

# **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 Nyasa District**

**Submitted by:**



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

**December 2014**

---

# TABLE OF CONTENTS

---

TABLE OF CONTENTS.....	I
LIST OF TABLES .....	III
LIST OF FIGURES.....	III
LIST OF ABBREVIATIONS.....	IV
<b>1.0 INTRODUCTION .....</b>	<b>1</b>
1.1 BACKGROUND .....	1
1.2 OBJECTIVES OF THE STUDY.....	2
1.2.1 Overall Objective .....	2
1.2.2 Specific Objectives.....	2
1.3 STRUCTURE OF THE REPORT.....	3
<b>2.0 APPROACH AND METHODOLOGY.....</b>	<b>4</b>
2.1 THE STUDY AREA.....	4
2.2 THE APPROACH.....	4
2.3 TYPE OF DATA AND DATA SOURCES.....	4
2.3.1 Types of Data .....	4
2.3.2 Data Sources.....	5
2.4 SAMPLING, DATA COLLECTION TECHNIQUES AND ANALYSIS .....	5
2.4.1 Sampling, Sample size and Data Collection.....	6
2.4.2 Data Processing and Analysis.....	6
<b>3.0 THE STUDY FINDINGS.....</b>	<b>7</b>
3.1 INTRODUCTION .....	7
3.2 OVERVIEW OF THE NYASA DISTRICT.....	7
3.2.1 Location and Topography.....	7
3.2.2 Climate and Political Administration .....	7
3.2.3 Socio-economic Conditions .....	9
3.2.4 Energy Sources and Homestead Conditions.....	9
3.2.5 Transport, Communication and Poverty .....	10
3.2.6 Gender Issues.....	10
3.2.7 Climate Change Issues .....	11
3.2.8 Institutional and Legal Framework.....	12
<b>4.0 DISCUSSION OF STUDY FINDINGS.....</b>	<b>14</b>
4.1 INSTITUTIONAL AND LEGAL CONTEXT.....	15
4.1.1 The Institutional Issues.....	15
4.1.2 Legal Issues .....	16

4.1.3	<i>Coordination Mechanisms in Implementing P-E and Gender Objectives</i> .....	17
4.2	BUDGETING ISSUES .....	18
4.2.1	<i>Budget Mobilization, Allocation, Flows, and Utilization</i> .....	18
4.2.2	<i>Budgetary Bottlenecks and Associated Challenges</i> .....	19
4.2.2	<i>Gender Responsiveness</i> .....	21
4.2.3	<i>Capacity to Review, Prepare DDPS and Mainstreaming P-E</i> .....	21
4.3	ASSESSMENT OF THE PLANNING TOOLS: DDP GUIDELINES, BUDGET/MTEF GUIDELINES.....	22
4.4	ASSESSMENT OF THE COMPLIANCE OF DISTRICT TO THE NATIONAL FRAMEWORKS FOR P-E-OBJECTIVES .....	22
4.5	THE MAIN BOTTLENECKS IN IMPLEMENTING P-E-G OBJECTIVES .....	23
4.5.1	<i>Institutional, Legal, Human Resources and Budgetary Bottlenecks</i> .....	23
4.5.2	<i>Environmental and Natural Resources Management Bottlenecks</i> .....	25
4.5.3	<i>Crop Sector Issues</i> .....	25
4.5.4	<i>Livestock Sector Issues</i> .....	26
4.5.5	<i>Gender</i> .....	26
4.5.6	<i>Other Bottlenecks</i> .....	26
<b>5.0</b>	<b>COORDINATION IN THE IMPLEMENTATION OF P-E AND GENDER OBJECTIVES</b> .....	<b>28</b>
5.1	INTRODUCTION .....	28
5.2	CHALLENGES .....	29
<b>6.0</b>	<b>CONCLUSIONS AND RECOMMENDATIONS</b> .....	<b>32</b>
6.1	CONCLUSION .....	32
6.2	RECOMMENDATIONS .....	34
6.2.1	<i>Recommendation on Institutional, Legal and Budgetary Issues</i> .....	34
6.2.2	<i>Coordination</i> .....	<b>Error! Bookmark not defined.</b>
6.2.3	<i>Recommendation on Environment and Climate Change</i> .....	42
6.2.4	<i>Recommendation on Gender Issues</i> .....	43
6.2.5	<i>General Recommendations on Fisheries, Agriculture, Livestock, and Forestry</i> .....	45
	<b>REFERENCES</b> .....	<b>48</b>

## **LIST OF TABLES**

---

Table 1:	Budget allocated and amount released for environment, gender and climate change-Nyasa District Council.....	20
Table 2:	Approved and disbursed fund for Gender related activities in Nyasa District.....	21

## **LIST OF FIGURES**

---

Figure 1.:	A Map of Nyasa District (Source TASAF Maps) .....	8
------------	---	---

## LIST OF ABBREVIATIONS

---

AFSP	Accelerated Food Security Project
AGRA	Alliance for a Green Revolution in Africa
ASDP	Agricultural Sector Development Programme
ASDS	Agricultural Sector Development Strategy
ASLMs	Agricultural Sector Lead Ministries
CBO	Community Based Organization
COMESA	Common Market for Eastern and Southern Africa
DADP	District Agricultural Development Plan
DPG	Development Partners Group
FAO	Food and Agriculture Organization
FDI	Foreign Direct Investment
FY	Fiscal Year
GDP	Gross Domestic Product
GoT	Government of Tanzania
IIDS	Integrated Industrial Development Strategy
LGA	Local Government Area
M&E	Monitoring and Evaluation
MAFC	Ministry of Agriculture, Food Security and Cooperatives
MDAs	Ministries, Departments and Agencies
MDGs	Millennium Development Goals
MITM	Ministry of Industry, Trade and Marketing
MIVARF	Marketing, Infrastructure, Value Addition and Rural Finance Programme
MLFD	Ministry of Livestock and Fisheries Development
MLHHSD	Ministry of Lands, Housing and Human Settlement Development
MOW	Ministry of Water
MTEF	Medium Term Expenditure Framework
NAIP	National Agricultural Investment Plan
NARTs	National Agriculture-Related Research and Training Institutes
ND	Nyasa District
N-DC	Nyasa District Council
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)
O&OD	Opportunities and Obstacles for Development
PADEP	Participatory Agricultural Empowerment Project
PASDEP	Plan for Accelerated and Sustained Development to End Poverty
P-E	Poverty and Environment (initiatives/interventions)

P-E-G	Poverty – Environment - _Gender
PEI	Poverty-Environment Initiative (funded by UNDP and UNEP))
POPC	President’s Office Planning Commission
PPP	Public-Private Partnership
PMO-RALG	Prime Minister’s Office – Regional Administration and Local Government
RDS	Rural Development Strategy
RECs	Regional Economic Communities
TAFSIP	Tanzania Agricultural and Food Security Investment Plan
TAMISEMI	Tawala za Mikoa na Serikali za Mitaa (PMO-RALG)
TANESCO	Tanzania Electric Supply Company Limited
UNDP	United Nations Development Program
URT	United Republic of Tanzania

# 1.0 INTRODUCTION

---

## 1.1 Background

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

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

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

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

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

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

## **1.2 Objectives of the Study**

### **1.2.1 Overall Objective**

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

### **1.2.2 Specific Objectives**

The specific objectives are:

- (a) To assess institutional, organizational and legal capacities as well as coordination mechanisms to help implement P-E and gender objectives that are mainstreamed into Nyasa District's DDPs.



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

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

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

After section one above, the current report is structured as follows:

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 Nyasa District. Chapter four discusses the study findings including the institutional and legal context, budgeting bottlenecks and challenges, capacity issues (human resources, skill requirements, and financial resources, assessment of the Nyasa District Council planning tools, and assessment of the compliance of Districts to the National frameworks for P-E and gender objectives. Chapter five presents coordination, strengths and gaps on implementation of P-E and gender objectives. Chapter six presents the conclusions and recommendations.

## **2.0 APPROACH AND METHODOLOGY**

---

### **2.1 The Study Area**

This survey for this Study was conducted in Nyasa District (Ruvuma 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 Nyasa 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 Nyasa 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 THE STUDY FINDINGS**

---

### **3.1 Introduction**

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

### **3.2 Overview of the Nyasa District**

This section presents an overview of the Nyasa district.

#### **3.2.1 Location and Topography**

Nyasa district (ND) lies between latitudes 1°00'15" N and 1° 10'34" S and longitudes 3°40'24"W and 3°50'28"E. The district covers a total of 3,811 square km. It is one of the remotest districts in Tanzania and borders Mozambique to the South and Malawi to the West (separated by Lake Nyasa). Lake Nyasa covers 30,800 square km of which 5,760 square km or 18.7 percent is part of Tanzanian territory. Within Tanzania, the ND district borders Ludewa District to the North and Mbinga and Songea Districts to the East.

In terms of topography, the Livingstone mountain range forms the main divide leading to narrow stretches of lowland to Lake Nyasa. Mpepo division occupies the mountain range, jutting out from the mainly lowland area. The range is source to rivers which empties water into Lake Nyasa, apparently the only source of the lake water throughout Nyasa District. Perennial rivers in the district include Ruhuhu, Lukali, Liweta, Ngano, Lumumba, Mnywamaji, Ndumbi, Yola, Nkalachi, Yungu, Mbuchi, Mbawa, Lwika, Luhekei and Chiwindi.

#### **3.2.2 Climate and Political Administration**

Rainfall pattern is uni-modal, lasting from December to April. The climatic condition is warm throughout the year, with Mpepo division experiencing relatively cold conditions.

Nyasa District was established on 8<sup>th</sup> March 2013 through Government Gazette No. 87 (in effect on 09.05.2012), having been demarcated from Mbinga District. The District headquarters is Kilosa and construction work has commenced. Residents of Nyasa District view being split from relatively wealthy Mbinga as an opportunity and not a pointer to harder times to come. Administratively, the district is composed of 354 hamlets; 73 villages, 15 wards, and 3 divisions. According to the 2012 Population and Housing Census, Nyasa District has 146,160 inhabitants of whom 71,392 (48.8 percent) are male and 77,442 (51.2 percent) are female.

The wards vary considerably in terms of size and population characteristics. The largest population size is found at Tingi Ward which has 23,028 inhabitants while the lowest is in Ngumbo Ward with 3,933 inhabitants. These diversities have implications in terms of targeting and delivery of interventions. For example, if the intention is to lift as many people as possible out of poverty, with the assumption of poverty levels being the same across wards, then Tingi Ward should be targeted.

On the other hand, if the intention is economic empowerment of women, relative to men, then Mbamba Bay Ward should be targeted. In terms of sheer numbers, then Tingi ward with a population of 11,317 females should be targeted.

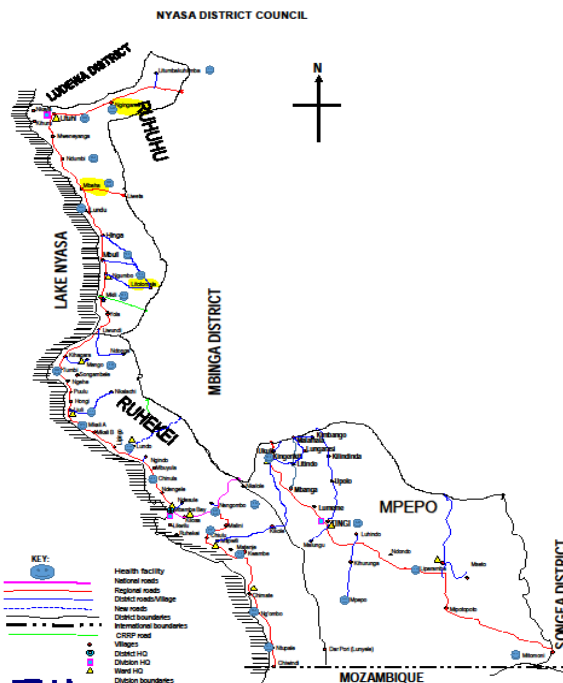


Figure 1. A Map of Nyasa District (Source TASAF Maps)

### 3.2.3 Socio-economic Conditions

The livelihoods of the majority of Nyasa inhabitants depend overwhelmingly on the resources of Lake Nyasa, especially through fishing although the main fishing vessel in use in the lake is traditional wood canoe, which limits deep lake fishing and thus lowering productivity of fishing efforts. Nyasa district is endowed with 297,900 ha of Lake Nyasa waters with about 165,000 tonnes of fish of over 500 different fish species. These include *copadichromis spp (ntaka/mbalule)*; *diplotaxodon spp (vituwii)*; *ramphochromis spp (hangu)*, *bathyclarias (kambale)* *synodontis njassae (ngolokolo)*, *engraulicypris sardella (usipa/dagaa)*, *opsaridium-microlepis (mbasa)*, *labeo (ningu)*, *bagrus (mbufu)*.

The other main economic activity in Nyasa District is crop cultivation, mainly cassava, maize in the northern zone and paddy in the southern zone. Other food crops being cultivated include millet, sweet potatoes and wheat. The main cash crops in Nyasa district are coffee and cashew nuts. The average farm size per peasant household ranges from half to 2 acres.

Livestock keeping in Nyasa is not a pre-dominant preoccupation. It involves pigs, free-range chicken, and cattle to a small scale (Nzuki M., 2014). On the whole livestock keeping activity is mainly undertaken on a relatively small scale; the main focus is on fishing.

Nyasa is one of the poorest districts in Tanzania. According to 2012 estimates, the per capita income was Tanzanian Shillings 660,000 per year, below the national average of TShs 995,931 (about US\$ 628.9) per year. By 2013 per capita income estimates, about 41.4 percent of Nyasa District inhabitants have incomes below the national average.

### 3.2.4 Energy Sources and Homestead Conditions

The district is not yet connected to the national power grid. This is expected to be finalized in November 2014. There are a few small petrol and diesel powered generators in Mbamba Bay, mainly owned by individuals. The main energy sources are biomass, charcoal, kerosene, batteries, and photovoltaic solar panels. The population mainly depend upon biomass – firewood, charcoal and crop residues to meet their basic daily needs for cooking and heating water. Wood is also used as fuel for activities like brick and brew making and other processing activities such as drying of fish.

The ND houses are built mostly from wooden poles/mud walls, earth floor matted with scalable special grass, and roofed with corrugated iron sheets. Upscale houses are built from biomass-fired bricks, with cement floors, and roofed with corrugated iron sheets. There are very few patches of houses built/roofed with grass. The majority of residents in Nyasa District have 2 to 3 meals a day.

### **3.2.5 Transport, Communication and Poverty**

The main modes of transport for residents of Nyasa district are road and marine. There are also two aerodromes, one at Kilosa and the other at Liuli, but both are dormant. The road network is made up of 1,025 km of which only 628 km (or 61.3 percent) is passable throughout the year. Currently, the highway road from Mbinga to Mbamba Bay is under construction and will be tarmac to the same standard as the Songea town-Mbinga road. Fuelling of both government and private transport vehicles relies on informal sellers using petrol or diesel bottles and gallons as there is not a single petrol station in the District. Marine transport is serviced by canoes and small boats which are not seaworthy for ferrying passengers. The service of the available two marine vessels is erratic and their capacity low.

Nyasa District (ND) is being served by most of the major telecommunication networks in the country, although communities face challenges in recharging their phones due to the absence of electricity. It is estimated that 60% of people have mobile phones and they are used mainly for communication and business facilitation.

Fisheries is the most important activity in the Nyasa district. It is perhaps instructive that the importance of Lake Nyasa (and its fish resources) to the lives of the people in these areas is so high, that even houses are built with their front doors facing the lake. But now with dwindling fish stocks, the level of poverty is rising fast. Poverty in Nyasa district is mainly due to inability to cope with environmental and social economic changes and failure to come up with alternative means of livelihood as the majority of people in Nyasa were over reliant on Lake Nyasa for fishery. Fishing was a quick win economic activity and with immediate returns; but now the fish stocks are decreasing at a very fast rate due to changes in the Lake Ecosystem and degradation of hatching habitats. This has led the fish to migrate further in the lake. In addition, the poorly developed infrastructure in Nyasa district, e.g. roads and markets, is a contributing factor as well.

### **3.2.6 Gender Issues**

The gender roles in Nyasa District households and communities are divided along traditional cultural values; with women involved in all household chores, including looking after the family welfare, involving *inter alia* upbringing of children, fetching



water, collecting fuel wood, preparation of local brew, and preparing food. Women are, as in all parts of the country, heavily relied upon also in the production sectors of the district. It is estimated that over 60% of women are engaged in agriculture, which is the main economic activity in Nyasa District. In fact, it is only now that men have begun to be involved in agriculture production<sup>1</sup> following the collapse of shallow water fishing and introduction of the National Agricultural Input Voucher System (NAIVS) program. To a large extent, the most of the small-scale entrepreneurs found in Mbamba Bay town are women and this has led most of them to own quality houses in the township. These women entrepreneurs have also started availing small loans to people, including men, to start small and medium size enterprises in Mbamba Bay.

The interviewed women groups were of the view that to accelerate the progress of women, there is need to empower them through education and training in entrepreneurship, formulation of group and association, business orientation and training, enterprise development, and processing, packaging and marketing, and availing low cost start-up capital.

In Nyasa district there are no serious gender challenges. In the case of gender concerns, spousal violence, the Ruvuma region, where Nyasa District belongs, has the prevalence of Gender Based Violence (GBV) of about 36% (this is mainly among Wangoni and Wamatengo tribes) and female genital mutilation (FGM) rate is 0 %. These values are below national levels which are 38% and 31.7%, respectively for GBV and FGM (THDS 2010; 28 TOOMANY, Country Profile: FGM in Tanzania, December 2013).

### **3.2.7 Climate Change Issues**

The interviews reported that in the last three to four decades there were no serious events that could be attributed to climate change. The key climate change effects that may impact the District include:

- i. Rainfall variability and drought may cause abiotic and biotic stresses that may adversely affect crop productivity and production levels, and food and feed insecurity for people, livestock, and wildlife;
- ii. Increased soil erosion in farms along the slopes of mountains;
- iii. Decline in immunity of livestock and increased contraction of diseases;

---

<sup>1</sup> Unless otherwise stated, in this document, agriculture includes crop products, and other agricultural services.

- iv. Decline in quantities and diversity of certain fish species;
- v. Destruction of roads (although all are unpaved) and human settlements located on hill and mountain slopes due to the lack of rain water drainage systems, and
- vi. Destruction of irrigation schemes by flash floods (most of the irrigation schemes are located down the hills and Livingstone mountain range), property, and human settlement and infrastructure, e.g. such as roads and bridges by floods.

### **3.2.8 Institutional and Legal Framework**

#### **(a) Nyasa District Local Government Position and Structure**

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

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

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

Nyasa District Council is divided into divisions, which are then further sub-divided into Wards, Villages council authorities, and Vitongoji (the smallest government administrative unit). The District Council has autonomy in its geographic area. Nyasa District Council coordinates the activities of the township authorities and village councils, which are accountable to the district for all revenues received for day-to-day administration. The village and township councils have the responsibility for formulating plans for their areas.

In Nyasa District council there are a number of democratic bodies to debate local development needs. The leadership in the Ward, Village, and Vitongoji is composed

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

**(c) Local Government Leadership**

***(I) Elections in Nyasa District Local Government***

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

***(ii) Staff in Local Government***

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

The current legislation assigns the following basic functions to the DED and Heads of Council: (i) maintenance of law, order and good governance; (ii) Promotion of economic and social welfare of the people within its area of jurisdiction; and (iii) ensuring effective and equitable delivery of qualitative and quantitative services to the people; and others including sale of assets and recovery of public funds. Heads of departments are appointed by the Minister responsible for Regional Administration and Local Government (in PMO), after due recruitment process. The responsibility to recruit and dismiss senior officers is devolved to the Nyasa District Council.

**(d) Public Service Delivery**

For all matters falling in its area of jurisdiction, in addition to the basic functions cited in the preceding paragraph, the Council is also charged with seven other functions and duties, as follows: (i)- Formulation, coordination and supervision of the implementation of all plans for economic, industrial and social development; (ii) Monitoring and controlling the performance of duties and functions of the Council and its staff; (iii) Ensuring the collection and proper utilization of the revenues of the Council; (iv) Making relevant by-laws , and considering and approving by-laws made by Village Councils ; (v) Ensuring, regulating and coordinating development plans, projects and programmes of villages and township authorities; (vi) Regulating and monitoring the collection and utilization of revenue of village councils and township authorities; and (vii) Subject to the laws in force, doing all such acts and things as may be proposed and done by the people in a democratic government.

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

#### **(e) Revenue**

A large proportion of Nyasa District Council funds comes from Central government allocations (through TAMISEMI – PMO-RALG), which amounts to more than 90 % of the Council approved budget. The Council also raises revenue locally within the territory of its jurisdiction. The main sources of local income are fisheries products, coffee produce, livestock products, forestry products, valuation, scaffolding; licences including road, liquor; property taxes and rents; charges including for refuse collection, cess, hire of vehicles. The Council own-revenue base is very narrow and some of the revenue from forestry, land, and fisheries is disbursed to the Central Government. For instance, 70% of land rents and 95% of the forestry revenue are submitted to the Central Government<sup>4.0 Study Findings</sup>

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

## **4.0 DISCUSSION OF STUDY FINDINGS**

---

## **4.1 Institutional and Legal Context**

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

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

### **4.1.1 The Institutional Issues**

The Nyasa District local authorities have responsibility for the provision of public services and other development services of national importance such as education, health, water, roads, agriculture, livestock, environmental management, fisheries and infrastructure services and are the legal owners of these assets. However, there are some services that are not directly under the district' responsibility such as water and national roads services. The Ministry of Water owns and operates water intakes, treatment and distribution facilities. TANROADS develops and maintains the national road system. The supply and distribution of electricity in Tanzania is the responsibility of the Tanzania Electric Supply Company (TANESCO). During the survey it was found that there are land ownership issues between Nyasa District and TANESCO on where it should set up its infrastructure; the N-DC claiming that land belongs to the district. Other civil works are 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 Nyasa District Council's staff reported that the institutional framework is reasonably supportive and enables implementation of P-E-G objectives at district level including wards and village level. Nonetheless, it was revealed that the N-DC 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 N-DC Council would also like the central government to supply adequate and timely financial resources. The said that the late and unstable disbursements are hindering the effective implementation of certain P-E-G initiatives. In addition, the N-DC staff

reported that the N-DC Council being new needs a fast recruitment of personnel to fill the existing human resource gap.

As to the role of central government vis-a- vis N-DC Council, the inter-governmental relations with central government are good. The respondents reported that since developmental issues are expected to be more complex in the future, there is a need to review the roles and functions of the Council and harmonise certain legislation of line Ministries with those of the N-DC Council by-laws. For instance, the Forest Act No. 7 of 2002, Environmental Management Act 2004 (Cap. 191), Fisheries Act No. 22 of 2003, Land Act No. 4 of 1999 and Village Land Act No. 5 of 1999 and by-laws on environment need to be harmonized. Furthermore, there is a need to redefine and make clear the role of NGOs, community based organizations (CBOs), and other non-state actors in the governance system of the N-DC Council to increase the efficiency and effectiveness of mainstreaming and implementing P-E initiatives, Climate Change (CC), and Gender issues, mobilization of resources, monitoring and evaluation, and reporting. Currently, the non-state actors (NSA) are invited to participate in the annual planning process when it is in the midstream, but some do not respond. The respondents were of the view that in some areas Government Parastatals and NSA were not responsive, because of the conservative thinking that they are independent entities outside the Council's loop. On the other hand, the non-state actors invite the N-DC Council in their planning processes, but rarely share their plans, making collaborative arrangements to be difficult and sometimes leading to duplication of efforts. Although the N-DC 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 N-DC 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 exists 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 N-DC staff revealed that the key challenges were the inadequate financial and human resources and working tools, for example, lack of appropriate and reliable software and data management facilities for management, coordination, performance review, monitoring and evaluation, quality assurance, and impact evaluation; lack of access to fast internet connection; and limited transportation facilities.

## 4.2 Budgeting Issues

### 4.2.1 Budget Mobilization, Allocation, Flows, and Utilization

The budget preparation process uses the guidelines from the Central Government (Ministry of Finance) (Nyasa 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>2</sup>). Some of the priorities however, are conceptualized and agreed at the Ward level.

Priority development projects and plans approved at the WDC are then submitted to the District Council level. These development priorities are then discussed through the respective departments at the district level and the synthesized report (*majumuisho*) is discussed and approved by the Council Management Team (CMT<sup>3</sup>). At the level of District Council the planning process goes through various stages before the approval by Full Council (*Baraza la Madiwani*). These levels include, department level where ward plans are received and analysed and synthesized into district plans. These plans are analyzed and discussed in Various Departments in the N-DC 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>4</sup> meeting is called upon by the N-DC 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

---

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

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

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



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 Nyasa 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.

#### **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 in implementation, monitoring and evaluation and reporting. The following are the challenges reported at the focus group discussions involving the heads of departments and sections in the Nyasa District Council;

- a. *Inadequate internal revenue sources.*<sup>5</sup> Being a new District, the most challenging issue as far as budgeting is concerned is to identify own revenue sources. The District's department heads emphasised the need for a Study on Revenue Sources in Nyasa Districts<sup>6</sup>.
- b. *Differences between the Draft Budget Documents and the Final Budget:* Miss-match between the Budget approved by Full Council and Regional level versus the Ceiling received from the Central Government, which is normally at the lower end. In order to accommodate the ceiling a number of identified priorities have to be dropped. To a large extent this has raised questions at lower levels on the relevance of the processes since only few (if not any) of their priorities are normally considered; but even those considered not all are fully implemented. All these demoralize the people at the grassroots especially when they have laboured to make their contributions (mostly in terms of materials and own labour)

---

<sup>5</sup> The main sources include ushuru wa samaki, coffee and selling of Tender books/documents.

<sup>6</sup> This initiative could be piggybacked to national-efforts and studies already undertaken to revamp and bolster LGA revenues, as the problem of inadequate revenues by LGAs is pervasive and nationwide

- c. *Confusion in the allocation of released budget to different departments.* This is particularly in respect to other charges (OC) within the recurrent budget, which to a large extent is shown in lump sum. It was established that the released OC budget for instance for agriculture comes with the name Agriculture and Livestock. As the two aspects are under independent departments, it is a challenge to reallocate the OC to the two. The same happens to the health department where the OC comes under the name Health and Social Welfare.
- d. *Delay in releasing the budget ceiling.* Following the changes in the budget cycle, the cycle in effect starts in July instead of September. In practice the ceiling for that fiscal year usually is relayed to the district in October and sometimes in January. This forces the district budget process to continue using the previous year's ceiling as a reference, until the new ceiling arrives.
- e. *District Generated Revenues:* District own revenues 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 development projects. The challenge here is how to fill the gap, as far as internal revenue expenditure is concerned.
- f. *The gap between budget allocation and the amount of funds released for the fiscal year 2013/14.* **Table-1** shows the total budget allocated for environment, gender and climate change is Tshs 358.09 million; of which only Tshs 45.00 million (12.6 %) was released. There was a budget gap of Tshs 313.09 million which is 87.4% of the approved budget. The amount allocated for this financial year (2014/15) for gender, environment and climate change related activities has been reduced by Tshs 137.7 million, i.e. 38.5% of the previous financial year 2013/14.

**Table 1: Budget allocated and amount released for environment, gender and climate change-Nyasa District Council**

YEAR	Approved Budget (TZS)	Amount Disbursed(TZS)	Deficit	Deficit as a % of the Total
2013/14	358,093,000.00	45,000,000.00	313,093,000.00	87.4
2014/15	220,358,396.00	NA	NA	NA

Source: Nyasa District Council –Planning Department, 2014

NA- Not available

## 4.2.2 Gender Responsiveness

The development plans and budget documents have explicitly integrated gender related issues. Gender has been considered as crosscutting issue but it is mandatory for it to be mainstreamed in development plans at national, sector and lower levels (such as district). This has also been acknowledged during the interview with various stakeholders at district, ward and village levels in Nyasa District. As earlier noted, the main challenge has been on the implementation of gender related projects mainly due to insufficient funding. **Table-2** shows the approved and disbursed fund for gender related activities in the financial year 2013/14. Of the Tshs 193.09 million approved, only 23.3 % amounting to Tshs 45.00 million was released. The gap amounted to Tshs 148.09 million which is 76.7 % of the total approved budget. The important thing to note is that comparing to 2013/14, the current approved budget for gender activities has been reduced by almost five times from Tshs 193.09 million to Tshs 35.00 million. This amount is Tshs 10.0 million less than the previous year released fund for the same.

**Table 2: Approved and disbursed fund for Gender related activities in Nyasa District**

YEAR	Approved Budget (TZS)	Amount Disbursed (TZS)	Actual Expenditure (TZS)	Deficit	Deficit as a % of the Total
2013/14	193,093,000	45,000,000	45,000,000	148,093,000	76.7
2014/15	35,000,000	NA	NA	NA	NA

Source: Nyasa District Council –Planning Department, 2014

## 4.2.3 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 in the district council do not have adequate human resources. This includes among others, administrative, agricultural, forestry and environment officers. In some areas village/ward extension officer or village /ward executive officer serve more than one village/ward.

For example, in the department of Natural Resources, the Land and Bee Keeping sections for example have only one staff each.

To ensure smooth operations, the Districts officials are supposed to be equipped with working tools. It was highlighted during interviews that the Nyasa District Council is still building its technical capabilities and has insufficient working tools; these include transportation, ICT facilities, software, and physical and technical infrastructure (including office space (currently the whole administration is temporarily housed in one building belonging to the resource center).

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

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

#### **4.4 Assessment of the Compliance of District to the National Frameworks for P-E-Objectives**

The respondents in the planning department stated that the Nyasa 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 Agricultural Policy 2013, National Environment Policy 1997, Land Act No. 4 of 1999, and Village Land Act No. 5 of 1999, National Forest Policy, 1998, Environmental Management Act 2004, Forest Act No. 7 of 2002, and Fisheries Act No. 22 of 2003.

In addition the following need to be addressed:

- Instituting measures to overcome destruction of forest reserves including consolidating forest reserves boundaries, carrying out evictions, increasing areas under Participatory Forest Management (PFM), boundaries clearing

and educating public on forest and bee resources conservation; recruitment of District Forest Managers (DFM) and deploying forest managers in respective forest reserves.

- Carrying out forest resources assessment to establish data for detailed forest management plan, e.g. for Ruhekei Forest Reserve, and in villages from Litumba to Hinga Litolomelo, Mbamba Hill, and Hikuli Hill.
- Strengthening and increasing control on the issue of availing harvesting licenses in village land and forest reserves by District Forest Officers, and transit passes by the District Forest Managers (who yet to be recruited).
- Harnessing compliance by allocating adequate financial resources to Participatory Forest Management, raising the number of village land forest reserves, and for increasing communities' awareness on conservation.

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

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

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

###### **Institutional, administrative, and organizations issues**

- (i) Lack of long term Regional Development Plan and Village Land Use Plans is hindering proper planning for the future P-E-G activities in the District;
- (ii) The district being new, it is still having a low administrative and organizational capacity from District Council to the Village Councils; and
- (iii) Lack of working tools in N-DC and facilities affecting good governance and sometimes compromising accountability in service delivery.

###### **Budgetary issues**

- (i) The district being new is still facing challenges with identifying sources and collecting adequate revenue;
- (ii) Poor resource/asset base, lack of discretionary funds and poor revenue collection capacity.

- (iii) 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;
- (iv) A robust monitoring and evaluation system is yet to be setup;
- (v) Challenges in the budget cycle processes including the constraining budget ceiling that is sometimes sent late to N-DC, and sometimes unreliable and untimely disbursement of funds from the Central Government;
- (vi) The limited 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; 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) Insufficient knowledge, skills and inadequate coping mechanisms by the Councillors and some technical staff in Nyasa District Council to the ongoing fast pace of reforms and social, legal, and economic changes at national and global levels, which is causing overload, adaptation burden, and resistance to change;
- (ii) Limited human capacity to identify and effectively execute investment projects and mobilization of resources for implementation of the investment opportunities;
- (iii) The N-DC being new, there are inadequate qualified professional staff in some technical areas, such as Livestock, Crop Production, Fisheries, Environmental Management, Natural Resources Management, Research and Statistics Management, and Monitoring and Evaluation; and
- (iv) Insufficient skills to formulate and implement by-laws at Division, Ward and Village and Hamlet levels.

### **Legal issues**

- (i) Illegal harvesting of forest products and difficulties in oversight;
- (ii) Illegal fishing practices causing degradation of Lake Nyasa ecosystem; use of fishing nets with diameter below 8 mm.

#### **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, production of charcoal, fuel wood, bricks, and, expansion of agricultural activities, and establishment of human settlements. This is attributed to lack of alternative activities in the District, and declining land for agriculture among mountainous Matengo people;
- (ii) Severe land degradation linked to unsustainable farming methods, causing Livingstone range to be increasingly barren (*viraka*);
- (iii) Land cover depletion including deforestation is widespread with almost absence of reforestation activities in most areas;
- (iv) Unsustainable fishing practices degrading fish breeding habitats in the Lake Nyasa ecosystem and causing the fish to move further in the Lake and towards Malawi, where the breeding grounds are conserved;
- (v) Expansion of brick making businesses increasing land degradation and declining scenery beauty;
- (vi) Growing stress on the natural resource base and climate change related risks; and lack of viable local long term adaptation strategies; and
- (vii) Lack of rain water drainage systems, and waste water and solid waste management/treatment facilities in the fast growing Mbamba Bay town, resulting in environmental pollution and affecting the well-being of people.

#### **4.5.3 Crop Sector Issues**

- (i) Low budget allocations for the agricultural, environmental and natural resources sectors;

- (ii) Inadequate access to affordable fertilizers and other agrochemicals in the villages; and due to high increasing costs of purchasing and transportation to the village;
- (iii) Inadequate access to farm implements due to high investments or high hire costs with increasing fuel prices;
- (iv) Absence of supporting clusters in the production, processing and packaging of agricultural, and natural resources products and allied products, especially in the area of value addition;
- (v) Lack of processing facilities forcing farmers to transport the produce (e.g. rice and maize) to distant towns for processing; and
- (vi) Lack of irrigation facilities, in spite of having a lot of Lake Nyasa water.

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

- (i) Livestock pests and diseases leading to poor pig and poultry health and even death;
- (ii) Inadequate livestock health services including supply of drugs and vaccines at village level; and
- (iii) Livestock Department in N-DC is marginalized in terms of human and financial resource allocations, and working tools rendering it to be ineffective.

#### **4.5.5 Gender**

- (i) Difficulties among women in accessing information and knowledge on agriculture and livestock production and products processing and marketing, and broader socioeconomic knowledge related to issues such as emerging national and local opportunities, national policies, ways to reduce poverty, education for their children, health and sanitation, and environment and natural resources management;
- (ii) Low levels of organizational and financial management skills in women's groups; and
- (iii) Inadequate skills in management, business planning know how, and in dealing with competitive forces, e.g. from men from Mbinga District.

#### **4.5.6 Other Bottlenecks**



- (i) High dependence on biomass for energy is resulting in fast clearing of forests and vegetation for firewood and charcoal production;
- (ii) Lack of reliable sustainable water sources in some areas.

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

---

### 5.1 Introduction

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

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

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

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

## 5.2 Challenges

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

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

- a) The flow of guidelines and information is yet to be optimized. There are several lines of command and channels, which are leading to the parallel flow of guidelines, procedures, orders, and resource allocation sometimes from several Government Departments, Agencies, Parastatals, and Non-State Actors. For example, Faith Based Organizations (FBOs) and NGOs are working in the same wards and sometimes implementing similar activities.
- b) The differences in the arrangements in the institutional structure at national and district levels; although the differences are small but have impact on the flow of information, resources, orders, and level of coordination and cooperation; Un-

harmonized monitoring and evaluation systems. The N-DC respondents hope that the Big Results Now initiative will improve this area.

- c) There is a need to improve coordination of awareness creation to communities on the policy and legislation related to P-E, climate change, and gender issues. Much more efforts are needed to harmonize what is to be delivered by state and non-state actors since inadequate awareness on the policy and legal frameworks among the general public contributes to the enforcement challenges. For instance, when stakeholders receive different information from mismatched channels or certified and non-certified communication vehicles and advocacy entities on environmental and natural resources and related sectoral policy and legislation, the citizens get confused and this leads to less involvement/passivity of the community on protecting the environment and natural resources assets
- d) Difficulties in compliance to sectoral guidelines and regulations and local by-laws at the same time. The difficulty arises sometimes when certain sections in these legislation/regulations are conflicting.
- e) The interviewees also reported that vested interests among participants in a given area may sometimes affect the coordination and pace of P-E program implementation;
- f) The lack of clear strategy for improving ties, coordination/cooperation and linkages with private sector (agricultural, natural resources, industrial, trade/marketing, and financial sectors).
- g) 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
- h) The interviewees also reported that the complexities of coordination are sometimes affecting the pace of implementation of P-E-G interventions. For instance, the matters of infrastructure for the agriculture sector fall under more than four sector ministries (agriculture, livestock, fisheries, natural resources, physical and soft infrastructure, transport, trade and marketing and law). Therefore, a strong leadership, unabated commitment of the Government and Stakeholders, and timely and optimally funded coordination and execution are vital for implementation of infrastructure investments.

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

## 6.0 CONCLUSIONS AND RECOMMENDATIONS

---

### 6.1 Conclusion

The primary aim of this study was to identify the institutional, legal and financial challenges on Poverty - Environment (P-E) implementation in Nyasa District. This included examining the social economic and environmental profile of the Nyasa District; to assess the gaps in the integration and implementation of P-E, climate change and gender components in the planning and budgeting processes at all levels of government as practiced in Nyasa District; and lastly, to suggest appropriate recommendations to address all the weaknesses found pertaining to the P-E nexus.

It is pertinent in this Conclusion to recall that back in 2002, in a nation-wide and district-level study involving wide-ranging participation of district and lower-level government stakeholders called Tanzania Participatory Poverty Assessment that was executed by ESRF (TzPPA 2003 : Vulnerability and Resilience to Poverty in Tanzania), numerous inadequacies involving financial and human resources were listed. Similar inadequacies as indicated in the current document were found to be still haunting Nyasa district in varying extents.

The key ones are as follows:

The institutional processes and mechanisms for coordination of development planning and implementation were found to be supportive of the implementation of P-E-G objectives at district level, including wards and village levels. However, key challenges were observed, pertaining to inadequate financial and human resources and working facilities tools, e.g., in respect of software and data management facilities for carrying out assigned responsibilities; lack of access to fast internet connection; and limited transportation facilities.

The results showed the Nyasa District Council management and operations systems for P-E-G initiatives are consistent with National Frameworks for P-E-G objectives. Nonetheless, more work and efforts are still needed for implementation and compliance to relevant national law and policies in this regard. The latter were cited variously in different sections above, for example in section 3.1.7 pertaining to Land, Environment, Irrigation, Forestry, Water, Fisheries and Population.

Indeed as mentioned before (4.1.1), district level by -laws were found to be compatible with the National Laws and were facilitative to the implementation of P-E-G initiatives. Nonetheless, some challenges were still encountered, for instance in the following areas:

- a) Approval process; This process is too long and is not helped by inadequate financial resources put at the disposal of the ND and capacities at lower levels of local government or by the dichotomy between sectoral laws and by-laws, and as well as the lack of strong commitment by officials .
- b) Inadequate Revenue and Budget Ceiling: The budget preparations in Nyasa District Council were found to be in line with the nationwide budget guidelines and were within the agreed budget circle. The budget also was found to be supportive to the implementation of P-E-G initiatives. As per the budget guidelines, the budget processes are initiated from the grassroots (Kitongoji) level through the O and OD (Opportunities and Obstacles to Development<sup>7</sup>) process and submitted upward to the Ward, District, Regional and National Level authorities. The major challenges reported by various stakeholders in the Nyasa District include; i) inadequate internal revenue sources which account for less than 10% of the total budget; ii) internal revenues used in the past to cover mostly recurrent expenditures, with little or nothing left for development programmes; and 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 (if any) of their priorities survive to be reflected in the final district budget, a matter that is demoralizing the stakeholders, as it weakens their commitment to the village plan activities and dampens their expectations. As for the use of internal revenue sources, mostly for recurrent expenditures, recently, the District Council was instructed by the Parliamentary Committee that with effect from the current budget (2014/15) this practice has to be discouraged. Districts have been ordered to earmark at least 60% of the internal revenue to cover the costs of their development projects. The challenge.
- c) Here is how to fill the resource gap in the district budget that will arise due to insufficiency of internally generated resources of the district.

---

<sup>7</sup> O&OD is a nation-wide approach to ensure full involvement of grassroot people in the identification and prioritization of projects to be included in the village plans that therefore reflects their actual needs; Its detail procedure is shown in Section 4.2.1

## 6.2 Recommendations

This section sheds some light on possible solutions and provides policy recommendations for effectively addressing institutional, legal and financial challenges and gaps in climate change resilience and gender mainstreaming in poverty - Environment (P-E) implementation in the Nyasa District Council (N-DC).

### 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>8</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>9</sup>

---

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

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



- ii. The District Council should formulate a long-term vision and develop a strategic plan that will give direction and drive P-E interventions, and social economic development and growth in the District. This includes identification of District's current status and needs, forward thinking on the District's future and how it should head there, and devising strategies and activities for addressing challenges, priorities, barriers, risks, and resources requirements for disseminating, budgeting and mainstreaming realistic activities in the action plan/ MTEF, implementing, and monitoring and evaluating progress of the strategic plan.
- iii. Enhance the capacity among the Bunda, Ikungi, Ileje, Nyasa, Sengerema, Nyasa and Bukoba Rural District Councils to keep talking among themselves, and PEI stakeholders to communicate, network and exchange ideas. This can be done, for example, by establishing an accessible ICT-based platform that would enable the above six District Councils to generate, share, and exchange data, information (in Kiswahili), knowledge, innovative ideas, and valuable approaches arising from Poverty-Environment initiatives. Such an initiative would enable the formation of long-lasting linkages and alliances at community, individual and government-private/entrepreneurial sector levels. In addition, robust linkage mechanisms may: drive innovations; enhance collaborative design and implementation of projects; and enhance resources and know how transfer and uptake of technologies and best practices for productive processes. Subsequently, this may increase inter-district human, commercial and trade relations, and contribute to social economic change at household, community, and District levels. This intervention is proposed because in this study it was found that there was limited communication and linkages not only between Districts but even between wards, even within a radius of three hundred kilometers.
- iv. The District Council should increase efforts in engaging the Diaspora so that it can invest in enhancements that can contribute to P-E initiatives and ensure sustainability after the end of the PEI project. The District council management team and the business community should document, compile, and distribute the District's potentials, opportunities, social economic profile, and investment profile. In addition, the District council should encourage the Diaspora to invest in long-term, high impact activities such as capital/financing, natural resources-based enterprise development and growth (e.g. quality edible oils and related products, oleochemicals, biodiesel production and blending, post harvest management facilities), secondary value addition (e.g. milling, processing, packaging, by-products and waste

---

;

streams/residues recycling and re-use), human settlements development, manufacturing, social services (e.g. to education, health and water infrastructure), and physical infrastructural facilities (sanitation facilities, roads, railways, energy, air and water transport). Other potential investment areas in the District include: i) business advisory services and tertiary training; ii) development of value and supply chains; and iii) delivery/deployment of customized technologies, machines, equipment, and other labour-saving implements (e.g. efficient biomass conversion, development of forest products based industries, apiary and inland aquaculture industries, alternative power generation, water extraction and distributions for household use and for irrigation in precision agriculture, etc).

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

technical infrastructure and energy projects such as mini grids, wind and solar power development and utilization; iii) access, acquisition and use of proprietary technologies for education, health, agriculture, livestock, fisheries, natural resources (e.g. investment in tourism, reforestation and plantations for timber and charcoal production), and manufacturing sectors' development; iii) mobilization, allocation, and modern management of financial resources; iv) translation of national and international policies, strategies and initiatives into District realities; v) legal advice and negotiations, and vi) development of value and supply chains for products and services generated in the District.

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

sources. Furthermore, the IMS may assist planning, implementation, monitoring, and assessment of the PEG-CC, education, and health agenda.

- xii. The District Council in collaboration with the Prime Minister's Office – Regional Administration and Local Government (PMO-RALG), Tanzania Investment Center, Export Processing Zones Authority (EPZA), Ministry of Industries Trade and Marketing, and agriculture lead ministries to develop and promote a District investment profile and allocate land for the development of crop and livestock products value chains, and establishment of an industrial park and human settlements. In addition, the District Council should strategize on how to provide basic infrastructure such as, water, electricity, ICT, sewerage facilities, roads, and waste management recycling and disposal facilities.
- xiii. Promote Public-Private Partnership (PPP) for covering immediate and medium term gaps in the district budget, while waiting the flow of funds from the Central Government. This can be achieved through establishing joint investments (e.g. in medium to large scale agriculture, livestock, and forestry projects, value adding/processing industries, human settlements, and physical infrastructure projects. Another way is to organize frequent PPP and investment promotion forums at different levels – District, Ward, Divisional and Village levels or to visit and make the case among regional and prospective international investors.

### ***Legal issues***

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

### **Key actions**

#### ***General actions***

- i. Form a task force (with members from various stakeholders) with terms of reference to identify gaps in the current legislation, and regulations of Local Government acts and Regional Administration Act in relation to the need for the improved revenue administration and regulation, PPP policy requirements, and other requirements from the communities, private sector and civil society. The Task Force will have to propose an action plan on dealing with these issues, i.e. what is the issue, what needs to be done, responsible ministry/institutions, long term or short term period, and recommendation for funding, etc.

- ii. Review the Government (Urban Authorities) Act 1982; Local Government Finance Act 1982; Urban Authorities (Rating) Act 1983; Regional Administration Act 1997; Local Government Laws (Miscellaneous Amendments) Act 1999, Environmental Management Act, 2004, Forest Act (2002), and Procurement Act, 2004, to: align them with current free market realities and business environment; to increase the autonomy of the Council in the revenue collection, mobilization, allocation and use of internal sources; to facilitate increased PPP collaboration for generation of new and additional finance and investments in innovative, high impact PEG-CC and other development initiatives and projects; recruit and retain skilled, experienced, knowledgeable, professional technical cadre; and to remove conflicts between old sectoral laws and by-laws.
- iii. Revise the constitution and electoral legislation to raise the level of education of District Councillors to a minimum of High School to enable the Councillors to cope with the pace of fast changing and complexities of modern governance, business management, short life cycle technological solutions, and modern market based regulatory instruments and processes. This, together with continuous training will enhance the foresighting capabilities; enable them to recognize and take advantage of emerging opportunities, and effectively to address PEG-CC challenges. Putting in place and raising the education requirement to current realities will also enable the elected councillors to create a more transparent and enabling environment for the implementation of PEG-CC activities.
- iv. The Central Government in collaboration with Council to strengthen governance in land distribution particularly the Ward Land Tribunals (WLTs) to avoid land disputes and increase public awareness on land laws. Currently most of the WLTs (Land disputes Courts Act of 2002) lack training related to land dispute management.
- v. Develop and deliver training modules to the Council staff and Chairpersons, executive secretaries of wards and villages, on formulating and affective implementation of by-laws and regulations and sectoral legislation related to PEG-CC issues.

### ***Budgetary issues***

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

### ***Key actions***

### *General actions*

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

### *Specific actions*

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

- vii. The District Council in collaboration with development partners to identify and address reasons for reluctance of financial services and banks to lend for Ward and Village level PEG-CC, agricultural, livestock, and forestry development investments in a given District; and
- viii. Facilitate entrepreneurs' and women groups' access to savings and credit facilities (Savings and Credit Cooperatives Societies- SACCOS, Rotating Savings and Credit Associations- ROSCAS, and VICOBA). To begin with, undertake advocacy on saving and lending options, and train women's producer associations, cooperatives and groups to enhance their administration capacity, organizational and financial management skills, options for reducing cost of delivering financial services and recovery of bad debts, diversification of loan portfolios, risk management, telephone banking, etc., and support capacity-building in the creation and formalization of related financial self-help networks at the village, ward and District levels.

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

### **6.2.2 Coordination**

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

### **Key actions**

#### *General actions*

- i. The Central Government and District Council should clearly articulate the roles and responsibilities of different ministries, public institutions and agencies, and private institutions, with a mandate on PEG issues;
- ii. PMO-RALG is mandated over Local Government Authorities and therefore better placed to coordinate stakeholder efforts geared to address the PEG-CC challenges. To address coordination challenges, it might be necessary to establish a *National Coordinating Committee* to oversee the implementation of PEG-CC and other development issues at local level. The coordinating committee will have scheduled meeting sessions and forums for collaborative planning, coordinating finance mobilization and allocation, follow up, monitoring and evaluation, readjustment, reporting, and implementation of the deliberations to be developed during the stakeholders meetings. This will enable better cooperation between the District Council, PEG-CC stakeholder, and funders and will minimize overlaps and unnecessary competition for

resources and attribution. The coordinating committee may propose studies to reengineer the LGA system, to draw lessons on local government reforms from other countries, and devise and plans on reinforcing performance at LGA level;

- iii. Ensure that the institutions and organizations supporting national level PEG-CC policies and strategies get a coordinated direction from an established coordinating entity in the PMO RALG. In addition, this entity should work in close collaboration/communication with the other stakeholders for multi-sectoral involvement using collaborative joined-up approaches in implementation of the PEG-CC activities, with particular emphasis on creating conditions conducive to the participation of the private sector and non-state actors. Lastly, the coordination entity should develop and strengthen district, regional, sectoral and cross-sectoral institutional and regulatory co-ordination for harmonization of conceptualization, planning, administration/management, execution, monitoring and evaluation, and reporting of P-E interventions;
- iv. The Central Government, District Council, and PEG agents should establish a committee (e.g. The District PEG-CC Interventions Committee) at District level to oversee the funding, execution, monitoring and evaluation, and reporting processes on P-E-G, climate change, and gender mainstreaming issues conducted by public and private entities, CBOs, NGOs, etc, rather than having several entities doing the same or their own things according to their own interests. In addition, there is a need to pursue ways of ensuring greater coordination and synergies among all parties engaged in the P-E-G,, and climate change mitigation and adaptation portfolio, including synergies for M&E of the portfolio, e.g. through regular planning and evaluation meetings in order to have a more active role in portfolio oversight through (at least) semi-annual meetings at which key M&E progress reports are presented by the participants and discussed by the Committee. The committee should also ensure regular communications among Government departments, Agencies, and other Non State Actors to keep partners abreast of activities in the portfolio, and share results and lessons and to be up to date for future portfolio strategic planning.

### **6.2.3 Recommendations on Environment**

The District Council and other stakeholders should strengthen environmental management and identify potential vulnerabilities and risks and formulate and implement appropriate adaptation and mitigation measures suited to local realities.



## **Key actions**

### *General actions*

- (i) Establish tested mechanisms for regional coordination in conservation management of Lake Nyasa basin;
- (ii) Conduct applied research aiming at Lake Nyasa's biodiversity protection, at reducing the impact of human activity on the Lake's biodiversity, involve the stakeholders, and ensure that their results contribute to solving specific practical problems.

### *Specific actions*

- (iii) Establish a program of environmental education and training on sustainable exploitation of resources in Lake Nyasa and its basin;
- (iv) Undertake a comprehensive vulnerability assessment on climate change impacts in the District;
- (v) Enhance Councillors' and technical cadres' awareness and understanding on climate change vulnerabilities and potential impacts in the District;
- (vi) Increase resilience to rainfall variability and drought by adopting climate tolerant crops, livestock, and tree varieties;
- (vii) Support climate change adaptation: The District Council and Central government, private sector and other stakeholders should establish a sustainable cooperative framework and support climate change adaptation through efficient technology, advice on changing cropping patterns and cultivation of climate resilient crops, flood control management, and investing in sustainable climate resilient non-fishing activities;
- (viii) Promote sustainable energy sources: Support the development and rollout of alternative sources of energy and equipment; including energy efficient stoves, biogas, and solar lighting that will reduce pressure on existing forests;
- (ix) Promote the use of residual biomass, e.g. rice husks, in firing bricks instead of firewood.

## **6.2.4 Recommendation on Gender Issues**

The Nyasa District Council and other stakeholders should support individual and women groups to enhance their business culture and financial management skills; to enhance the quality of their goods and services; to be techno-savvy; to increase efficiency and productivity; to raise customer value optimization. In addition, society/community leaders should urge women to avoid potential arrogance at home whereby they sometimes deny their husbands their basic rights to the extent that the men may lose self-esteem and decide to abandon them.

## **Key actions**

### *Specific actions*

- (i) The District Council, Producer organizations, Business Council (to be established), NGOs, and Development partners should continue empowering women businesses by availing access to technical services for fish processing; production of rice, horticultural products, cassava, and pulses; and extension and training services for up-scaling enterprises for pig, chicken, and milk production (it was noted during the survey that most women who started with 2-4 piglets ended having more than 20 pigs at a given time, selling each at TShs 100,000 to 150,000, and investing the profit in other “clean” businesses, while the pigs continue to multiply);
- (ii) Build the capacity of women groups in business management, entrepreneurship and organizational development, and product quality and safety management, and support them to shift focus from high volume and low margin business model to high quality, value added products and high margin model, i.e. shifting from bulk raw products trade to quality-value added-branded niche products;
- (iii) Improve and consolidate knowledge and skills in gender analysis and mainstreaming to ensure institutionalisation and integration in regional, district and community plans, including use of gender sensitive indicators and analysis of gender disaggregated data;
- (iv) The ND Council should strengthen gender mainstreaming efforts, including gender specific and transformative actions that will ensure equitable share, equal access and control over resources, privileges, benefits, and opportunities. A Gender Care Management System should be established in the ND Council that will address emerging gender issues on a continuous basis. In addition, gender performance reporting in ND Council’s annual Financial and Performance Reporting should be strengthened.

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

### **Fisheries**

#### *Specific actions*

The District Council to improve fishing business environment by deploying and overseeing business friendly fishing policies, by-laws; by availing sustainable fishing

practices and techniques; and by giving incentives incentives to private businesses to invest in appropriate equipment and large and motorized fishing boats that could fish far in the Lake;

## **Crops**

### *Specific actions*

- i. Encourage farmers to use improved rice varieties, developing efficient irrigation schemes, and to use integrated pest management (IPM) and integrated plant nutrition (IPN), without causing environmental damage.
- ii. Support horticultural farmers near Lake Nyasa shores with efficient pumping, water holding and distribution systems and training in Good Agricultural Practices (GAP).

## **Livestock**

### *Specific actions*

- i. Encourage individual and enterprises to invest in increasing local pig and chicken productivity and volume produced and marketed.
- ii. Invest in improvement of pre-slaughter, slaughtering/processing facilities and post-slaughter activities for pigs and chicken.
- iii. Develop complementary SME industries in the following in production of fish fingerings and chicken chics, and production of pig products.

## **Forestry**

### *General actions*

- i. The District Council and Central Government should address all drivers of deforestation and forest degradation along the mountains, including restricting clearing of vegetation for agricultural expansion and banning intensification of crop farming on mountain slopes, In addition, support appropriate mechanisms to reward or provide incentives for forest conservation and avoidance of deforestation, as per Participatory Forest Management, Community Based Forest Management, and Joint Forest Management guidelines. In addition, strengthen capacity to monitor and manage forests and forest related activities;
- ii. Promote actions that reduce land degradation and soil erosion especially in the fragile ecosystems such as Livingstone mountainous areas, Lake Nyasa shores and river banks;
- iii. Facilitate formulation of integrated sustainable land management investment frameworks and land use plans.
- iv. Promote sustainable management of wetlands in the District; and

- v. Promote alternative energy sources in order to reduce dependency on biomass for energy needs in the District.

### **Other recommendations**

- i. The District Council, Ministry Health and Social Services and TACAIDS should provide information to households and health care providers on a continuous basis on the sources/causes, prevention practices, management of risks (e.g. addressing the intersections between gender-based violence or coercive behavior and spread of viral related diseases, i.e. sexually transmitted infections, HIV seropositivity, etc.), testing options, treatment, and options for reducing/stemming the spread of communicable diseases, specifically hepatitis B and C, HIV/AIDS, and Ebola. This may include indentifying indigenous practices attitudes and behaviors that may reinforce HIV prevention and treatment (e.g. *kupanga* practice). 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.

## **REFERENCES**

---

Bamwenda G.R., Mashindano O, and Hangi M.A., (2013). Promoting Agriculture-Climate Change-Trade Linkages for Development in the Eastern African Community (EAC).

Litvack, J. and J. Seddon (1999), Decentralization Briefing Notes, World Bank Institute Working Papers, The World Bank, Washington DC. Long Term Perspective Plan, LTPP (URT 2011),

National Bureau of Statistics. (2012). National Census Statistical Book – 2012; 2011/12 Household Budget Survey (HBS)

Nzuki M., Bamwenda G.R., Mashindano, O., Hassan K. A., Mkai H., and Kizoka L.R., (2014). Nyasa District Survey.

TDHS (2010). Gender-Based Violence and Female Genital Cutting

The World Bank (2014). Tanzania Economic Update.

United Republic of Tanzania 1999. Tanzania Development Vision 2025. Planning Commission, Dar es Salaam.

United Republic of Tanzania 2001. Agricultural Sector Development Strategy. October 2001.

United Republic of Tanzania 2003. Agricultural Sector Development Programme. Framework and Process Document, March 2003.

United Republic of Tanzania (2013). Post-2015 National Priorities.

United Republic of Tanzania 2011. The Tanzania Five Year Development Plan (2011/12-2015/16).

United Republic of Tanzania 2010. National Strategy for Growth and Reduction of Poverty Phase II (MKUKUTA II).