of their priorities has been considered and this is demoralizing the stakeholders, who were committed and had high expectations;

## **6.2 Recommendations**

### **6.2.1 Recommendation on Institutional, Legal and Budgetary Issues**

#### **Institutional**

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

#### **Key actions**

### *General actions<sup>7</sup>*

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

### *Specific actions<sup>8</sup>*

- ii. The District Council should formulate a long-term vision and develop a strategic plan that will give direction and drive P-E interventions, and social economic development and growth in the District. This includes identification of District's current status and needs, forward thinking on the District's future and how it should head there, and devising strategies and activities for addressing challenges, priorities, barriers, risks, and resources requirements for disseminating, budgeting and mainstreaming realistic activities in the action plan/ MTEF, implementing, and monitoring and evaluating progress of the strategic plan.
- iii. Enhance the capacity among the Bunda, Ikungi, Ileje, Nyasa, Sengerema, Nyasa and Bukoba Rural District Councils to keep talking among themselves, and PEI stakeholders to communicate, network and exchange ideas. This can be done, for example, by establishing an accessible ICT-based platform that would enable the above six District Councils to generate, share, and exchange data, information (in Kiswahili), knowledge, innovative ideas, and valuable approaches arising from Poverty-Environment initiatives. Such an initiative would enable the formation of long-lasting linkages and alliances at community, individual and government-private/entrepreneurial sector levels. In addition, robust linkage mechanisms may: drive innovations; enhance collaborative design and implementation of projects; and enhance resources and know how transfer and uptake of technologies and best practices for productive processes. Subsequently, this may increase inter-district human,

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

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

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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 effective implementation of by-laws and regulations and sectoral legislation related to PEG-CC issues.

### ***Budgetary issues***

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

### ***Key actions***

#### *General actions*

- i. The Central government and District Council leadership should foster the development of human and institutional capacity at the District Council and among contracted tax collection agents to ensure the District Council collects adequate taxes and cess charges and to minimize tax evasion.
- ii. The Central government should reform the current cess rates, which are currently based on gross value of production, that are resulting in very high tax on net revenue among farmers, and pastoralists, and natural resources products' producers that use a large amount of inputs but experience small net margins. This is resulting in frustration regression, making value chain participants to change their production and marketing behavior to lower their cess payments, and even to resort to tax evasion/avoidance as a coping strategy. The reform may include strengthening collection capacity and methods (e.g. using ICT based instruments, collecting cess after the sale, etc), reducing the rates to broaden the base, to institute a differential cess for food, cash and export products, etc.

#### *Specific actions*

- iii. The Council to establish a Development Fund to adequately fund development and PEG-CC related activities. The Council should sensitize citizens, development agents, and business community to contribute to the proposed fund. This has to be supplemented by the Central Government by allocating and disbursing sufficient financial,

human, and technical resources for development and recurrent expenditure to the Council.

- iv. The District Council, communities and individuals should partner with businesses and producer cooperatives, National Private Sector Service Providers/Technical Services Providers, and Business Associations, (e.g. TSPF, ACT, RCT, TCIIA, CTI, etc) to ensure the availability of capital goods and technology transfers that enhance productivity and efficiency;
- v. The District council should strengthen the transparency, honesty, and accountability on revenue management (allocation, expenditure, and reporting )and tackle corruption to increase citizens' support.
- vi. The District Council in collaboration with Central Government and/or development agents should play a proactive role to train and re-train Councillors and Council's technical staff to enhance the understanding of emerging technical, business, regulatory, trade, green growth and sustainable development issues;
- vii. The District Council in collaboration with development partners to identify and address reasons for reluctance of financial services and banks to lend for Ward and Village level PEG-CC, agricultural, livestock, and forestry development investments in a given District; and
- viii. Facilitate entrepreneurs' and women groups' access to savings and credit facilities (Savings and Credit Cooperatives Societies- SACCOS, Rotating Savings and Credit Associations- ROSCAS, and VICOBA). To begin with, undertake advocacy on saving and lending options, and train women's producer associations, cooperatives and groups to enhance their administration capacity, organizational and financial management skills, options for reducing cost of delivering financial services and recovery of bad debts, diversification of loan portfolios, risk management, telephone banking, etc., and support capacity-building in the creation and formalization of related financial self-help networks at the village, ward and District levels.

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

### **6.2.2 Coordination**

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

### **Key actions**

### *General actions*

- i. The Central Government and District Council should clearly articulate the roles and responsibilities of different ministries, public institutions and agencies, and private institutions, with a mandate on PEG issues;
- ii. PMO-RALG is mandated over Local Government Authorities and therefore better placed to coordinate stakeholder efforts geared to address the PEG-CC challenges. To address coordination challenges, it might be necessary to establish a *National Coordinating Committee* to oversee the implementation of PEG-CC and other development issues at local level. The coordinating committee will have scheduled meeting sessions and forums for collaborative planning, coordinating finance mobilization and allocation, follow up, monitoring and evaluation, readjustment, reporting, and implementation of the deliberations to be developed during the stakeholders meetings. This will enable better cooperation between the District Council, PEG-CC stakeholder, and funders and will minimize overlaps and unnecessary competition for resources and attribution. The coordinating committee may propose studies to reengineer the LGA system, to draw lessons on local government reforms from other countries, and devise and plans on reinforcing performance at LGA level;
- iii. Ensure that the institutions and organizations supporting national level PEG-CC policies and strategies get a coordinated direction from an established coordinating entity in the PMO RALG. In addition, this entity should work in close collaboration/communication with the other stakeholders for multi-sectoral involvement using collaborative joined-up approaches in implementation of the PEG-CC activities, with particular emphasis on creating conditions conducive to the participation of the private sector and non-state actors. Lastly, the coordination entity should develop and strengthen district, regional, sectoral and cross-sectoral institutional and regulatory co-ordination for harmonization of conceptualization, planning, administration/management, execution, monitoring and evaluation, and reporting of P-E interventions;
- iv. The Central Government, District Council, and PEG agents should establish a committee (e.g. The District PEG-CC Interventions Committee) at District level to oversee the funding, execution, monitoring and evaluation, and reporting processes on P-E-G, climate change, and gender mainstreaming issues conducted by public and private entities, CBOs, NGOs, etc, rather than having several entities doing the same or their own things according to their own interests. In addition, there is a need to pursue ways of ensuring greater coordination and synergies among all parties engaged in the P-E-G,, and

climate change mitigation and adaptation portfolio, including synergies for M&E of the portfolio, e.g. through regular planning and evaluation meetings in order to have a more active role in portfolio oversight through (at least) semi-annual meetings at which key M&E progress reports are presented by the participants and discussed by the Committee. The committee should also ensure regular communications among Government departments, Agencies, and other Non State Actors to keep partners abreast of activities in the portfolio, and share results and lessons and to be up to date for future portfolio strategic planning.

### **6.2.3 Recommendation on Environment and Climate Change**

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

#### **Key actions**

##### *Specific actions*

- (i) Enhance Councillors' and technical cadres' awareness and understanding on climate change vulnerabilities and potential impacts in the District;
- (ii) Increase resilience to rainfall variability and drought by adopting fast growing and abiotic and biotic stress tolerant crop, livestock, and tree varieties;
- (iii) Develop and upscale the use of appropriate alternative energy sources, including mini hydro systems, solar for lighting, biogas for cooking and equipment such as ecological biomass cook stoves to reduce pressure on forest resources;
- (iv) Incorporate agro-forestry as an important practice in conserving soil moisture, weed control and improving soil fertility;



- (v) The District council and the private sector should jointly conduct feasibility studies, develop mini hydro systems and medium scale hydropower stations for power generation for the local electricity needs and for export of electricity to the national grid (US\$ 15 million are required for the ventures);
- (vi) Motivate communal and individual afforestation by establishing nurseries through individual growers and by groups, e.g. schools and other institutions, as a source of income and tree planting as an income generating and asset accumulation venture;
- (vii) The District council should support development of research programs conducted at Uyole ARI (including research on drought, pests and disease resistant crops, livestock, and tree seeds), and foster transfer, adoption and use of developed technologies, products and technical services;
- (viii) Promote management of cross-border natural resource management to minimize bush fires from Malawi.

#### **6.2.4 Recommendation on Gender Issues**

The District Council, Producer organizations, Business Councils, and Development partners should continue to empower women businesses and entrepreneurial entities by increasing opportunities for entrepreneurship training to build agro-entrepreneurial ability and by availing access to technical services for production of rice, horticultural products, cassava, potatoes, and pulses; and extension and training services for up-scaling enterprises for milk production, chicken and goats.

#### **Key actions**

##### *Specific actions*

- (i) Conduct a health check on horticultural and seed oil production and develop tools and train women and groups to be responsive to market and consumer needs, in particular quality and safety issues;
- (ii) Strengthen the capacity of individual women and women producer groups to increase volume of milk collected and quality control and improving milk handling and transportation, and trade;
- (iii) Promote opportunities and support access to low-cost technologies and practices to change human and social assets among women to uplift them in terms of knowledge, life and productive skills, self-confidence, and drudgery

work burden alleviation, in particular in the collection of water, energy sources, farm production, and crop post-harvest management;

- (iv) Build the capacity of women groups in business management, entrepreneurship and organizational development, and product quality and safety management;
- (v) Empower women in effective methods of mainstreaming environmental considerations in development processes in the society on various fronts up to grass root level.

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

#### **Agriculture (crops)**

- (i) The District Council and development partners should encourage and facilitate the private sector to access affordable credit/financial services to invest in technological solutions and facilities and for constructing and maintenance of affordable processing/value addition and storage facilities at Ward and village levels of maize, rice, pulses, coffee, pyrethrum, and oil seeds to reduce damage caused by pests and disease both during pre- and post-harvest, and during bumper harvests such as in the season 2013/2014.
- (ii) The private sector should be incentivized by the District Council (stable policies, favorable and consistent legal and regulatory frameworks, fair taxation/cess, tax breaks) to transport and create channels for trading the agricultural produce out of Ileje by ensuring that the roads are paved and passable throughout the year, and by reducing the bureaucracy and regulations in the movement of agricultural produce out of the District to nearby high demand markets in Zambia, Malawi, and DRC Congo;
- (iii) The District council and development partners should develop a horticulture produce value chain of fruits such as avocado, passion, mango, guava, and vegetables
- (iv) The District Council and Irrigation Commission should support irrigation development for production of rice and horticultural produce (expanding the area under irrigation and promoting water use efficiency) and sustainable water resources and land management through public-private partnerships.

- (v) Train farmers in sustainable agricultural production on hill and mountain slopes.

### **Livestock**

- (i) Promote private-public investments in the goats, chicken, and cattle production, germplasm breeding, bulking development, including establishing slaughtering/processing facilities and post-slaughter activities such as meat storage and transportation facilities to Tunduma, Mbeya, Malawi, and Zambia. Other potential areas for investment include animal feeds, medicine and vaccines, and quality and safety issues of products (i.e. dips, veterinary centres, crushes, hide and skin sheds, livestock market/auctions, and water dams).

### **Forestry**

- (i) Promote planting of fast growing trees to boost reforestation. The District Council, Central Government, Private individuals, Groups and Associations, and Non-state actors should develop schemes to promote fast growing public and private woodlands to support local bio-diversity and contribute to meeting the basic needs of local communities in the form of firewood, charcoal, timber and other forest products. The major factor that should be addressed early on are: establishing village land use plans; the cost of seeds for fast growing trees (e.g. modern improved eucalyptus seeds cost TShs. 14 million/kg; and the skills and cost of maintenance of seedlings, transportation, and on-plantation maintenance;
- (ii) Strengthen the capacity to oversee protection of forests reserves including forest boundary consolidation; eviction from forest reserves; expansion of new plantations; continually improving harvesting guidelines; promoting and signing Joint Forest Management Agreements and Community Based Forest Management with more villages; closely following up the monitoring, licensing, registration and transportation of the wood materials; and monitoring and managing forests and forest related activities (currently there are many forest exploitation licenses being given from various Central Government and District Council sources); and
- (iii) The District Council and the private sector should promote and invest in the conservation and preservation and commercial development of bee products. This includes development of land use plan plus a forest plan (TShs 30-40 million/village); availing technical skills and affordable commercial beehives

(currently at TShs 70,000-90,000/unit); and enabling access to packaging and information on markets.

## 6.2.6 Other Recommendations

- (i) The Ileje District Council should form public-private partnership arrangements/joint ventures with entrepreneurs to establish companies, raise capital and establish businesses such as large scale industrial farming and livestock keeping; processing of agricultural, forestry, and livestock products; communication and logistics; tourism; traditional and renewable power generation (Ileje is mountainous- good for mini hydro and wind energy); infrastructure development (rice schemes, water dams, roads, human settlements, sanitation, etc. ); forest development and sustainable exploitation and trade of forest products; water supply; and companies for minerals exploration and exploitation for high precious metals and non-metals such as gold and platinum, uranium, and coltan. This will enhance the District Council's revenue, generate jobs, wealth creation, and quickly raise the GDP per capita of citizens.
- (ii) The District Council should negotiate with the Central Government to ensure it gets the requisite revenue from the Kiwila Coal mine.
- (iii) The District council should form a joint venture with Private Companies, National Housing Corporation and other pension funds such as Public Service Pensions Fund (PSPF), Local Authorities Pension Fund (LAPF), National Social Security Fund, PPF, developers, etc. to develop the office infrastructure, business districts, and human settlements/ housing estates for staff and other citizens.
- (iv) The District Council, Ministry Health and Social Services and TACAIDS should provide information to households and health care providers on a continuous basis on the sources/causes, prevention practices, management of risks (e.g. addressing the intersections between gender-based violence or coercive behavior and spread of viral related diseases, i.e. sexually transmitted infections, HIV seropositivity, etc.), testing options, treatment, and options for reducing/stemming the spread of communicable diseases, specifically hepatitis B and C, HIV/AIDS, and Ebola. This may include indentifying indigenous practices attitudes and behaviors that may reinforce HIV prevention and treatment (e.g. *kupanga* practice in Nyasa District). Recognizing and ensuring that the spread of these important diseases are addressed, could make the difference between the long-term success, failure, and sustainability of Poverty-Environment efforts in the District.



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