

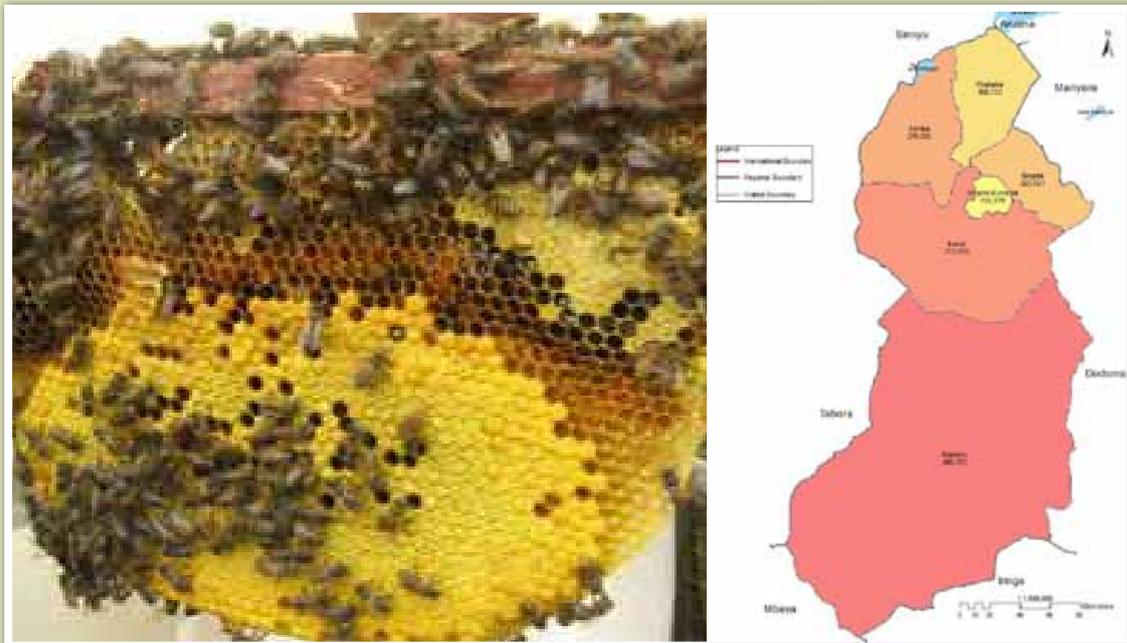


**ECONOMIC AND SOCIAL RESEARCH  
FOUNDATION**

# **POVERTY AND ENVIRONMENT INITIATIVE (PEI)**

**IKUNGI DISTRICT**

**A Study to Assess Institutional Capacity and  
Mapping of Best Practices and Development  
Opportunities**



**2015**



# POVERTY AND ENVIRONMENT INITIATIVE (PEI)

**A Study to Assess Institutional Capacity and Mapping of Best Practices and Development Opportunities in Ikungi District**

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# 1. Introduction

## 1.1 Background

Tanzania is endowed with a significant variety of natural resources including land, rivers, lakes, ocean, forests, woodlands, wild animals, and wetlands. It has a population of about 44.9 million people and population growth rate of 2.9% (NBS, 2012). With this population growth rate Tanzania has a population growth that is amongst the highest in the world. 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. In addition, the country continues to undertake exploration of oil. With a visionary and strong-minded leadership, the richness in natural resources constitutes a major asset and opportunity which can guarantee Tanzania a needed growth and economic development, including poverty reduction. It is worth adding here that, most of the citizens in the country 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 the population has contributed to Tanzania standing as one of the world's poorest countries (URT, 2013; World Bank, 2014). The regions with the highest levels of poverty in Tanzania 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. Failure to utilize available productive resources for development and improved livelihoods, poor management of the environment and natural resources, gender imbalances and marginalization, the impact of climate change, among others are said to be the poverty accelerating factors in Tanzania. In addition, in many cases the planning and budgeting processes are carried out with limited involvement and participation of the players at lower community level.

The Government has reconfirmed the critical importance of localization programme by way of scaling-up participation of the key players at local levels particularly communities at Ward and Village levels (where majority of the poor, marginalized and vulnerable groups are living), in planning, implementation and monitoring of their development agenda. At local level, from one area to another, based on specific realities, the level of development is variable. Key results are associated with the initiatives by Local Government Authorities (LGAs), Non-State Actors (NSAs), and other champions such as farmers, traders, fishermen, and livestock keepers. Despite limited results on the ground from the development initiatives, in some areas (pockets) the country experiences successful best practices. However, as pointed out earlier, those best practices are area specific, mostly not well known but are also not replicated due to poor institutional interplay which holds back both the vertical and horizontal integration.

Realizing this situation, 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, gender mainstreaming, and climate change adaptation measures. These initiatives include the United Nations Development Programme and United Nations Environment Programme (UNDP/UNEP) supported pro-poor economic growth and environmentally sustainable development programme. This programme aims to increase the contribution of the environment and natural resources to the national development goals, including poverty reduction, sustainable economic growth and the broader

achievement of Millennium Development Goals (MDGs) from national to village and family levels.

The Poverty-Environment (including gender and climate change) Initiative (PEI) of the UNDP and the UNEP are global programmes that support country led efforts to mainstream poverty-environment and gender linkages into national development and sub-national policymaking, development planning 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, gender and climate change issues in national development frameworks, as well as in budgeting processes and in monitoring and evaluation of government plans and budgets. Despite these efforts and progress made so far, implementation of the interventions remains a major challenge, mainly because the budgeted resources in relevant sectors have continued to be meager. In order to assess the situation and particularly in relation to the institutional interplay at local level, six mainland Districts in Tanzania were selected as pilot areas of this initiative. The six Districts are Nyasa (Ruvuma region), *Ikungi* (Singida region), Ileje (Mbeya region), Bunda (Mara Region), Bukoba Rural (Kagera region) and Sengerema (Mwanza region).

The aim of this survey was to identify and document concrete development results that can be scaled-up country-wide in line with national and sectoral policies. Thus, two studies were carried out in each selected District.

- (a) Assessment Study to Identify Institutional, Legal and Financial Bottlenecks on Poverty – Environment, Climate Change and Gender (PEI) Implementation at Different Levels of District, Ward and Village; and
- (b) Mapping Study of Poverty – Environment, Climate Change and Gender (PEI) Related Innovative Local Best Practices and Local Private Funding Opportunities

## **1.2 Objectives of the Study**

The two studies mentioned earlier have different though related objectives. The two objectives are stated below as follows:

### *(a) The Assessment Study*

The primary aim of the assessment study was to identify and document the institutional, legal and financial challenges on PEI implementation in *Ikungi* District (at the District, Ward and Village levels). This included examining the social economic and environmental profile; assessing the gaps in integration and implementation of PEI, climate change and gender components in the planning and budgeting processes from the national level, sectoral to local levels; assessing the effectiveness and adequacy of mainstreaming PEI initiatives, Climate Change (CC), and Gender issues in the planning and budgeting processes at different administrative levels of *Ikungi* District; and lastly, evaluating the appropriateness of institutional and legal framework and make policy recommendations.

Specifically, the assessment study was meant to: (i) assess institutional, organizational and legal capacities as well as coordination mechanisms to help implement PEI and gender objectives that are mainstreamed into *Ikungi* DDPs; assess main budgetary process bottlenecks and challenges that hinder translation of PEI and gender related objectives into impacts at district level; improve *Ikungi* District authority's capacities to review and coherently prepare DDPs that have mainstreamed PEI and gender related objectives; and propose recommendations (institutional, legal and budgetary) to remove bottlenecks and challenges consistently with the broader work being implemented at the national level

and local level.

(b) *The Mapping Study*

The overall objective of the mapping study was to map out the most relevant PEI based local innovative best practices and lessons learnt for possible replication elsewhere in future sustainable development endeavors, at local and national level in Ikungi District through their mainstreaming into DDPs and budgets. The private funding opportunities for the District were also explored. Specifically, the mapping study was intended to: (i) map out all PEI best practice initiatives (innovations) in Ikungi District across different sectors. Focus was on the PEI related innovations or the best practices on the implementation and execution modality of programmes; identify constraints to scale-up those initiatives from localized areas to local and national wide level i.e. examine if and to what extent are the approaches, services and interventions replicable across Tanzania and in various contexts; propose a list of best practices that have proven impact on people to be scaled up and related indicators to measure impact when the replication is done, and recommend a strategy with a short medium and long term frame to scale-up those PEI best practices in line with national development agenda, sectors policies and local policies; identify the appropriate local and national development agenda to conduct the mainstreaming process; and identify most appropriate private funding framework to support the scale-up process both at local and national level consistently with national priorities and development goals, and propose a Monitoring and Evaluation (M&E) system to track changes overtime.

(c) *Objectives of the Current Report*

The objective of this report is to synthesize the key findings, conclusions and recommendations made in both the assessment as well as the mapping studies which were conducted in Ikungi District.

### 1.3 A Brief Social Economic Profile of Ikungi District

#### 1.3.1 Location and Topography

Ikungi District (Fig. 1.1) is one among the five (5) Districts forming Singida Region<sup>1</sup>. This is a newly established District formed on 8<sup>th</sup> March 2013 through Government gazette no 87. It is located at the Central Zone of Tanzania Mainland. It is also within 4° to 6° latitudes south of the equator and between 34° 45' to 35° 45' East of Greenwich meridian. The District borders Uyui District of Tabora Region in the South, Singida Municipal and Singida Rural from the North, Iramba from the North West, Chemba and Kondoa from the North East and Manyoni from the South.

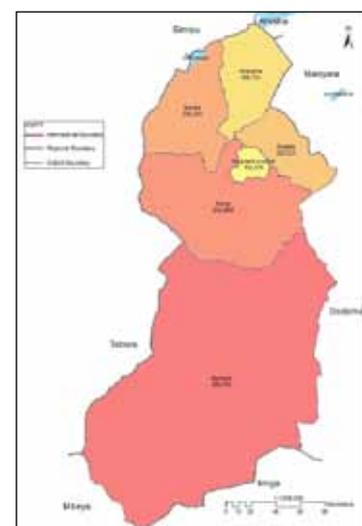
The South Western zone bordering Uyui and Manyoni District Councils has fertile sand soil (kichanga) suitable for production of various crops and is formed by four (4) Divisions of Sepuka, Ikungi, Ihanja and Mungaa. Agricultural crops grown in this part include sorghum, finger millet, sweet potatoes, cassava, sunflower, pigeon peas (mbaazi), cotton, rice and ulezi.

The Northern zone bordering Singida District Council and Singida Municipal has very fertile gravel soil suitable for production of various crops and is made up of Ibanja and Sepuka Divisions. Agricultural crops produced in this part of the region include sorghum, finger millet, cassava, sunflower, onions, millet, sweet potatoes and lentils (dengu).

The Eastern zone is occupied by the East African Rift Valley and is bordered by Kondoa District (Dodoma Region) and Singida Municipal.

<sup>1</sup> The other Districts in Singida Region are Singida Municipal, Iramba, Manyoni and Mkalama

**Figure 1.1: Map of Ikungi District**



This zone occupies Ikungi and Mung'aa Divisions. The area has black sand soil. Main agricultural crops produced in the area include sorghum, finger millet, sweet potatoes, cassava, sunflower, cotton, pigeon peas, cowpea (*choroko*) and ground nuts. Table 1.1 shows the land use in the District with 2,580 square kilometres (30.8 percent of total available land) are suitable for Agriculture.

**Table 1.1: Land Use and Water Area Distribution in Ikungi District**

Sn	Land Use	Square Km
1.	Available land	8,377
2.	Land suitable for agriculture	2,580
3.	Water bodies	13
4.	Land for pasture and grazing	2,887
5.	Shrubs (eneo la vichaka)	1,815

*Source: Ikungi District Council, 2014*

### 1.3.2 Climate

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

### 1.3.3 Political Administration

Administratively, Ikungi District was created as a fully fledged district with effect from 8<sup>th</sup> March, 2013 and was formerly part of Singida Rural District. Although offices of the District Executive Director started to run in 2013, offices of the District Commissioner have been operating since a year earlier in 2012. The District headquarters are Ikungi town which is about 30km from Singida town. The District is run on a hierarchy of 474 hamlets; 98 villages, 26 wards, and 4 divisions. In terms of democratic representation, the District has 2 electoral constituencies, namely: Singida East and Singida West 26 elected Councilors and special seats Councilors (Table 1.2).

**Table 1.2: Divisions and Wards in Ikungi District**

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

*Source: Ikungi District Council, 2014*

According to the 2012 National Population and Housing Census of August 2012, Ikungi District had a population of 272,959 people of which 136,781 (50.1 percent of the total population) were female and 136,178 (49.9 percent of the total population) were male. The annual population growth rate is estimated to be 2.4 percent. Ikungi District had a total of 49,629 households with an average household size of 5 to 6 persons. The Wards vary considerably in terms of size and population characteristics.

Ikungi District is predominantly inhabited by the Nyaturu and Nyaturu tribes.

#### **1.3.4 Socio-economic Conditions**

The livelihoods of majority of inhabitants of Ikungi District are mainly dependent on agriculture (crop production) and livestock keeping and, in particular, indigenous poultry. To a lesser extent, fisheries and small business enterprises is also an economic activity for Ikungi inhabitants. The District economy is heavily tilted towards agriculture as more than 85 percent of the population are engaged in crop cultivation and livestock keeping. However, the level of agricultural mechanization is very low with large proportion of farmers largely depending on the traditional hand hoe.

It is estimated that about 15 percent of the working force engages in other activities such as timber, fishing, small industries (sunflower oil processing) and small-scale mining<sup>2</sup> activities. Unfortunately, the agricultural sector has been negatively affected by a number of factors such as climatic conditions (dependence on rain fed agriculture) and poor physical infrastructures and roads in particular. As a result, people's incomes in the District have been affected. The average farm size per peasant household is 5 acres of subsistence farming. This has been stipulated by a District By-law that requires a farmer to have 2 acres of each food and cash crops respectively, and an acre of food security, climate and disease resistant crops such as cassava and sweet potatoes. Another main emerging economic activity in Ikungi District is apiary farming (beekeeping) which has been rapidly growing in recent years with high potential in raising income of the people of Ikungi District.

This is done mainly in the protected natural forest of the District. It is among the leading environmental friendly economic activities. In terms of District gross domestic product (DGDP) figures from 2011, the average annual income per capita in Ikungi District is TZS 720,000 (Ikungi District Council, 2014)).

#### **1.3.5 Energy Sources and Homestead Conditions**

Ikungi District like many other Districts in Tanzania suffers from energy shortages of many sorts. The District has no sustainable energy sources. The population of Ikungi District is predominantly dependent on biomass (firewood and charcoal) and kerosene as a source of energy. In fact, charcoal fees charged used to be the biggest own/internal source of income for Ikungi District Council before the Central Government banned it due to alarming rate of deforestation. Ikungi is also a major salt producing District and the production of this product is heavily dependent on firewood. With the exception of town centres such as Ikungi town, Mung'aa Ward and other centres along the main Dodoma-Singida highway where electricity and the use of solar is evident, many villages are not yet connected to the national grid. Communities are also using generators (diesel-powered machines) for generating electricity though this is an expensive alternative. There is very limited use of biogas evident in the District. Very few households make use of this technology in town centres.

The houses are built from wooden poles/mud walls, earth floor matted with scalable special grass, and roofed with corrugated iron sheets. Upscale houses are built from biomass-fired bricks, with cement floors, and roofed with corrugated iron sheets and most of these quality houses are found at centres in the District. The majority of houses are built/roofed with grass or mud in the villages. For example, at Makiungu and Unyaghumpi villages, quality houses are only 30 percent although at Minyinga it was 70-80 percent had quality houses. The majority of residents in Ikungi District take two meals a day.

#### **1.3.6 Transport and Communication**

The main modes of transport for residents of Ikungi District are roads. The road network is passable throughout the year. Currently, the highway road from Dodoma through Ikungi town to Singida town and Mwanza city is tarmac. Water transport is another means of transport in Ikungi District mainly

<sup>2</sup> Mining activities are conducted in small scale at Londoni in Ikungi District.

found at Mung'aa Ward and in particular at Kimbwi village where there is Miyanji man-made dam.

Given the strategic location of Miyanji dam in the District, water transport is, by design, another potential investment area in Ikungi District. Such connections could attract investors in water transport easily if the District can create conducive investment incentives. Such investments will not only improve transportation in the District, but also promote trade and tourism among them. Ikungi District is being served by most of the major telecommunication networks in the country although communities face challenges in recharging their phones due to shortage of electricity. It is estimated that 80 percent of people have mobile phones and are used mainly for communication basis but also business facilitation. Tanzania Broadcasting (TBC), Radio Free Africa (RFA) and Clouds FM radios can also be heard in the District. There is also a local radio based at Singida town called Standard Radio 90.1 that is very popular, especially at Mahambe village.

### **1.3.7 Poverty**

The main cause of poverty in Ikungi District is mainly the limited productive capacities and access to markets as many farmers depend on agriculture and are only able to harvest once a season. There is also the problem of education and/or awareness. The education being referred here is not from schools but also experience and capacity of most players in the communities. There is therefore a need for greater capacity development although for farmers the recent demonstration plots have helped. Generally, farmers are unable to cultivate big tracks of land as farming land in Ikungi is not an issue with the exception of Kimbwi village where the land is overexploited and is no longer fertile and therefore requires a lot of fertilizers in return.

In other areas, such as Makiungi and Unyaghumpi villages, there is a huge problem of preoccupation with alcohol, especially among the productive youth population. People who are able to cultivate/farm and produce end up drinking most of the time instead of engaging in production!

### **1.3.8 Gender Issues**

Like in other Districts, gender roles in Ikungi District households and communities are divided along traditional cultural values with women involved in all household issues, including looking after the family welfare, upbringing of children, fetching water, collecting fuel wood, preparation of local brew, preparing food and are now also involved in the production sectors of the District such as trade and commerce.

Like other parts in the country, women in Ikungi District are faced with challenges caused by a number of factors. Some factors are stated below:

- (a) Inadequate provision of efficient credit facilities for women;
- (b) Lack of appropriate technologies to simplify their work and thus reduce the workload women face on a daily basis;
- (c) Lack of appropriate skills and knowledge for undertaking specific economic activities; and
- (d) Traditional and cultural barriers that marginalize women within the communities

One good example that can amplify clearly the immense challenge faced by women in Ikungi District is the fact that men are the ones who are involved in selling what the household has produced and control the finances. It was also observed that 95 percent of entrepreneurs found at Puma and Kideka centres are women. Other gender issues that were noted is related to the increasing number of husbands who are alcoholic thus not productive. There is evidence of harassment of widowers with restrictions being placed on them not to inherit properties. The District further faces the problem of young girls giving

early birth and then leaving their child with the grandmother. The interviewed women groups were of the view that to accelerate the progress of women, there is a need to empower them through education and training in entrepreneurship, formulation of groups and associations, business orientation and training, enterprise development, and processing, packaging and marketing, and availing low cost start up capital.

#### **1.4 Structure of the Report**

After the introduction, chapter two summarizes the findings of the assessment study. Findings of the mapping study are discussed in chapter three. While conclusions and recommendations for the assessment study are presented in chapter four, conclusions and recommendations are presented in chapter five.

## 2. Assessment of the Institutional Capacity

The findings are based on the desk review and the interviews conducted in Ikungi District council headquarters, and a few selected Wards and Villages in the District. As mentioned earlier, to accomplish the assessment study information was collected from the District Council Heads of Departments (Management of the District Council), Community leaders and community members where the project sites are located and through the review of official reports on Ikungi District Council development activities. These findings are summarized in 6 sections as follows.

### FINDINGS AND DISCUSSIONS

#### 2.1 Institutions, Legal and Coordination Issues

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

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

##### 2.1.1 The Institutional Issues

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

Overall, the Ikungi District Council's staff reported that the institutional framework is reasonably supportive and enables implementation of PEI objectives at District level including Wards and Village level. The Ikungi District Council would also like the Central Government to supply adequate and timely financial resources. They said that the late and unstable disbursements are hindering the effective implementation of certain PEI initiatives.

##### 2.1.2 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, 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 District Officials, 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. Again, 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; transport, daily subsistence allowances (DSAs) and other incidental allowances for environment officers' visits are very important.

### **2.1.3 Coordination Mechanisms in Implementing PEI and Gender Objectives**

The District officials reported that institutional processes and mechanisms for coordination of development planning and implementation are fairly supportive and enable the implementation of PEI objectives at District level including Wards and Village level. The focus group discussions with the Ikungi District Council staff revealed that the key challenges were the inadequate financial and human resources and working tools, for example, lack of appropriate and reliable software and data management facilities for management, coordination, performance review, monitoring and evaluation, quality assurance, and impact evaluation; lack of access to fast internet connection; and limited transportation facilities.

## **2.2 Assessment of the District Development Planning (DDP) and Budgeting Process**

### **2.2.1 The Main Bottlenecks and Challenges Hindering PEI Translation and Gender Related Objectives**

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

#### **(a) Institutional, Legal, Human Resources and Budgetary Bottlenecks**

- (i) Lack of long term Regional Development Plan and Village Land Use Plans;

- (ii) Limited planning and implementation capacity at the Regional and District levels;
- (iii) Low administrative and organizational capacity from District Council to Village Council;
- (iv) Poor resource/asset base and lack of discretionary funds and poor revenue collection capacity;
- (v) Inadequate budgetary allocations for programs and projects, and inadequate operational budget and other resources (technical capacity, and working tools) to efficiently and cost-effectively implement PEI related policies, by-laws, regulations, and development projects;
- (vi) Lack of qualified professional staff in some subject areas;
- (vii) Limited human capacity to effectively execute identified investment projects and mobilization of resources for implementation of the investment opportunities;
- (viii) Inadequate monitoring and evaluation system, knowledge and skills;
- (ix) Challenges in the budget cycle processes including the constraining budget ceiling that is sometimes sent late to Ikungi District Council, and the unreliable and untimely disbursement of funds from the Central Government;
- (x) Insufficient knowledge, skills and inadequate coping mechanisms by the Councilors and some technical staff in Ikungi District Council to the ongoing quantities and fast pace of reforms and social, legal, and economic changes at national and global levels, which is causing overload, confusion, adaptation burden, and resistance to change; and
- (xi) Insufficient skills to formulate and implement by-laws at Division, Ward and Village and Hamlets levels.

**(b) Environmental Bottlenecks**

- (i) Severe land degradation linked to loss of soil fertility caused by population pressure, unsustainable farming methods, slash and burn practices (to clear land for farming and increase soil fertility), and overgrazing;
- (ii) Land cover depletion including deforestation is widespread with very few of reforestation activities such as tree seedling nurseries; and
- (iii) Growing stress on the natural resource base and climate change related risks and lack of viable local long term adaptation strategies.

**(c) Bottlenecks in the Agricultural, Livestock, and Natural Resources Sectors**

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

**(d) Gender**

- (i) Difficulties among women in accessing information and knowledge on agriculture and livestock production and products processing and marketing, and broader socioeconomic knowledge related to issues such as emerging national and local opportunities, national policies, ways to reduce poverty, education for their children, health and sanitation, and environment and natural resources management;
- (ii) Low levels of organizational and financial management skills in women's' groups;
- (iii) Limited encouragement and financial and technical support for women to initiate profitable production, processing and trade businesses; and
- (iv) Inadequate entrepreneurship knowledge especially among women.

## 2.2.2 Budgetary Bottlenecks and Associated Challenges

The budget preparation process uses the guidelines from the Central Government (Ministry of Finance) (Ikungi District Council, 2014) and follow the normal agreed national budget cycle. As per budget guidelines, the budget processes are supposed to start from the lower level through the O and OD principles (Opportunities and Obstacles for Development). This approach requires all the processes to start from the grass roots (hamlet or street), through the Village, Ward, District Council, Regional Council and finally to the National level. The exercise of prioritizing development projects starts at hamlet (*Kitongoji*) level which comprises of a number of households. The agreed priority projects are then submitted to the Village level to form village priority projects for that period. The village general meeting (*mkutano mkuu wa kijiji*) is the level where agreed development priority projects are approved. Village plans are then submitted and analysed at the Ward level to form the Ward plans which are approved by the Ward Development Committee (WDC<sup>3</sup>). Some of the priorities however, are conceptualized and agreed at the Ward level.

Priority development projects and plans approved at the WDC are then submitted to the District Council level. These development priorities are then discussed through the respective departments at the District level and the synthesized report (*majumuisho*) is discussed and approved by the Council Management Team (CMT<sup>4</sup>). At the level of District Council the planning process goes through various stages before the approval by Full Council (*Baraza la Madiwani*). These levels include, Department level where Ward plans are received and analysed and synthesized into District plans.

The latter are then discussed in the Workers' Council (*Baraza la Wafanyakazi*) to see whether all matters pertaining to workers' affairs have been adequately addressed. Then the Stakeholders<sup>5</sup> meeting is called upon to discuss the District plans and include issues from non-state actors and then the plan is eventually reviewed by various District Committees chaired by the Councillors. The Committees are: Financial, Administration and Planning; Economic, Infrastructure, and Environment (this includes Gender issues); Education, Health, and Water; Coordination, Control, and HIV/AIDS; and Ethics. Finally the plan is discussed, voted upon by the Full Council. Full Council is the highest Governance organ at the District level for the approving plans and the budgets. It is worth mentioning here that, like in Committees, the Full Council is also chaired by the Mayor and that both in the four committees and the Full Council, the decisions are made by the Councillors only and the technical cadre/District subject matter specialists are not allowed to vote.

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

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

Inadequate internal revenue sources<sup>6</sup>. Internal revenue sources were previously used to cover for internal expenditures (which were mostly recurrent). But in the current budget (2014/15), the Districts were instructed by the Parliamentary Committee that 60% of the internal revenue should be allocated for development projects. The challenge here is how to fill the left gap as far as internal expenditure is

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

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

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

<sup>6</sup> The main sources include, selling of Agricultural produce, Small business, forest and small scale mining

concerned;

- (a) There is a high mis-match between the Budget approved by Full Council and Regional level versus the Ceiling received from the Central Government. To accommodate the ceiling a number of identified priorities have to be dropped. To a large extent this has raised questions at lower levels on the relevance of the processes since only few (if not any) of their priorities are considered; but even those considered in the Ceiling not all are fully implemented;
- (b) Delay in releasing the budget ceiling which gives the indicative plan figures. Following the changes in the budget cycle, this call for the cycle to start in July instead of September. In practice the ceiling for that fiscal year usually come in October and sometimes is delayed beyond that period. This entails the process to continue using the previous year ceiling as a reference;
- (c) There was a gap between the budget allocated and the amount of funds released. Table 2.1 shows the approved budget and amount of fund released for environment, climate change and gender related development activities for financial year 2013/14<sup>7</sup>. Of the budget Approved for 2013/14 for environment, gender and climate change only 48% was released. The problem expected to persist as the 2014/15 approved budget is almost half of the previous budget 2013/14.

**Table 2.1: Approved Budget and amount released for environment, gender and climate change-Ikungi District Council.**

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

Source: Ikungi District Council –Planning Department, 2014  
NA=Not available

### 2.2.3 Gender Responsiveness

Development plans and budget documents have explicitly integrated gender related issues. The integration of gender issues is well spelled out in Ikungi District Council's MTEF. Gender has been considered as a cross cutting issue and it is mandatory for it to be mainstreamed in national, sector and lower levels (such as district) development plans.

This has also been acknowledged during the interview with various stakeholder at District, Ward and Village level in Ikungi District. As earlier noted, the main challenge has been on the implementation of gender related projects mainly due to insufficient funding. To have budget deficit has always being the case but situation was different in Ikungi District. The approved budget for 2013/14 amounting to TZS 9 million was released. The question, however, is whether the amount approved was really enough. The promising issue is that this financial year (2014/15) the approved gender budget has been increased almost three times from TZS 9 million to Ths 24 million.

### 2.2.4 Capacity to review, prepare DDPs and mainstreaming PEI Objectives

For a successful implementation of P-E initiatives there is a need to have in place the necessary capacity. This includes human resources, skills and financial resources. It was established that various departments has inadequate human resources. Bee keeping, ICT, Planning and Economy, Rural water

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

Supply, Land and Natural Resources, Livestock and Fisheries are the most affected department by staff gap (Table 2.2). Some of the departments are suppose to have workers at all levels i.e Districts, Ward and Village. This includes among others administrative, agricultural and forestry. In other areas village/ward extension officer or village/ward executive officer saves more than one village/ward. Environment and Sanitation which is a new department have staff at District level only. There was an argument for the structure to change to allow for this department to have staff to the low levels.

The number of the available staff is necessary but to be sufficient it should match with the level of skills required. Study established that skills gap among staff exist in Ikungi District Council. Agriculture and Planning departments identified to have a wide skills gap. Table 2.2 shows the number of staff available and requirement. These data show that Ikungi District Council has a total of 1,931 available staff. The total required number of staff is 2,459 giving a staff gap of 528 (21.5%). As earlier noted, severe gaps/deficiency of human resources have been the Bee Keeping (100%), ICT (100%), Planning and Economy (71.4%), rural water supply (71.4%), Land and Natural resources (69.2%) and Livestock and Fisheries (65.5%). These are pro-poor growth sectors including agriculture and environment sectors. Gender issues are severely compromised following deficiency of Community Development and Welfare officers, only 13 available out of 25 required staff.

**Table 2.2: Staff Available and Requirement**

Sn	Portfolio Capacity	Available	Deficit	Total Required
1.	Administration and HR	123	54	177
2.	Finance and Trade	9	8	17
3.	Health, Dispensaries and Preventive	176	193	369
4.	Primary Education	1107	51	1158
5.	Secondary Education	381	44	425
6.	Rural Water Supply	4	10	14
7.	Agricultural, Irrigation and Cooperatives	61	47	108
8.	Livestock and Fisheries	37	71	108
9.	Land and Natural Resources	8	18	26
10.	Community Development and gender	13	12	25
11.	Planning and Economy	2	5	7
12.	Works	3	8	11
13.	Procurement	4	1	5
14.	Internal Auditor	1	2	3
15.	Legal	1	1	2
16.	Election	1	0	1
17.	ICT	0	1	1
18.	Bee Keeping	0	2	2
	<b>Total</b>	<b>1,931</b>	<b>528</b>	<b>2,459</b>

Source: Ikungi District Council - HR Department, 2014

To ensure smooth operations, the Districts officials are supposed to be equipped with working tools. It was found out that the Ikungi District Council has insufficient working tools; these include transportation, ICT facilities, software, and physical and technical infrastructure. This results into inefficiencies and underperformance in various operations. The major reason for inadequate working tools are untimely and low funding levels from the Central Government and low and declining internal revenue sources, shortfall of approved vs. released fund, and sometimes the heavy bureaucracy in the procurement process; for instance the procurement of goods worth more than TZS 100 million, such as a vehicle or a machine for a project, involves several local and national committees and may take up to two years. The other reason is that monitoring and evaluation (M&E) of development projects and readjustment

is not fully implemented due to insufficient financial resources for conducting M&E, inadequate transportation, communication, and reporting.

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

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

### **2.4 Assessment of the Compliance of Districts to the National Frameworks for PEI objectives**

The results showed that Ikungu District Council planning, implementation, operations, monitoring, and reporting systems of PEI initiatives comply with National Frameworks for PEI objectives, i.e. are consistent with national policies, laws and strategies. High compliance was noted with the National Strategy for Growth and Reduction of Poverty (NSGRP), National Agriculture Policy, 2013, National Livestock Policy, 2006; Fisheries Sector Policy and Strategy Statement, 1997; National Land Policy, 1995; and National Human Settlements Development Policy, 2000. More work and efforts are still needed for implementation and compliance to the Land Acquisition Act (Fair Compensation), National Environment Policy 1997, Land Act No. 4 of 1999, and Village Land Act No. 5 of 1999, National Irrigation Policy, 2010, National Forest Policy, 1998, National Water Policy, 2002; National Population Policy, 2006, Environmental Management Act 2004, Forest Act No. 7 of 2002, and Fisheries Act No. 22 of 2003.

# 3. Coordination in the implementation of PEI and gender objectives

## 3.1 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 co-ordinate and supervise regional development management and administration. Thus, the Ministry co-ordinates rural and urban development management policy and strategies; co-ordinates 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 co-ordination arrangements in the implementation of P-E and gender objectives are as follows. The principal national level responsibility of governance of local government authorities falls under the (PMO-RALG), which, through the Prime Minister's Office, handles policy guidance and liaison with sectoral Ministries. At the region, accountability lies with the Regional Administrative Secretary (RAS), who is backed up in practice by: the Project Steering Committee (PSC); and the Project Facilitation and Monitoring Unit (PFMU). In fact, the latter exercises the major tasks of guidance, arrangement of technical support to participating Districts and downstream agencies; and dialogue with the private sector and non-state actors. At District level, Councils and Administrations are prime movers in planning and implementation of activities, backed up by the small District Project Facilitation Units (DPFUs). Key players are the District Executive Director (DED), the Chairperson of the District Council and the District Administrative Secretary (DAS).

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

## 3.2 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 District officials highlighted that since the District is in the infancy phase (established in 2013), there is still existing low capacity (human resources and infrastructure) and inadequate financial resources in implementation, monitoring and evaluation of the P-E, climate change, and gender issues at all levels including regional and local government up to village levels. In spite of Central Government efforts to improve the situation, capacity in some areas such as community development, agriculture, livestock, business development, data and statistics management, ICT, land and natural resources, and environmental and sanitation management at local government level is still remarkably low. Therefore, there is a need to strengthen capacity at local government levels, as these are more responsible for the implementation and oversight of P-E, climate change, and gender issues at the grass-roots level.

The District officials provided the following key challenge in co-ordination of implementation of P-E, climate change and gender interventions the District:

- (a) The flow of guidelines and information is yet to be optimized. There are several lines of command and channels, which are leading to the parallel flow of guidelines, procedures, orders, and resource allocation sometimes from several Government Departments, Agencies, Parastatals, and Non-State Actors. For example, Faith Based Organizations (FBOs) and NGOs are operating in the same wards and sometimes implementing similar activities;
- (b) The differences in the arrangements in the institutional structure at national and District level including un-harmonized monitoring and evaluation systems;
- (c) There is a need to improve co-ordination 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;
- (d) The lack of clear strategy for improving ties, coordination/co-operation and linkages with private sector (agricultural, natural resources, industrial, trade/marketing, and financial sectors); and.
- (e) The interviewees also reported that the complexities of co-ordination are sometimes affecting the pace of implementation of PEI 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 co-ordination among key stakeholders by consolidating co-ordination efforts and having a committee (e.g. The District PEI Interventions Committee) at District level to oversee the funding, execution, monitoring and evaluation, and reporting processes on PEI, 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 co-ordination and synergies among all parties engaged in the PEI, 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.

## 4. Mapping of best practices, development opportunities and the funding options

LIKE THE ASSESSMENT STUDY, THE MAPPING STUDY ALSO CARRIED OUT THE DESK REVIEW AS WELL AS A SERIES OF INTERVIEWS WITH ALL HEADS OF DEPARTMENTS AT IKUNGI DISTRICT COUNCIL, LEADERSHIP AT BOTH THE WARD AND VILLAGE LEVELS. AT THE WARD AND VILLAGE LEVELS A FEW SELECTED RESPONDENTS SUCH AS FARMERS, TRADERS, AND FISHERMEN WERE ALSO INCLUDED IN THE INTERVIEWS. THE SECTIONS BELOW SUMMARIZES THE STUDY FINDINGS:

### 4.1 Identification of the PEI Project Sites: Rationale and Criteria used to select PEI related Projects

A number of sites have been identified for interventions under the PEI initiatives by Ikungi District Council. A total of 10 projects have been identified for implementation in Ikungi District. These are one Community Radio; two Ward Agricultural Resource Centers (at Ntuntu Ward and Ikungi Village); Mobile Kilimo; A number of training programmes (to be organized at a later stage for champions from both East and West Ikungi constituencies); Irrigation agriculture (at Kimbwi village on the shores of Muiyanji dam and Utaho A village, Kituntu Ward); Fish farming (at Kimbwi village on the shores of Muiyanji dam); Apiary farming (beekeeping) and tree nursery and forest conservation at Mahambe, Kimbwi, Muiyinga and Makiungu and Unyaghumpi villages.

These sites were identified by the research team in collaboration and agreement with the Ikungi District Council. A set of selection (project sites) criteria were tabled and discussed for each identified project. These criteria and the type of projects are presented below:

#### (a) *Community Radio*

The project site has been confirmed. The project will be housed at the Future Development Initiatives (FUDI) who will be the implementing partner (IP). The choice of FUDI has been agreed with Ikungi District Council simply because it is a suitable site in terms of frequencies and radio signals which allows clear broadcasting and is based at Ikungi town where there is electricity. An Implementing Partner (IP) must be a Non State Actor (NSA) with the required expertise which not only operates in the District, but also collaborates with the District Council. Ikungi community radio is expected to facilitate economic activities in the District in terms of for example, dissemination, education, knowledge and information sharing. Extension officers for example will use radio to disseminate new agricultural technology (and therefore promoting technological uptake) and action alert etc.

#### (b) *Ward Agricultural Resource Centres (WARCs)*

The site criteria for the establishment of these resource Centres include the availability of a building that will be easily accessible by the majority of farmers. The Centres should also be established where electricity is available, where possible, or other alternative energy sources can be installed. They should also be in areas where farmers can access markets for their agricultural and fishing products. With this in mind, Ntuntu Ward has been identified as meeting these criteria because it can serve eight surrounding villages. Ikungi village has also been identified because it meets the requirements.

Like Ikungi community radio, the WARCs are expected to facilitate implementation of economic activities in the District for example in terms of information sharing, market information, education and knowledge. Extension officers for example will use the WARCs to disseminate agricultural related information, technology, action alert etc. Foresters and Fisheries Officers can also make use of WARCs to easily disseminate information related to forest and fishing respectively.

(c) *Mobile Kilimo*

This is an interactive mobile platform which will be used for multiple purposes such as financial services, networking, information sharing (communication), awareness creation, public and community sensitization, early warning system etc. This will be availed throughout Ikungi District as it is estimated that 80 percent of people have mobile phones and are used mainly for communication and business facilitation. While E-Agriculture will mainly be used in sites suitable for production of crops, poultry, beekeeping etc, E-Fishing will be used in sites located along the lake and river shores and E-Forestry in sites with community or village forests. This facility can also be used to curb illegal activities such as illegal fishing or harvesting of forest products in the community.

(d) *Irrigation agricultural farming*

Sites for irrigation have been identified due to their strategic and potential location for irrigation agriculture but also because of their potential to scale up as there exists initial developed infrastructure like wetland (*chemichemi*) and traditional irrigation practices. In these selected sites, PEI project will scale up or make a contribution by taking a project a step forward or completing it. The project aim will be to upgrade agricultural farming from being too dependent on rain-fed cultivation to be able to harvest throughout the year.

(e) *Fish farming*

This project has been identified in order to take advantage of the presence of Muyanji man-made dam but also due to the fact that the soil fertility at Kimbwi village is low and hence affecting farmers' productivity.

(g) *Beekeeping*

This project has been identified and sites at Mahambe, Kimbwi, Minyinga and Makiungu and Unyghumpi villages have been confirmed. It has been acknowledged that there is an alarming rate of deforestation in Ikungi District where majority of the population depends on biomass as the major and only source of energy. Some hamlets at Kimbwi village are totally bare and forests depletion is still going on at a faster rate. Due to environmental stress from deforestation, unsustainable farming, unsustainable harvesting of forest products etc., a number of beekeeping groups have been identified in the effort to protect forests and plant trees.

## **4.2 Some Selected Social Economic Conditions**

### **(a) Irrigation Agricultural Farming**

Focus should be placed on assisting irrigation schemes to be fully operational as they have the biggest immediate impact on agricultural productivity and mitigation of climate change. For example, the huge Muyanji man-made dam that is found at Kimbwi village offers huge potential for irrigation agriculture for many of the surrounding communities and villages and has been identified as potential areas for horticultural as well as sweet potatoes farming. Currently, there is the Mang'onji Irrigation Scheme where irrigation is done traditionally. Also at Utaho A village traditional irrigation is practiced.

Farmers are engaged in horticultural farming as well as sweet potatoes along the shores of the dam. The majority of these farmers are youth and the dam is managed by the Kimbwi village government. The type of fish found in the dam is mainly *tilapia* but unfortunately their size is very small due to frequent interruptions caused by farming and fishing activities.

### **(b) The Natural Environment and Beekeeping**

The ecosystems challenges facing Ikungi District includes increasing pressures on resources as a result of rapid population growth, fishing and agriculture characterized by progressive reduction in farm sizes, and unsustainable land use and management practices. Land and freshwater resource base, associated biodiversity and population livelihoods and food security are threatened by land degradation, declining productivity, capacity of croplands and rangelands, disruption of water sources, deforestation and encroachment of agriculture into wetlands. Climate change and variability exacerbates even further this problem.

The topography of Ikungi District is mainly low land. Such characteristics are prone to rain run-offs thus causing soil erosion as well as deforestation. As a result, deforestation is the main environmental challenge in the District. As already mentioned earlier, the population is highly dependent on biomass as a source of energy. The demand for firewood and charcoal is huge, not just for domestic use but also for the salt mining in the District. Urbanization has also put stress on the environment due to increasing expansion of agricultural farm lands that in turn affects natural forests. For example, Minyuhe and Mlilili forest reserves have been totally deforested after intensive tree cutting. Ikungi District does not have a land use plan although some villages do have unofficial plans. As a result, and due to the limited designated grazing areas, cattle is now outstripping land available.

There is also the challenge of by-law enforcement whenever culprits who are involved in e.g. cutting trees are caught as there is a lot of political interference. This is true despite the fact that environmental awareness appears to be high (estimated at 80 percent at Mahambe village). One good example that can illustrate this political interference can be found at Misughaa Forest in Mung'aa Ward. People are cutting down trees at will and when they are caught by the village government they say "*ndiyo demokrasia*" meaning literary "that is democracy"! Officials have no voice and it appears everyone is geared towards the national elections next year.

In terms of tree nursery, there was a veterinary centre at Makiungu village that was heavily involved in the planting of trees across the whole District but is now shut down. Now tree seedlings are sold at between TZS 200 and TZS 500, a price which seems to be too high for majority of farmers although at Minyinga village there is a Korean missionary who pursued pine tree seedlings from Arusha gave them to farmers for planting for free! This year, the Korean missionary is planning to order/purchase 300,000 pine tree seedlings. Although the majority of farmers see seedling prices as too expensive they are, however, willing and motivated to plant trees. The many functions of the natural environment (both use and non-use value) therefore calls for prioritizing environmental conservation in terms of direct interventions such as afforestation and indirect through awareness raising and finding local solutions. As an integrated solution, it has been envisaged that beekeeping should be encouraged and supported.

Currently, there is a beekeeping project at Mahambe village which is being managed by FUDI as an income generation project.

The project is on a farm that is only 1 hectare and has 71 beehives of which 16 are local/traditional beehives. Harvest can be done fourtimes a year. It is estimated that 100 beehives, if properly managed, can generate an income of TZS 35,000,000 a year (Ikungi District Council, 2014). Each beehive produces 20 litres of honey in 6 months and a litre is sold at TZS 10,000 although during low seasons the price reaches TZS 15,000. This income generation/return is much higher than pure agricultural farming. According to FUDI, the project has benefitted 49 beekeeping groups in Ikungi District. The launch of

the project was done on 2<sup>nd</sup> August 2014. The close proximity of Ikungi District to Singida town (only 30km) will also benefit the former as there exists an industry producing white honey at Singida town. Other industries can be found in Dar es Salaam, Dodoma and Tabora.

### **(c) Fishery**

As mentioned earlier, fishery project has been identified in order to take advantage of the presence of Miyanji man-made dam, but also due to the fact that the agricultural land at Kimbwi village is exhausted and lacks its natural soil fertility and hence affecting farmers' productivity. The majority of villagers at Kimbwi village are facing huge economic challenges. For example, due to the poor soil fertility of their land caused by unsustainable agricultural practices, tilling the land is extremely unproductive. There is also a lot of environmental stress caused by the alarming rate of deforestation. Consequently, making a decent livelihood now rests on the engagement with fishing at Miyanji dam. The dam is filled with water throughout the year with plenty of *tilapia* to be harvested and the huge size of the dam made one member of the research team think that it was a lake!

Apart from the size of *tilapias* being extremely small, the dam is also facing an environmental challenge for horticultural farming on the shores. Tree planting should therefore be encouraged along the shores in order to protect and sustain nature. In fact, as the research team was leaving Miyanji dam they encountered a huge stock of cattle, goats, and sheep that were being brought to the dam for drinking water.

### **(d) Farmers' Associations and Microfinance Institutions (MFIs)**

As noted earlier, Ikungi District is poorly served with financial services. For example, there is no single bank in the District. It is therefore paramount that emphasis is placed in supporting SACCOS and other MFIs that have a Division and/or Ward level coverage where possible so that they can also be a platform for further training and capacity building. In respect to farmers' associations/groups, Ikungi District is blessed with many active groups. Various economic groups have been formulated by various champions in collaboration with the District Council and other development partners such as FUDI, especially groups working on beekeeping projects.

These groups include MATUMAINI which was formed by disadvantaged children and AMANI which is owned and run by women entrepreneurs. There are also four newly formed beekeeping groups mainly composed of youths who formed their groups after receiving training from FUDI. All these groups are located at Mahambe village. Farmers groups are scarce at Kimbwi village with only MIYANJI women entrepreneurs. At Makiungu and Unyaghumpi villages, group formations are prominent features. Groups (and their area of focus in bracket) include youths (crop cultivation), women (SME), RAFIKI, CHAPA KAZI, MAPAMBANO, UPENDO etc.

There is also a beekeeping group which was established by retired officers as well as AMANI and MATUMAINI groups made up of people living with HIV AIDS. Selected groups and SACCOS will be offered entrepreneurship training and how to manage a business start-up capital. This will be done under the capacity building programmes which are part of the PEI initiatives. The training programmes are partly intended to raise awareness on the importance of formulating mutually beneficial economic groups for farmers. The programme should also focus on leadership and management skills as many of these groups are led by people with limited education.

## **4.3 Mapping Relevant Local PEI Initiatives**

The process to identify project sites has been described in section 4.1 above. In collaboration with Ikungi District Council this process commenced by setting the criteria for selecting projects and project sites. Then prior to the field survey, ESRF organized a meeting with Ikungi District Commissioner (DC),

District Executive Director (DED) and District Planning Officer (DPLO), where discussion and consensus on the types of projects and respective sites was reached.

#### 4.3.1 Criteria and Indicators for Evaluation of the PEI Projects

Monitoring and Evaluation (M&E) is important in determining the direction and impact of the project. In general, the PEI project aims at improving the livelihoods of the people through economic growth, sustainable environmental management and gender mainstreaming and empowerment. The focus of M&E tool therefore will be on how to track and assess implementation and impact of the identified projects which will be implemented in Ikungi District under Pro-Poor Economic Growth and Sustainable Environmental Development project. In other words, this M&E tool is meant to observe how the values of different performance indicators against stated goals and targets change overtime. Monitoring and Evaluation will help to identify the causal link between the project and resulting measurable outputs, impacts and outcomes. Thus, while monitoring will help track down whether the interventions are being implemented as planned and whether they achieve the desirable objectives; evaluation or impact evaluation will be used to identify the causal link between the interventions or project implementation and the impact or outcome. The monitoring questions are therefore related to monitoring goals and targets i.e. whether the project or interventions are implemented as planned and/or achieving the set objectives, while evaluation questions are pegged to impacts and outcomes.

Implementation of a progressive monitoring and evaluation of the PEI projects identified will therefore use the M&E framework. Data collection and therefore M&E will be undertaken once every year.

**Table 4.1: Summary of the PEI Projects in Ikungi District**

Sn	Project Name	Project Site	Status and Remarks
1.	Ikungi Community Radio	Ikungi Town (FUDI)	The project site is yet to be confirmed but preliminary discussions are ongoing between the District Council and FUDI under the guidance of ESRF
2.	Mobile Kilimo	Ikungi District	This is meant to strengthen production and marketing of agricultural, fisheries as well as forest products
3.	Tree nurseries and tree planting (Forest Conservation)	Mahambe Village in Unyahati Ward	This community is among the villages with high rate of deforestation
4.	Irrigation scheme Tree nurseries and tree planting (Forest Conservation) SACCOS	Kimbwi Village in Mungoa Ward	This community is not only with high rate of deforestation, but also with irrigation potential as well as strong groups (especially farmers, youth) with a potential to form SACCOS
5.	Tree nurseries and tree planting (Forest Conservation) Fish farming Energy saving technologies i.e. Bio-gas and Energy Saving Stoves Ward Agricultural Resource Center (WARC)	Makiungu Village, Munghaa Ward	Makiungu village and the entire ward are facing a number of challenges which exacerbate poverty, environmental stress as well as gender inequality. They include absence or shortage of livelihood sources; deforestation; shortage of energy and drought
6.	<ul style="list-style-type: none"> <li>• Tree nurseries and tree planting (Forest Conservation)</li> <li>• Energy saving technologies i.e. Bio-gas and Energy Saving Stoves</li> <li>• Ward Agricultural Resource Center (WARC)</li> </ul>	Unyaghumpi Villages in Munghaa Ward	Like Makiungu, Unyaghumpi village and the entire ward are facing a number of challenges which exacerbate poverty, environmental stress as well as gender inequality. They include absence or shortage of livelihood sources; deforestation; shortage of energy and drought

Sn	Project Name	Project Site	Status and Remarks
7.	<ul style="list-style-type: none"> <li>Tree nurseries and tree planting (Forest Conservation)</li> <li>Energy saving technologies i.e. Bio-gas and Energy Saving Stoves</li> </ul>	Minyinga Village in Mnghaa Ward	Capacity Building in forest conservation, and the energy saving technologies is required
8.	<ul style="list-style-type: none"> <li>Irrigation schemes</li> <li>SACCOS</li> <li>Beekeeping</li> </ul>	Utaho 'A' Village in Kituntu Ward	Capacity Building in irrigation agriculture; SACCOS and Beekeeping is required
9.	Training Programmes	All Project Sites	Limited knowledge on Bankable Projects, Loans Applications, utilization and overall management, as well as beekeeping, poultry and fish farming

As the integral part of the monitoring and evaluation process, the overall goal and specific objectives, outcome and performance indicators, and means of verification, baseline data and targets are included in the M&E framework Note that, implementation of the activities is important for the project to realize the desired outputs. Likewise, the realized outputs are necessary for the project to attain the spelt out project objectives. It is only when all the activities are successfully implemented; expected outputs and respective project objectives are realized, the overall goal of the project can be achieved.

A number of indicators for evaluation of the PEI Projects have been identified (Tables 4.2). They range from establishment of projects, number of beneficiaries, income generation, and creation of opportunities such as employment, skills development. Others include, access to loans, resource mobilization, improved communication, gender status, the status of the natural environment, and project inception (See also Tables 4.2). Section 4.4.2 has also presented qualitative indicators and qualitative baseline information for various projects.

### 4.3.2 Project Implementation

#### (a) *Pre-requisites for Successful Project Implementation*

The projects listed in Table 4.1 were identified by the survey team in collaboration with officials of Ikungi District Council, and the President's Office - Planning Commission with the inputs from UNEP and UNDP. The requirement or criteria include the fact that a project must be executed within Ikungi District; it must be a priority in the respective community (in terms of benefiting as many people as possible, with notable impacts); and must address any of the four challenges namely the environment, gender, poverty or climate change.

While UNEP and UNDP are expected to provide the funding, ESRF and Ikungi District Council will be responsible for coordination, monitoring and evaluation. In addition, to the aforementioned players, a number of other actors will be involved in the project implementation. These are the Non State Actors (NSAs) operating in the District (NGOs, CSOs, etc), champions in the respective Wards and Villages such as Women Groups, Youth Groups, Farmers Groups, and individual champions. In Ikungi District NSAs working in the District and whom ESRF might use as Implementing Partners (IPs) include ENGENDER; Marie Stoppes; SACCOS, UNESCO, Twiga Bancorp Bank, World Vision; Makiungu Hospital; and World Food Organization (WFP). Others are MEDA; Health Action Promotion Association (HAPA); PSI; FUDI; Farm Inputs Promotion Serveces (FIPS); Ifakara Heath Center; Sanitation and Environmental Management Action (SEMA) etc.

Expertise and/or skills are among the critical requirements for the success of the projects. The government support, commitment and political will of the leadership in Ikungi District, and commitment

of the people are equally important if these projects are to make notable impacts in the respective communities. Strategic interventions or projects which are proposed in this report, can only make meaningful impact when there is a serious implementation framework and/or timetable with a clear roadmap as well as monitoring and evaluation tool. Thus, other important issues for success include the following:

(i) *The Timeframe*

The timeframe provides timeline in terms of when to start (and what to start with), and when to finish. The given timeframe needs to be respected and the interventions must be implemented within the agreed time period. One does not have to make it too ambitious, but it is important that the timeframe is realistic. All the proposed projects in this programme will be implemented within the three project lifetime i.e. 2014 – 2017. Each individual project will have its own timeframe (within the three years) to be specified at a later stage. Implementation of the projects in Ikungi District will commence the first quarter of 2015.

(ii) *The Actors*

It is important to show clearly the roles and responsibilities of different actors who will be engaged in the execution of the projects (implementing partners). As noted earlier, implementation plan will need responsible and committed people to make it successful. As pointed out below in Ikungi District; the Council, ESRF, Future Development Initiatives (FUDI), Community Leaders, Champions within community members etc are expected to take a lead in the implementation of the projects.

(iii) *Resources*

Any strategy and/or project must be financed. Resources must therefore be mobilized and therefore the resource envelope must be known. The resource envelope shows what it takes in terms of financial resources to implement the projects. This is an expensive plan which may not be successful if the resources are not forthcoming.

The Funding options for these projects show that, in addition to UNEP and UNDP; the District Council (Central Government), Twiga Bancorp, private sector (Non State Actors such as NGOs and CSOs), private sector, other Development Partners and Community members have an important financing role. These are among the necessary pre-requisites to bear in mind.

(iv) *Monitoring and Evaluation*

Monitoring and evaluation must be one of the components of the implementation framework. The District Council must therefore ensure that these projects are successfully implemented i.e. the project results are realized, and the number of beneficiaries are increased. There is also a need to reveal in advance the expected outputs. This will among others motivate actors as well as community members. It will also help to measure the extent to which the interventions have been successful.

Note also that, a successful project will be identified as the Best Practice for other Villages, Wards and District Councils to learn. Efforts will be made to ensure that Villages, Wards and Local Government Authorities (LGAs) draw lessons from successful projects (Best Practices) from other pilot Districts.

**(b) *Implementing Partners (PIs)***

Ikungi District has a number of potential implementers of the identified projects. Indeed the projects identified for implementation in Ikungi will require diverse skills and expertise. It is therefore necessary to identify possible collaborators (implementers) and from them choose specific implementing partners

whom can collaborate in implementing the identified projects. Ikungi District Council and ESRF are among the key players. However, in addition to the District Council and ESRF, it is strongly recommended that Future Development Initiatives (FUDI), and selected members of the project communities be part of the collaborators (IPs) given their involvement and experience in Ikungi District where they work. For Ikungi Community Radio for example, Future Development Initiatives (FUDI) is recommended to work as a sole Implementing Partner (IP).

## 4.4 Monitoring and Evaluation (M&E) System for Tracking Changes of the PEI Projects

### 4.4.1 Monitoring and Evaluation Framework

As pointed out earlier, a total of 10 project areas have been identified in Ikungi District (4.1 and 4.2).

A successful project implementation will require an overall project goal; the objective; output; activities; outcome and performance indicators; means of verification, baseline data and targets are spelt out, among others. While Table 4.1 presents the Monitoring and Evaluation (M&E) Frameworks for the Community Radio project in Ikungi, the appendices have presented the M&E Frameworks for the remaining projects identified in the District<sup>8</sup>. All the M&E Frameworks have defined the overall project goal; the objective; output; activities; outcome and performance indicators; means of verification, baseline data and targets.

**Table 4.2: Logical Monitoring and Evaluation (M&E) Framework**

Project Name	Ikungi Community Radio			
	Indicators	Means of Verification	Baseline Data (2014)	Targets (2017)
<p><b>Overall Goal:</b> Is to make the community of Ikungi District access information and knowledge needed for development</p>	<p>(a) Established Community Radio in Ikungi District (b) Number of people accessing information and knowledge through Ikungi Community Radio (c) Number of men (and women) accessing information and knowledge through Ikungi Community Radio (d) Number of people creating opportunities such as trade and businesses through Ikungi Community Radio</p>	<p>(a) Establishment of Ikungi Community Radio (b) Operating (broadcasting) of Ikungi Community Radio (c) Accessing information and knowledge through Ikungi Community Radio (d) Creation of opportunities (e.g. Trade and Business)</p>	<p>0 (None) 0 (None) 0 (None) 0 (None)</p>	<p>1 133,750 65,538 (68,213) 133,750</p>
<p><b>Objective 1:</b> To improve access to and information sharing among the people of Ikungi District and the neighborhood through radio programmes</p>	<p>(a) Number of people of Ikungi District accessing and sharing information and knowledge through Ikungi Community Radio (b) Number of men (and women) of Ikungi District accessing and sharing information and knowledge through Ikungi Community Radio</p>	<p>(a) Accessing information and knowledge through Ikungi Community Radio</p>	<p>0 (None) 0 (None) 0 (None)</p>	<p>133,750 65,538 (68,213)</p>

<sup>8</sup> One M&E table for Ikungi Community Radio Projects is presented in section 4.3 as an example, to enable readers follow the discussion. The rest of the M&E Frameworks are presented in the appendices

Project Name	Ikungi Community Radio			
	Indicators	Means of Verification	Baseline Data (2014)	Targets (2017)
<b>Output:</b> Ikungi Community Radio' infrastructure and its facilities installed and functioning	(a) Complete set of radio infrastructure and facilities (b) Radio Studio	(a) Installed Radio infrastructure and facilities (b) A functioning Radio Studio	0 (None) 0 (None)	1 1
<b>The Activities:</b> Community Radio license obtained; Feasibility study conducted; Site for Community Radio identified; the Studio and Radio Equipments procured and installed; Staff Recruitment completed; Community Radio running.	(a) Community Radio license (b) Feasibility study (c) Site for Community Radio (d) Full Studio (with Radio Equipments) (e) Key Staff of Ikungi Community Radio (f) Community Radio	(a) Availability and implementation of the following: (b) Community Radio license (c) Feasibility study (d) Site for Community Radio (e) Full Studio (with Radio Equipments) (f) Key Staff Ikungi Community Radios (g) Community Radios	0 0 0 0 0 0	1 1 1 1 10 1

Data for the monitoring and evaluation will be collected once a year during the three project period.

### (a) Describing the M&E Tables

M&E Tables present the necessary components of the Monitoring and Evaluation systems for the 10 projects which will be implemented in Ikungi District. The first column defines four important variables namely, the overall goal, objectives, outputs and activities. As pointed out earlier, overall goal spells out the ultimate destination the projects intend to reach. This is a broad objective set by the project implementing consortium. The objectives define small goals which the projects have to achieve to be able to meet the overall goal. Below each objective the matrix shows a number of expected outputs. These are requisite outputs which the project has to produce to be able to meet the spelt out objectives and therefore the overall project goal. Note that for the outputs to be produced, some activities must be implemented. Thus, a set of activities have been presented under each output.

The second and third columns of the matrix present performance indicators and means of verification respectively. Indicators are specific empirical measures required to monitor progress towards achieving the overall project goal such as number of beneficiaries; completion of the radio station; access to information and knowledge; trade and business creation etc.

The project objectives can therefore be monitored by assessing performance indicators. Means of verification are used to confirm the monitoring findings, while the baseline data shows the current situation (the situation before project implementation), and the targets show the destination (where the community around the project wants to go). Fulfillment of these preconditions is inevitable if the project has to achieve intended objectives and goals.

### (b) Other Components of the M&E System

To ensure adequacy and effectiveness of a monitoring system, a number of minimum requirements must be fulfilled. First is the availability of relevant data. Data for all the specified indicators must be collected and analysed to be able to make a meaningful monitoring of the projects. There are important actors who must be available, and a number of activities which must be performed for a monitoring

system to be effective. The actors and activities needed include data producers (data collectors); data analysts (data analysis); Data and analysis users (dissemination and feedback); decision makers (make relevant decisions and changes); and stakeholders (beneficiaries of services, NSAs and community members etc).

Whenever data is collected, the key questions used during the baseline study must be repeated. After data collection and analysis, the findings must be compared to the findings and/or status of the project during baseline, to be able to make conclusions on performance and direction of the project.

### **(c) Major Objectives of Monitoring**

As pointed out earlier, monitoring is a crucial tool for four major reasons or purposes:

- (i) *Effective Management:* If actual implementation diverges from planned implementation, monitoring provides evidence and can gauge the magnitude of the problem that need to be identified and addressed;
- (ii) *Policy Transparency:* NSAs, community members and LGAs are entitled to information related to policy formulation, financing, and implementation of various projects in the District which will be generated through an efficient monitoring and evaluation system;
- (iii) *Democratic Accountability:* NSAs, community members and LGAs are entitled to know whether project expenditure matches budget allocated for the project. If there is a mismatch, they have the right to know the reasons;and
- (iv) *Feasible and realistic Target Setting:* It is very difficult to know what is possible to achieve in the future without knowing what has been possible to achieve in the past. It is only possible to know what has been achieved in the past and set new targets through monitoring and evaluation.

#### **4.4.2 The Baseline Information**

Table 4.1 and the appendices have mainly presented quantitative baseline data for the specified indicators. This section presents qualitative indicators and the associated baseline information. Broadly, the qualitative indicators include gender, the natural environment, climate change, poverty profile and livelihood. Other indicators defined broadly are communication (and information), and irrigation.

### **(a) Gender Status**

Gender roles in the Ikungji District's household and communities are divided based on the traditions and culture (local and global). Women are involved in all household issues, including looking after family welfare and utility, upbringing of children, fetching water, collection of firewood (mainly for household cooking), preparing food and farming of annual crops or horticultural crops (Fig. 4.1 & 4.2).

Men are involved in activities such as farming, fetching firewood (Mainly for bricks making but fetching firewood activity for energy is done by women), cultivation of perennial crops and trees, livestock keeping, hunting, house construction and maintenance, sale and trade of produce and allocation of resources, and other activities. The central role of the woman in the Ikungji household and community well being and economy is fundamental. Recently, the Ikungji is

**Figure 4.1: Women at Work**



witnessing a slow transformation of gender authority and productivity to women.

This includes women engaging in off-farm income generating activities and new economic opportunities such as selling various agricultural and natural resources activities, processing of oil seeds to produce vegetable oil, trading in different merchandise, and formation of women groups aimed at helping each other in terms of advice, developing right ideas and planning, organizational development, co-operation in execution of the jointly planned activities, enhancing perseverance in hard times, and raising capital.

Although some interventions by both the local government and judiciary have called down the problem, Gender Based violence (GBV) and Female Genital Mutilation (FGM) are still evident<sup>9</sup>. This is not unique to Ikungi. Other two Districts (Bunda and Sengerema) under the study have also recorded an alarming degree of GBV as well as FGM cases. The GBV levels in Singida (Ikungi District) is 46 percent, while the FGM level is 43 percent which is disquieting. In some cases women are bitten for engaging themselves in business and trade without seeking permission from their husbands thus discouraging most of them to run businesses. Women traders and producers do not therefore have voice and freedom to make decisions. There is a need to elevate their voice.

The District still have potential economic venture through existing women groups, including among others; Poultry Farming (Isuna and Ikungi), Production of honey soap making (Unyankhanya), Fishing (Ihanja), tree Planting (Ihanja and Unyankhanya), food stall (Ntewa), farming (Nkuli), animal husbandry (Ihenja) and environment conservation (Ihenja).

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

**Figure 4.2: Women and Livestock**



### **(b) The Natural Resources, Environment and Climate Change**

Overtime the quantity and quality of the natural environment in Ikungi has been deteriorating. Severe land degradation and subsequently loss of soil fertility caused by a range of factors such as population pressure, unsustainable farming methods, slash and burn practices to clear land for farming (Fig. 4.3) and increase soil fertility. Other factors include, overgrazing and land cover depletion including deforestation which is widespread with very few of afforestation activities such and tree seedling nurseries.

**Figure 4.3: Deforestation in Ikungi District**



Unsustainable practices leads to the growing stress on the natural resource base and climate change related risks. To make it worse, viable local long term adaptation strategies in Ikungi are lacking.

Like many other Districts in Tanzania, Ikungi District also suffers from energy shortage. The main energy sources are biomass mainly, firewood and charcoal which takes about 96 percent of the total energy consumed in the District. Other energy sources

<sup>9</sup> See the Summary of the Assessment Study (ESRF, 2014)

include, kerosene, petrol and diesel powered generators and photovoltaic solar panels. Only a minority of the households are connected to the national grid. The recent rural electrification following establishment of Rural Electrification Agency (REA) covered few areas of the District including Ikungi and Puma located along the Dar es Salaam - Mwanza Highway and Makingu (PeriUrban) located away from Dar es Salaam - Mwanza Highway. As pointed out earlier, the population mainly depends on biomass – firewood, charcoal and crop residues to meet their basic daily energy needs (Fig. 4.4 & 4.5) for cooking and heating water.

Wood is also needed for such things as fuel for industries like brick making. Other energy sources include kerosene/paraffin for cooking and lighting, electricity for lighting and other economic activities such as value addition and processing.

**Figure 4.4: Energy Saving Technologies – Biogas**



Energy requirement is said to be a catalyst to deforestation and traders take advantage of the growing demand for energy to expand their business by cutting down trees for e.g. brick burning, charcoal and firewood production for sale thus, threatening sustainability of forests in the District.

**Figure 4.5: Energy Saving Stoves**



### (c) **Poverty Profile and Livelihoods**

Ikungi is generally one of the poor Districts in Tanzania judging from the following determinants and social characteristics:

- (i) Insufficient education and knowledge which prohibits people from practicing environmentally sustainable agriculture, livestock keeping, fisheries development and protection of natural resources against degradation;
- (ii) Inadequate information at all levels especially to farmers; and
- (iii) Unpredictable and unstable rainfall. This has detrimental effects on household welfare and has much stronger effects on Ikungi livelihoods, consistent with a higher engagement in agriculture, livestock, and natural resources sectors by households and very little diversification outside of agriculture.

During the good harvest market for agricultural products become a challenge because of low prices they fetch. Having one rainy season a year and higher reliance on agriculture for food and income,

**Figure 4.6: Livelihood Sources**



low prices for their products also affects them substantially. To a large extent under performance in agriculture is due to poor storage facility and longer time of waiting for another harvesting period. Remoteness and decreased market access of communities living in remote areas were also found to significantly stifle agricultural growth, e.g. lack of feeder roads to the main road make the farmers to sell their produce at throw away prices.

Growing stress on the natural resource base and unstable and unpredictable weather patterns, and inadequate adaptive and mitigation capacity and

resilience is causing suffering and constraining social economic development efforts (Fig. 4.6). In summary, it was found poor yield, soil erosion, poor methods of farming, unreliable weather, insufficient agriculture product markets and crops and animal diseases are the main causes of Poverty in Ikungi District. It was established that, although Ikungi District is not fairing well in poverty (income poverty in particular) they do better in non-income measures such as access to education and health<sup>1</sup>.

**(d) Information and Communication**

Ikungi is a newly created District Council which started in 2013. It is therefore one year in operation. Information and communication in the District has not been better. This is one of the challenges the District is facing despite the fact that mobile phones have made significant penetration (Fig. 4.7). On average mobile phone penetration is approximately 70 percent. There is inadequate information at all levels especially to farmers, e.g., for improving farm productivity, profitability and diversification; post harvest management of crops and animal products; markets; available training opportunities; inputs; basic financial management, available grants, subsidies, soft loans, unleashing investments, pests and diseases, nutrition, etc.

This is mainly because mobile phones are mainly used to make calls for ordinary conversation. The mobile network in Ikungi lacks proper content which makes some of the proposed projects very relevant. Contents for mobile phones apart, Ikungi have neither a radio station of its own nor a Ward Resource Center. The absence of these makes it even more complicated to communicate and access or share information.

Since on average 70 percent of the households in Ikungi District own mobile phones, it is appropriate to launch e-communication programmes such as mobile-kilimo, mobile-fishing and mobile-forestry.

**(e) Irrigation Farming**

Agriculture is the main economic activity in Ikungi District followed by livestock keeping. Other productive sectors include forestry, beekeeping, and trade (business). Among the challenges the agriculture faces is dominance of subsistence smallholder farmers and reliance on rain-fed agriculture. The impact of climate change has also been a serious challenge where floods and mainly drought has made it difficult for farmers to improve agricultural productivity.

A few irrigation schemes (Fig. 4.8) are practiced to mitigate the impact of climate change and address the problem of single season which encourages idle labour and denies farmers in Ikungi to practice two or more seasons a year.

Among the areas where Ikungi practice irrigation farming are Kimbwi Village in Mungoa Ward and Utaho 'A' Village in Kituntu Ward. Most of the irrigation schemes in Ikungi are traditional where either all canals are not surfaced or farmers use water buckets or water pumps for watering their farms.

**Figure 4.7: Mobile Communication**



**Figure 4.8: Traditional Irrigation System**



**Figure 4.9: Beekeeping in Ikungi**



A part from being laborious this irrigation system does not allow farmers to expand their farms and therefore affecting yield. Beekeeping (Fig. 4.9) is a rapid growing economic activity with high potential to raise income of the people of Ikungi. This is done mainly in the protected natural forest. It is among the leading environmental friendly economic activities.

**(f) Associations and Groups**

This District is poorly served with financial services. Financial inclusion and deepening are therefore significantly low. Financial facilities or institutions are not many. During this survey (August-September 2014), some information was circulating that CRDB bank will soon open a mobile bank in Ikungi.

Some Microfinance institutions have subsequently been established in different forms like Savings and Credit Cooperative Society (SACCOS), Rotating, Savings and Credit Associations (ROSCAS), Accumulative Savings and Credit Associations (ASCAs) and associations or groups (farmers, women, youths etc). However, most of these microfinance institutions cannot meet the growing demand of financial services including credits because they are inefficient and not sustainable. This is partly due to the fact that most of them are informal and not regulated by the Bank of Tanzania. A proposed project on bankable projects and formation of strong MFIs therefore will be appropriate given the current situation of financial services.

## **4.5 Mainstreaming Upcoming Local and National Development Planning Agenda**

**(a) Irrigation Agricultural Farming**

Agriculture and in particular Irrigation agriculture has been earmarked as a major entry point that will produce big results in terms of enhancing productivity and income of people in Ikungi District. Agriculture is generally a low capital or input intensity activity, using relatively low farm inputs such as fertilizers and improved seeds. Subsequently, agriculture has persistently registered lower productivity and a lower growth rate than other activities such as services, thus affecting negatively the pace towards poverty reduction. Poorly developed marketing arrangements are exacerbating the problem even further.

The major productivity enhancing factors which require scaling up are therefore productivity improvement through the promotion of the use of fertilizers and mechanization, processing, marketing, storage and irrigation projects (in order to reduce dependence on rain and be able carry on with farming activities throughout the year). Other entry points include the use of non-chemical fertilizers, enforcement of by-laws on encroachment of river sources and banks so as to protect water sources. It should be highlighted that, currently, Ikungi District Council has continued to support agricultural farmers groups by enhancing mechanization. Under the ASDP, certain groups have been given power tillers and tractors whereby 20% contribution is done by the group and 80% covered by the District Council. A total of 14 power tillers, 1 rider ad 8 tractors have been given out to farmers under this arrangement.

**(b) Fishery**

To a large extent, the fishing sector in Ikungi District needs to be modernized so that it adopts new fishing technologies. Promotion in the use of modern fishing facilities such as engine-powered modern fishing boats (trawlers, seine) is needed; as well as capacity building especially in production, processing and packaging. Establishing and strengthening fisheries farmers groups is therefore paramount. Additional measures include, establishing and construction of fish collecting centers/markets and cold storage

facilities (rooms, vans) at main collection points at e.g. Kimbwi village, Makiungi/Unyaghumpi and Ikungi town; construction of fish ponds along the shores of the dam; promotion of fish ponds and, where possible, cage fishing, and construction of demonstration plots for knowledge development.

### **(c) Environment Conservation and Beekeeping**

Establishing tree nurseries and planting of trees is paramount to environmental conservation in Ikungi District. Environmental awareness among inhabitants in Ikungi District is not low as one might imagine due to the levels of deforestation etc. For example, at Mahambe village it is estimated to be 80%. It is therefore crucial in creating awareness to the villages on environmental issues and establishing and strengthening villages' environmental committees. Afforestation should go hand in hand with supporting and improving beekeeping activities especially for groups that are currently engaged in beekeeping. Beekeeping was seen as both source of income and playing an important role in conservation of forests. In this regard, beekeeping groups should be given a priority and support should be channeled through Future Development Initiatives (FUDI) which immense experience in this particular area as shown by Mr. Leso Boniface of FUDI.

### **(d) Farmers' Associations and Microfinance Institutions (MFIs)**

Land ownership and title deeds for farmers should be prioritized. This is extremely important so as to allow farmers to be able to have collateral for financial loans from accredited banks and other microfinance institutions. Many farmers face challenges of investment capital.

## **4.6 Mapping of the Alternative Funding Sources**

### **4.6.1 Introduction**

Underfunding and resource gap is one of the major challenges which Ikungi District Council has been facing. The resource gap has subsequently necessitated the council to drop some of the priorities spelt out in the district annual plans.

Like many other District Councils, there has always been a huge gap not only between the resource requirements (or the budget requested by the Council) and approved budget (i.e. budget allocated to the District), but also between the approved or allocation and the amount of funds released. In addition, many times disbursement is unreliable and not timely. Late disbursement is one of the causes of implementation failure by the council because remaining time does not allow the council to initiate and accomplish some of the plans and projects.

About 90 percent of the Council's approved and allocated budget (to finance the District Development Plans (DDP)) comes from the Central government. In other words, like all other councils in Tanzania, Central Government is the major source of the district budget, despite the fact that Ikungi District Council also raises some revenue from local sources mainly from sale of agricultural produce, small business, forest and small scale mining. There are also revenues from crop cess, tax revenue from forest products, fees paid by contractors, sales of tender books and bus stands etc. Generally speaking, the revenue base for Ikungi District is small and weak. It accounts for an insignificant proportion of the total approved budget. In addition, the recent requirement by the Parliamentary Committee that 60 percent of the internal revenue for all the District Councils in Tanzania should be directed to development projects is constraining even further the effective implementation of many council operations and service delivery functions. The council's budget is therefore limited given the priorities spelt out in the DDP and total district resource requirements. The council must find alternative ways (alternative funding sources) to mobilize additional resources if the DDPs (or district development priorities) are to be implemented successfully.

## 4.6.2 Alternative Funding Sources

Like almost all the District Councils in Tanzania, Ikungi has not felt to have any obligation to mobilize additional resources from other sources to bridge the resource gap and be able to finance the excess district plans. The current Institutional and Legal Frameworks governing the operations of District Councils in Tanzania do not provide space for the district executives become pro-active and mobilize resources from other possible sources to complement their budgets. Throughout, the excuse for underperformance of the District Councils has mainly been budget deficits and late disbursement. Existing opportunities for additional resources have virtually not been utilized.

Ikungi District can attract multiple sources of funding if it is given space and freedom.

The opportunities which the district has not been able to utilize fully in the past include direct engagement with Development Partners (DPs); International Organizations; local institutions such as Parastatal Pension Fund (PPF), National Social Security Fund (NSSF), and the National Housing Corporation (NHC)), and use of diasporas. Others are bankable or fundable projects; attracting investors in the district; attracting private sector investment capital; effective use of small scale players (entrepreneurs) at community level such as farmers, livestock keepers and fishermen; improve financial management and resource management; and promote tourism in Ikungi District. These are among the potential complementary funding sources which have not been utilized by Ikungi District Council.

### **(a) Local institutions such as PPF, NSSF, and NHC**

A number of local institutions such as Parastatal Pension Fund (PPF), National Social Security Fund (NSSF), and the National Housing Corporation (NHC) have made massive investments in Tanzania.

There are cases where these organizations have been looking for areas to invest. Investment requires different strategies, campaigns and diplomacy. The district government executives (with the support of key regional executives) therefore need to be strategic and aggressive. The district government must make it a habit to target potential investors and go out for negotiations with them. The National Housing Corporation (NHC) for example are mandated to provide and facilitate the provision of high quality housing in Tanzania for use by members of the public as residential or commercial buildings. They also undertake massive construction of both residential and commercial estates. Apart from NHC, there are National Social Security Fund (NSSF) and Parastatal Pension Fund (PPF) which are meant to promote investment in real estates, among others. The district government needs to take deliberate initiatives towards utilization of such opportunities by attracting investments in the district. This could successfully be implemented by appointing a powerful negotiation team which will be representing the district in such negotiations.

### **(b) Diasporas**

Studies have testified that a number of investors hailing from different District Councils such as Ikungi District (and Singida Region in general) are investing outside their district. Most of the investors under this category are attracted by the friendly investment climate elsewhere. A part from the cultural and economic factors and/or obstacles, majority of the potential investors hailing from Ikungi district have lost confidence and trust over the investment climate in Ikungi District. The institutional and legal framework governing investment activities in the district (e.g. Red tapes, bureaucracy, and infrastructure) are among the factors mentioned frequently by respondents.

Diasporas do not feel that they are part of development process in Ikungi District, Singida Region. Thus, the intimacy and partisanship between the two sides is more or less absent. The question is – What the district and regional governments should do to better make use of this opportunity. The district and regional government needs to be proactive and attract diasporas as partners in district development.

This can be done through mobilization via e.g. a forum of indigenous investors to campaign and lobby and attract them to invest at home. This should be organized by the district in collaboration with regional authority.

**(c) *Develop bankable or fundable projects***

A Bankable Project is also known as a Fundable Project. This is a project or proposal that has sufficient collateral, future cash-flows, and high probability of success, thus it is acceptable by institutional lenders for financing. Ikungi District Council has not utilized such funding alternatives in the past. Fortunately, there are financial markets all over the world where capital is sold to would be investors with a condition of producing bankable projects. Examples of suppliers of loanable funds in the capital markets are various banks (like CRDB Bank, SELF, Twiga Bancorp, etc), stock exchange, different calls for grant proposals etc. There are many calls for grant proposals which suit a variety of demanders of loanable funds including African governments (Central and Local Governments), NGOs, research and regional institutions.

These are also funding opportunities which are suitable for Ikungi District Council and which could have been exploited by the councils and address the chronic problem of resource gap. There are two important pre-requisites here. First, Ikungi District Council must build the capacity of developing loanable or bankable projects, and secondly, the district staff must cultivate a culture of frequent search for grant opportunities or announcements. To do so, district staff must be motivated and have freedom to pursue these alternative funding sources.

**(d) *Attracting investors in the district***

Ikungi District is blessed with a number of investment opportunities (potential) which have not been utilized. They include marine transport, forestry, and beekeeping. There is therefore a need for Ikungi District Council to change its mindset and attitudes by taking its own measures to mobilize resources and attract investors in the district. This process must begin with preparation of the District Investment Profile and Plan; and District Social Economic Profile. These are useful tools which can be used aggressively to market the existing investment opportunities in the district through a well organized Investment Forum.

**(e) *Attracting private sector investment capital***

Ikungi District Council needs to fully tap the resources from private sector by encouraging the players to participate in implementing the District Development Plans (DDPs). To make them respond positively, the council needs to create an incentive package for them. In the forest sector for example, the District Council should encourage and promote associations of charcoal dealers, license them, give them titles or property rights to own and operate sustainable forest estates for production of forest products such as timber, charcoal and wood fuel. It is high time now investors are attracted in the area of forest management in a sustainable way. The government need to develop a mechanism where investors will be allowed to own land and invest in reforestation (tree planting) aimed at production of forest products for both local as well as external market. Allow the investors to plant the right tree species, using rotational age to ensure continuity and a stable market supply. The demand for energy is readily available.

**(f) *Involve and empower players at community level***

It is reported that poor involvement and therefore absence of active participation of the key players at community level (particularly the LGAs, Ward level and Village level) in both formulation and implementation of national and district plans is the main reason for the dismal performance of Ikungi District Council. Involvement and active participation of the lower level is therefore critical if the impact

of DDPs is to be felt.

Apart from their involvement and participation, building of their capacity is another factor the district needs to consider. Thus Ikungi District Council must use champions effectively. These are such as small scale farmers, women, livestock keepers and fishermen.

**(g) Improve financial management and resource management**

Capacity of most District Councils in Tanzania is low. Among the capacity gaps in Ikungi District include skills and competencies of the district staff. For optimal utilization of the resources the district manages to mobilize, the district must have competent staff for financial management, resource allocation and utilization.

**(h) Development Partners and International Organizations**

There are a number of projects which are implemented by various District Councils in Tanzania, funded by the DPs directly. However, in most cases this is a result of the initiatives by respective District Councils in terms of negotiating with the DPs directly requesting them to finance bankable projects by District Councils. Ikungi District should also pursue this funding alternative in order to bridge the resource gap which the district has been facing.

These are among the potential complementary funding sources which have not been utilized by Ikungi District Council. During the survey, significant efforts or contributions by community members were evident especially in fishing, agriculture, housing, irrigation, beekeeping and WARCs where beneficiaries have constructed descent houses, and other buildings to cater for offices and other official activities. The team visited a few NSAs such as Future Development Initiatives (FUDI), who are active players in Ikungi District.

As noted earlier, Ikungi is not oriented towards its own resource mobilization system. In terms of resources the council relies mainly on the Central Government for more nearly 90 percent. Other sources make an insignificant share of the total district budget. There is a need for the council to make use of other potential local revenue sources which have not been utilized in the past. Also important to point out is sourcing from financial institutions. The council has not fully utilized existing financial institutions mainly due to low LGA capacity and skills to prepare Bankable Projects and submit them for funding. There is therefore a need to support Ikungi District Council in terms of preparing Bankable Projects for the council and present them to the respective banks.

## **4.7 Scaling up and replicating P-E best practices**

As already noted, Ikungi District was created as a fully fledged district with effect from 8<sup>th</sup> March, 2013 and was formerly part of Singida Rural District. A total of 8 projects have been identified for implementation in the District. The ultimate goal is to identify areas that need improvement and scaling-up for better results and that can be emulated by other communities. In this context scaling up means expanding, replicating, adapting and sustaining successful policies, programs or projects in geographic space and over time to reach a greater number of rural poor communities in Ikungi District.

The following proposed measures are expected to improve performance of the projects and resource utilization thus leading to improved livelihoods of people in Ikungi District:

- (a) Strengthen the microfinance system through support of SACCOS.
- (b) Support for the development of agro business and multiple value chains, for microfinance through multiple channels, and for women and young entrepreneurs. Training should focus

on helping rural entrepreneurs in Ikungi District to identify business opportunities and to help prepare business plans that then can be submitted to TWIGA Bankcorp for financing.

- (c) Support the development of the small holder irrigation value chain development through training, technical assistance and credit support.
- (d) Diversification of Smallholder Farming Systems in Ikungi District through cultivation of indigenous trees and support beekeeping initiatives.
- (e) Scaling up value chains, and especially in terms of access to markets.

The WARC will be equipped with the necessary computer hardware and software, and their staff will be capacitated to undertake the requirements of the project. The centre will be able to access and analyze information, for which its staff will be trained in the use of ICT to search for information relevant (as per PEI solutions under this project) to communities.

Note also that, the PEI initiative will support study visits where beneficiaries from Ikungi District will be supported to visit and learn from best practices in other districts (Nyasa, Bukoba Rural, Bunda, Ileje and Sengerema). Where possible beneficiaries from the five districts will be supported to visit Ikungi District and learn from any best practice. Within Ikungi Districts, arrangements will be made to support study visits between wards and between villages.

# 5. Conclusions and Recommendations: Assessment Study

## 5.1 Conclusions

The primary aim of this study was to identify and document the institutional, legal and financial challenges on poverty - Environment (P-E) implementation in Ikungi District at the District, Ward and Village level. This included examining the social economic and environmental profile of Ikungi District; to assess the gaps in both the integration and implementation of P-E, climate change and gender components in the planning and budgeting processes from the national level, sectoral to local levels; to assess the effectiveness and adequacy of mainstreaming P-E initiatives, Climate Change (CC), and Gender issues in the planning and budgeting processes at different administrative levels; and lastly, to explore the appropriateness of institutional and legal framework.

The institutional processes and mechanisms for co-ordination of development planning and implementation were found to be supportive and enabling the implementation of PEI objectives at District level including Wards and Village level. The key challenges were the inadequate financial and human resources and working tools, e.g., lack of appropriate and reliable software and data management facilities for management, co-ordination, performance review, M&E, quality assurance, and impact evaluation; lack of access to fast internet connection; and limited transportation facilities.

The results showed that Ikungi District Council planning, implementation, operations, monitoring, and reporting systems of PEI initiatives comply with National Frameworks for PEI objectives, i.e. are consistent with national policies, laws and strategies. More work and efforts are still needed for implementation and compliance to the Land Acquisition Act (Fair Compensation), National Environment Policy 1997, Land Act No. 4 of 1999, and Village Land Act No. 5 of 1999, National Irrigation Policy, 2010, National Forest Policy, 1998, National Water Policy, 2002; National Population Policy, 2006, Environmental Management Act 2004, Forest Act No. 7 of 2002, and Fisheries Act No. 22 of 2003.

Districts level by-laws were found to be consistent with the National Laws and were found to enable the implementation of PEI initiatives. The legal challenges facing the District Council in implementing Environment and Poverty initiatives are: a) For District Council By-laws to work they need to be submitted and approved by the parent Ministry, PMORALG, which sometimes takes a long time;

b) The leadership at Ward and Village level do not have the requisite capacity (skills in particular) to prepare and implement their by-laws, which is hindering the implementation of PEI initiatives; and c) the misunderstanding between implementation frameworks of sectoral laws and by-laws, particularly between environment management vis-a-vis development of projects.

The budget preparations and use the guidelines in Ikungi District Council were found to be in line with agreed budget circle and supportive to the implementation of PEI initiatives. As per budget guidelines, the budget processes are initiated from the grassroots (*Kitongoji*) level through the O and OD (Opportunities and Obstacles to Development) to the Ward, District, Regional and National Levels. The major challenges reported by various stakeholders in the Ikungi District include; i) very narrow internal revenue sources which account for less than 10% of the total budget; ii) The internal revenue sources were previously used to cover for internal expenditures (which were mostly recurrent). But recently the Council was instructed by the Parliamentary Committee that from the current budget (2014/15) 60% of the internal revenue should cover for development projects; the challenge here is how to fill the left gap as far as internal expenditure is concerned; iii) there is high mis-match between the approved budget

by the Full Council and Regional level vis-a-vis the Ceiling received from the central government. To accommodate the ceiling a number of identified priorities have to be dropped. To a large extent this has raised questions at lower levels on the relevance of the processes since only few (not any) of their priorities has been considered and this is demoralizing the stakeholders, who were committed and had high expectations; iv) Higher gap (52%) between the approved budget by the parliament and the amount released for environment, gender and climate change; and v) Delay in releasing the budget ceiling which gives the indicative plan figures. The changes in the budget cycle called for the cycle to start in July instead of September. In practice the ceiling for that fiscal year usually come in October and sometime delayed further to that period. This entails the process to continue using the previous year ceiling as a reference.

## 5.2 Recommendations

This section sheds some light on possible solutions and provides for effectively addressing institutional, legal and budgetary challenges. As mentioned earlier, the institutional, legal, co-ordination and budgetary issues, challenges raised by interviewees were similar in all six Districts because they are governed by the same national policies, legislation, plans, and guidelines. As result, some of the related solutions and remedial measures recommended are similar across the studied six Districts.

### 5.2.1 General Recommendations

#### (a) Recommendations on Institutional Interplay

- *Enhance capabilities of enterprises, community and business associations*

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 PEI 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 of 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 PEI objectives into District Development Plans.

- *Build the skills of technical staff and avail incentives*

The Central Government should improve the administrative and organizational 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.

- *Train technical staff on results-based management and budgeting systems*

The District Council should train technical staff on results-based management and budgeting systems for better planning and implementation of PEI interventions and public governance performance to

enable establishment of results-based management and results-based budgeting systems;

- *Increase the level of governance and accountability*

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 PEI. The District Council should play a leading role in soliciting financial and material resources to implement this proposal.

- *Promote the use of Information Management System (IMS)*

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 PEI 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 PEI, education, and health agenda.

- *Develop and Disseminate a District investment profile*

The District Council in collaboration with the Prime Minister's Office – Regional Administration and Local Government (PMO-RALG), Tanzania Investment Centre, Export Processing Zones Authority (EPZA), Ministry of Industries Trade and Marketing, and Ministry of Agriculture? 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.

## **(b) Coordination**

- *Create a Joint Co-ordination Committee*

The District Council Improve and consolidate co-ordination efforts by creating respective joint public sector-private sector-community-associations-civil society committees to oversee the design, planning and implementation of PEI initiatives.

- *Articulate the roles and responsibilities of the Associated institutions*

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 PEI issues;

- *Establish a National Coordinating Committee*

PMO-RALG is mandated over Local Government Authorities and therefore better placed to co-ordinate stakeholder efforts geared to address the PEI challenges. To address coordination challenges, it might be necessary to establish a *National Coordinating Committee* to oversee the implementation of PEI and other development issues at local level.

The co-ordinating committee will have scheduled meeting sessions and forums for collaborative planning, co-ordinating 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, PEI stakeholder, and funders and will minimize overlaps and unnecessary competition for resources and attribution. The co-ordinating 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.

The co-ordinating committee should also ensure that the institutions and organizations supporting national level PEI policies and strategies get a co-ordinated direction from an established co-ordinating 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 PEI activities, with particular emphasis on creating conditions conducive to the participation of the private sector and non-state actors.

Lastly, the co-ordination 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.

- *Establish the District PEI Interventions Committee*

The Central Government, District Council, and PEI agents should establish a committee (e.g. The District PEI Interventions Committee) at District level to oversee the funding, execution, monitoring and evaluation, and reporting processes on PEI, climate change, and gender mainstreaming issues conducted by public and private entities, CBOs, NGOs, FBOs 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 co-ordination and synergies among all parties engaged in the PEI, and climate change mitigation and adaptation portfolio, including synergies for M&E of the portfolio, e.g. through regular planning and evaluation meetings in order to have a more active role in portfolio oversight through (at least) semi-annual meetings at which key M&E progress reports are presented by the participants and discussed by the Committee.

The committee should also ensure regular communications among Government Departments, Agencies, and other Non State Actors to keep partners abreast of activities in the portfolio, and share results and lessons and to be up to date for future portfolio strategic planning.

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

### **(c) Recommendation on Environment and Climate Change**

Environmental and climate change related recommendations include:

- (i) Facilitate technological solutions and transfer, specifically renewable energy technologies for value addition, i.e. wind energy, solar energy, and bio-energy;
- (ii) Support climate change adaptation: The District Council and Central Government, Private sector and other stakeholders should establish a sustainable co-operative framework and support climate change adaptation through providing advice on changing cropping patterns and cultivation of climate resilient crops, and rain water harvesting and building water reservoirs;and
- (iii) Create awareness on afforestation (for wood fuel, construction, stabilizing soil, aesthetics, and trade) and deliver the knowledge on nurseries development, and forest management by establishing three demonstration village forests of about 10 Ha with 30,000 early trees each (with the assumption that in the early years of survival rate will be 50-60%). Then facilitate entrepreneurs who may be trainer of trainees to take and experiment, test, evaluate and disseminate to others

the gained knowledge.

**(d) Recommendation on Gender Issues**

- (i) The District Council in collaboration with NGOs, FBOs, etc, 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;
- (ii) Empower women to invest in the production and marketing of forests' products to generate wood and non-wood forest products such as bee products<sup>10</sup>, gums, natural dyes, fruit and nuts, fibre, spices, and medicinal plants;
- (iii) Build the technical, organizational, management, and financial capacity of women groups conduct a medium to large scale production of quality poultry that are sold at TZS 20-25,000 (US\$10-12) in town centres;
- (iv) The District Council, NGOs, CBOs, FBO and gender stakeholders (e.g. gender activists) should design and conduct anti-GBV and anti-FGM education programs that focus on educating women, men, girls, and boys and the wider community on GBV and FGM. This will enable them to have a realistic picture of the situation which may ultimately lead to the amendment of the relevant traditions, local by- laws and policies;
- (v) The District Council and gender stakeholders should design and conduct anti-GBV and FGM education programs that focus on educating women, men, girls, and boys and the wider community on GBV and FGM. This will enable them to have a realistic picture of the situation which may ultimately lead to the amendment of the relevant traditions, local by- laws and policies;
- (vi) The District Council should train health providers to be better positioned to manage complications surrounding FGM. In addition, there is a need to improve access to healthcare through e.g. establishing an FGM complications referral program to ensure women are receiving appropriate care quickly in the Districts' public and private hospitals and health care centres;
- (vii) Promote education on family planning;
- (viii) From time to time conduct an evaluation to assess the project's results chains including change in attitude and behaviour, value generated, lessons learned, impacts, and knowledge gained from PEI capacity building activities in the District Council and in the communities; and
- (ix) Deliver information to women groups on PEI opportunities and implementation in Kiswahili language.

**(e) Recommendations on Agriculture, Livestock, and Forestry**

- (i) Promote oil seeds production, milling and oil refining technologies to improve quality and shelf life and increased income for individuals and communities;
- (ii) Support the establishment of livestock health services in remote areas including supply of drugs, vaccines, and infrastructure (dips, veterinary centers, crushes, hides and skin sheds, slaughter slabs, livestock markets, charcoal dams and abattoirs);
- (iii) Promote and facilitate access to early-maturing, drought tolerant, high-yielding seed varieties of maize, sorghum, and millet that will enhance productivity and profitability;
- (iv) The District Council and private sector should cooperate to expand the production of indigenous poultry (*Kuchi, german geese*), and avail the management practices of dairy cattle, goats and chicken and strengthen feed production and veterinary investigation centres to carry out effective disease surveillance and early warning system, analyze, and process animal disease data; and increase access to medicine and vaccines for chicken and goat diseases. In addition, encourage enterprises in the livestock value chain to invest in the value addition of hides and skins as a by-product of cattle and small ruminants ;
- (v) Train farmers in improved land preparation practices, including animal power tillage, soil water

<sup>10</sup> Tanzania is capable of supporting up to more than 9 million productive bee colonies. Only 3.5 percent of the production potentials of bee products are tapped. The estimated potential of bee 12products is about 138,000 tons of honey and 9,200 tons of beeswax per annum. Currently, only 9,380 tons of honey worth US\$ 9.38 million and about 324 tons of beeswax worth US\$ 1.875 million are produced annually. Beekeeping also employs about 2 million people in the rural areas (Natural Resources Sector Review, MNRT, October 2014)

- conservation techniques, and use of farmyard manure, tillage techniques that enhance in-situ rainwater harvesting on cropland, fabrication of oxen yokes, training of oxen, and practical use of oxen tillage implements;
- (vi) Create awareness on afforestation (for wood fuel, construction, stabilizing soil, aesthetics, and trade) and deliver the knowledge on nurseries development, and forest management by establishing three demonstration village forests of about 10 Ha with 30,000 early trees each (with the assumption that in the early years of survival rate will be 50-60%). Then facilitate entrepreneurs who may be trainer of trainees to take and experiment, test, evaluate and disseminate to others the gained knowledge;
  - (vii) Improve the goat genetic potential of local goats by cross breeding them with improved goat bucks varieties to generate fast growing and high meat and milk yielding blended varieties, and those that are disease resistant and can survive on free range (browse feeding);
  - (viii) Recruit additional District Forest Officers, Forest Managers, and trained extension staff both in number and qualifications to support participatory forest management and beekeeping facilitation. In addition, apply to the REDD+ program and Tanzania Forest Fund to support expansion of individual, community and private sector forest plantations in the District;
  - (ix) Train women and youth in environmental friendly storage and tanning of leather and production of leather goods; and
  - (x) Develop feeder roads for easy transportation of livestock and crop products.

### 5.2.2 Specific Recommendations

The specific recommendations include the following:

- *Formulate a long-term vision and develop a strategic plan (SP)*

The District Council in collaboration with other stakeholders should commission a consultant to formulate a long-term vision and develop a strategic plan (SP) that will guide/give direction to the District's development pathway and drive PEI and other interventions that will foster sustainable social economic development and growth of the District.

- *Information Sharing and Networking*

Enhance the capacity among the Ikungi, Bunda, 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 cross- and 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 kilometres.

- *Engaging the Diaspora*

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, oleo-chemicals, 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).

- *Develop beneficial strategic alliances with national, regional, and international institutions*

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).

- *Establish a District Business Council*

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.

- *Establish and implement an independent District Advisory Committee*

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; and (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; iv) mobilization, allocation, and modern management of financial

resources; v) 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.

- *Develop a sustainable financing strategy*

The District Council 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 PEI 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.

- *Increase the level of governance and accountability*

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 PEI. The District Council should play a leading role in soliciting financial and material resources to implement this proposal.

- *Develop and promote a District investment profile*

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.

- *Promote Public-Private Partnership (PPP)*

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.

### **5.2.3 Recommended Projects for Ikungi District**

The projects proposed for Ikungi District Council are targeting and aiming at addressing poverty and livelihoods; gender, the natural environment and climate change.

**Table 5.2: Recommended Projects for Ikungi District**

Sn	Project Name	Project Site or Location
1.	Ikungi Community Radio <ul style="list-style-type: none"> <li>Content Development to be broadcasted over the radio. Priority should be on gender issues, agriculture, forestry, natural environment, and climate change</li> <li>Study Visit</li> </ul>	Ikungi Town (FUDI)
2.	Mobile Kilimo <ul style="list-style-type: none"> <li>Agriculture</li> <li>Forest</li> <li>Beekeeping</li> </ul>	Ikungi District
3.	Tree nurseries and tree planting (Forest Conservation) <ul style="list-style-type: none"> <li>Establishment and Management of Nurseries (including facilitating distribution of seedlings)</li> <li>Formulation and approval of the by laws</li> <li>Participation of Women Groups in Tree Nurseries and Distribution of seedlings</li> </ul>	Mahambe Village in Unyahati Ward
4.	<ul style="list-style-type: none"> <li>Irrigation scheme</li> <li>Tree nurseries and tree planting (Forest Conservation)</li> <li>Establishment and Management of Nurseries (including facilitating distribution of seedlings)</li> <li>Formulation and approval of the by laws</li> <li>Participation of Women Groups in Tree Nurseries and Distribution of</li> <li>SACCOS (Facilitation to establish MFIs e.g. SACCOS)</li> </ul>	Kimbwi Village in Mungoa Ward
5.	<ul style="list-style-type: none"> <li>Tree nurseries and tree planting (Forest Conservation) <ul style="list-style-type: none"> <li>Establishment and Management of Nurseries (including facilitating distribution of seedlings)</li> <li>Formulation and approval of the by laws</li> <li>Participation of Women Groups in Tree Nurseries and Distribution of</li> </ul> </li> <li>Fish farming</li> <li>Energy saving technologies <ul style="list-style-type: none"> <li>Bio-gas</li> <li>Energy Saving Stoves</li> </ul> </li> <li>Ward Agricultural Resource Center (WARC)</li> </ul>	Makiungu Village, Munghaa Ward
6.	<ul style="list-style-type: none"> <li>Tree nurseries and tree planting (Forest Conservation) <ul style="list-style-type: none"> <li>Establishment and Management of Nurseries (including facilitating distribution of seedlings)</li> <li>Formulation and approval of the by laws</li> <li>Participation of Women Groups in Tree Nurseries and Distribution of</li> </ul> </li> <li>Energy saving technologies <ul style="list-style-type: none"> <li>Bio-gas</li> <li>Energy Saving Stoves</li> </ul> </li> <li>Ward Agricultural Resource Center (WARC)</li> </ul>	Unyaghumpi Villages in Munghaa Ward
7.	<ul style="list-style-type: none"> <li>Tree nurseries and tree planting (Forest Conservation) <ul style="list-style-type: none"> <li>Establishment and Management of Nurseries (including facilitating distribution of seedlings)</li> <li>Formulation and approval of the by laws</li> <li>Participation of Women Groups in Tree Nurseries and Distribution of</li> </ul> </li> <li>Energy saving technologies <ul style="list-style-type: none"> <li>Bio-gas</li> <li>Energy Saving Stoves</li> </ul> </li> </ul>	Minyinga Village in Mnghaa Ward

Sn	Project Name	Project Site or Location
8.	<ul style="list-style-type: none"> <li>• Irrigation schemes</li> <li>• SACCOS</li> <li>• Beekeeping</li> </ul>	Utaho 'A' Village in Kituntu Ward
9.	Training Programmes Education or awareness creation on various topics of interests to communities e.g. women, youth etc (FGM, GBV, SACCOS, Business, Skills Development, Enterprenuership etc)	All Project Sites

**(b) Political Will and Government Commitment**

As noted earlier, any investments or project implementation requires sustainable funding. Resources must therefore be mobilized (from all possible sources), and should be adequately and timely allocated. In addition, the project must have competent and skilled personnel working under a well-organized and competent management team. Furthermore, the project needs to operate in a conducive environment with not only support of a surrounding community, but also the government's commitment and political will.

**(c) Monitoring and Evaluation**

Monitoring and evaluation must be one of the components of the implementation framework. This tool should be used regularly to follow up and evaluate the project implementation. The necessary steps should subsequently be taken whenever the M&E findings make suggestions to make changes. The District Council must therefore ensure that these projects are successfully implemented i.e. the project results are realized and inclusive.

**(d) The District Autonomy**

District Councils in Tanzania are not autonomous thus making it difficult for them to prudently plan and efficiently allocate and utilize their resources for development of the respective Districts. Ikungi is not exception to this problem. District plans which are bottom-up are designed and co-ordinated by technical personnel who are not only the architectures, but also skilled people to undertake the District planning and budgeting processes. However, key decisions and approval of these critical DDP documents are made by Councilors (politicians) who are not in many cases acquainted to such technical processes.

As if this is not enough, there is no evidence that any of the technical personnel is mandated to vote or influence the final decisions made by Councilors. This is a disquieting institutional system which needs to be reformed now. While it is important to ensure that LGAs have the requisite capacity to manage the DDP processes, there is a need to give them more autonomy and freedom to administer and manage their system.

**(e) Political Interferences and Conflict of Interests**

Implementation of some of the strategic plans in many District Councils are negatively affected by persistent conflict of interests, whereby political interests (individual and short terms) undermines economic interests and therefore economic gains which are long term in nature. This claim is evidenced by the fact that unlike economic decisions, in many cases political decisions are primarily for personal interest and individual stature rather than the interests of the people. These decisions have always been in conflict with technical decisions. Such conflict of interest presents a serious draw back to the successful implementation of DDPs in the respective Districts. Political disagreements affect some of the Districts more than others because of the opposition leadership (especially where opposition

parties are dominant). This is particularly true for Ikungi District where there are only two constituencies, and one of them is under the opposition party.

There is therefore a need for a newly established District of Ikungi to escape from this catastrophe by ensuring that politics observe the set boundaries. We need to ensure that political interests don't override economic and social interests.

**(f) Late Disbursement of finances**

To squarely address the persistent problem of late disbursement of budgets (which is reportedly exacerbated by delayed revenue collection by the government), the government needs to use any viable and effective means and create a fund enough to finance a one year LGAs plans in Tanzania. During a one year period the government should guarantee revenue collection sufficient to finance LGAs plans of the succeeding year, thus breaking the current vicious budget circle caused by delays in revenue collection (Cash Budget).

**(g) Release of Budget Ceiling**

One of the major challenges in the budget preparation cycle is that the budget ceiling usually come very late (when District Councils have already completed their budgets) which makes repackaging of the budget extremely laborious and therefore not carefully done because of rushing to beat the deadlines, etc. The Central Government needs to ensure that, budget ceiling are released well in time to avoid repackaging and rushed budget preparations. Otherwise, it is not only unnecessarily doubled work to the LGAs but also too much work and demoralizing.

**(h) Delayed Budget Approval Feedback**

Immediately after the Full District Council, community members (Ward and Village levels) are informed by their Councilors and Ward Executive Officers (WEO) on the approved projects. Thus, preparations commence immediately especially in relation to resources contributed by respective communities (Wards and Villages) such as building materials (timber, bricks) and construction, just to learn later that some of the proposed projects have been rejected by the Central Government. This does not only demoralize community members and Local Governments, but also encourages wastage.

**(i) Capacity Building and Skills Development**

Skills Gap has appeared as one of the major challenges facing District Councils including Ikungi. The government must find ways to fill in gaps of various positions in the District by scaling up recruitment of personnel.

Likewise, since most community members at grassroot where selected projects will be implemented are not skilled enough, training and sensitization programmes must be designed to build capacity on project management and entrepreneurship.

**(j) Land Use Plan**

None of the surveyed District Councils have the District Land Use Plan. There is therefore an urgent need to mobilize resources to finance land use planning, specify relevant land uses and issue title deeds and take concerted efforts of motivating local investors or Land Users including farmers to apply for title deeds (Titling) and make use of land related opportunities afterwards. Land use planning and titling should be made a special project. This will not only reduce the number of land disputes, and increased land under crop, but also facilitate investments and assured collateral to access loans.

## 5.2.4 Specific Recommendations for Ikungi District Council

### **(a) Mobilize Resources from the Local institutions such as PPF, NSSF, and NHC**

A number of local institutions such as Parastatal Pension Fund (PPF), National Social Security Fund (NSSF), and the National Housing Corporation (NHC) make massive investments in various regions in Tanzania. These organizations have continuously been looking for viable investment areas in the country. Attracting investments requires different strategies, campaigns and diplomacy. The District Government Executives (with the support of key regional executives) therefore need to be strategic and aggressive in soliciting for investment capital. The District Government must make it a habit to target potential investors and go out for negotiations with them.

National Housing Corporation (NHC) for example are mandated to provide and facilitate the provision of high quality housing in Tanzania for use by members of the public as residential or commercial buildings. They also undertake massive construction of both residential and commercial estates. Apart from NHC, National Social Security Fund (NSSF) and Parastatal Pension Fund (PPF) are also meant to promote investment in real estates, among others.

The District Government needs to take deliberate initiatives towards utilization of such opportunities by attracting investments in the District. This could successfully be implemented by appointing a small but powerful negotiation team which will be representing the District in such negotiations. Members of the team must possess appropriate knowledge and skills in investment, business, marketing as well as negotiations.

### **(b) Diasporas**

Ikungi District (and Singida Region in general) has a number of indigenous people who are investing outside the Ikungi District. Most of the investors under this category are attracted by the friendly investment climate elsewhere. Apart from the cultural and economic factors and/or obstacles, majority of the potential investors hailing from Ikungi District have lost confidence and trust over the investment climate in the District. The institutional and legal framework governing investment activities in the District (e.g. red tapes, bureaucracy, and infrastructure) are among the obstacles mentioned frequently by respondents. Diasporas do not feel that they are part of development process in Ikungi District, Singida Region. Thus, the intimacy and partisanship between the two sides is lacking.

The district and regional government needs to be proactive and attract diasporas as partners in District development. This can be done through mobilization via e.g. a forum of indigenous investors to campaign and lobby and attract them to invest at home. This should be organized by the District in collaboration with regional authority.

### **(c) Develop bankable or fundable projects**

A Bankable Project is also known as a Fundable Project. This is a project or proposal that has sufficient collateral, future cash-flows, and high probability of success, thus it is acceptable by institutional lenders for financing. Ikungi District Council has not utilized such funding alternatives in the past. Fortunately, there are financial markets all over the world where capital is sold to would be investors with a condition of producing bankable projects. Examples of suppliers of loanable funds in the capital markets are various banks (like CRDB Bank, SELF, Twiga Bancorp, etc), stock exchange, different calls for grant proposals etc. There are many calls for grant proposals which suit a variety of demanders of loanable funds including African governments (Central and Local Governments), NGOs, research and regional institutions.

These are also funding opportunities which are suitable for Ikungi District Council and which could

have been exploited by the Councils and address the chronic problem of resource gap. There are two important pre-requisites here. First, Ikungi District Council must build the capacity of developing loanable or bankable projects, and secondly, the District staff must cultivate a culture of frequent search for grant opportunities or announcements. To do so, District staff must be motivated and have freedom to pursue these alternative funding sources.

**(d) *Attracting investors in the district***

Ikungi District is blessed with a number of investment opportunities (potential) which have not been utilized. They include marine transport, forestry, and beekeeping. Ikungi District Council must therefore take its own initiatives to mobilize resources and attract investors in the District. This process must begin with preparation of the District Investment Profile and Plan; and District Social Economic Profile. These are useful tools which can be used aggressively to market the existing investment opportunities in the District through a well organized Investment Forum.

**(e) *Attracting private sector investment capital***

Ikungi District Council needs to fully tap the resources from private sector by encouraging the players to participate in implementing the District Development Plans (DDPs). To make them respond positively, the Council needs to create an incentive package for them. In the forest sector for example, the District Council should encourage and promote associations of charcoal dealers, license them, give them titles or property rights to own and operate sustainable forest estates for production of forest products such as timber, charcoal and wood fuel.

It is high time now investors are attracted in the area of forest management in a sustainable way. The government need to develop a mechanism where investors will be allowed to own land and invest in afforestation (tree planting) aimed at production of forest products for both local as well as external market. Allow the investors to plant the right tree species, using rotational age to ensure continuity and a stable market supply. The demand for energy is readily available.

**(f) *Involve and empower players at community level***

It is reported that poor involvement and therefore absence of active participation of the key players at community level (particularly the LGAs, Ward level and Village level) in both formulation and implementation of National and District plans is the main reason for the dismal performance of Ikungi District Council. Involvement and active participation of the lower level is therefore critical if the impact of DDPs is to be felt.

Apart from their involvement and participation, building of their capacity is another factor the District needs to consider. Thus Ikungi District Council must use the existing champions effectively. These are such as small scale farmers, women, livestock keepers, associations (or groups), CSOs and fishermen.

**(g) *Improve financial management and resource management***

Capacity of most District Councils in Tanzania is low. Among the capacity gaps in Ikungi District include skills and competencies of the District staff. For optimal utilization of the resources the District manages to mobilize, the District must have competent staff for financial management, resource allocation and utilization. The District needs to have competent staff especially in the finance department in order to minimize loss and embezzlement.

**(h) *Development Partners and International Organizations***

There are a number of projects which are implemented by various District Councils in Tanzania, funded

by the DPs directly. However, in most cases this is a result of the initiatives by respective District Councils in terms of negotiating with the DPs directly requesting them to finance bankable projects by District Councils. Ikungi District should also pursue this funding alternative in order to bridge the resource gap which the District has been facing.

**(i) Integration of PEI components into District planning and budgeting**

The findings further show that in the past PEI components have not been identified by Villages and Wards as priorities due to limited knowledge on the respective components. The lower level communities therefore need to be educated through training and awareness creation programmes.

These are among the potential complementary funding sources which have not been utilized by Ikungi District Council. During the survey, significant efforts or contributions by community members were evident especially in fishing, agriculture, housing, irrigation, beekeeping and WARCs where beneficiaries have constructed descent houses, and other buildings to cater for offices and other official activities. The team visited a few NSAs such as Future Development Initiatives (FUDI), who are active players in Ikungi District.

As noted earlier, Ikungi is not oriented towards its own resource mobilization system. In terms of resources the Council relies mainly on the Central Government for nearly 90 percent. Other sources make an insignificant share of the total District budget. There is a need for the Council to make use of other potential local revenue sources which have not been utilized in the past. Also important to point out is sourcing from financial institutions. The Council has not fully utilized existing financial institutions mainly due to low LGA capacity and skills to prepare Bankable Projects and submit them for funding. There is therefore a need to support Ikungi District Council in terms of preparing Bankable Projects for the council and present them to the respective banks.

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(Footnotes)

1 See for example Mbelle (2013)





The Government of Tanzania in collaboration with UNDP and UNEP are implementing the Pro-poor Economic Growth and Environmentally Sustainable Development Programme - PEI programme. The programme aims at increasing the contribution of the environment and natural resources to national development goals, including poverty reduction, sustainable economic growth and the broader achievement of MDGs at both national and local levels.

This report explores the institutional, legal, budgetary bottlenecks on implementation of PEI initiatives, local best practices, and potential value adding projects in Ikungi District, that may facilitate mainstreaming (and implementing) environmental sustainability, poverty reduction, gender and climate change issues into development plans and develop better architecture for financing the interventions.

This synthesis report bases on the 2 field survey and mapping studies conducted in Ikungi District in 2014. The studies are;

1. *Assessment Study to Identify Institutional, Legal and Financial Bottlenecks on Poverty – Environment (P-E) Implementation at Different Levels of District, Ward and Village*
2. *Mapping Study of P-E Related Innovative Local Best Practices and Local Private Funding Opportunities*

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