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FOUNDATION**

POVERTY AND ENVIRONMENT INITIATIVE (PEI)

ILEJE 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 Ileje District

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1. Introduction

1.1 Background

Tanzania with a population of 44.9 million people and with population growth rate of 2.9% (NBS, 2012) is endowed with a significant variety of natural resources including land, rivers, lakes, ocean, forests, woodlands, wild animals, and wetlands. 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. The richness in natural resources constitutes a major asset and opportunity which is fundamental for growth and economic development, including poverty reduction. It is worth adding here that, most of the citizens depend on natural resources for income and livelihood.

Despite the rich endowment of natural resources, the country's failure to realize the full potential value of natural resources and environment to increase economic growth and the livelihoods of 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 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 and gender 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 (P-E) Implementation at Different Levels of District, Ward and Village; and
- (b) Mapping Study of Poverty – Environment (P-E) Related Innovative Local Best Practices and Local Private Funding Opportunities

1.2 Objectives of the Paper

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 and gender implementation in Ileje 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 Ileje 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 Ileje Rural DDPs; assess main budgetary process bottlenecks and challenges that hinder translation of PEI and gender related objectives into impacts at district level; improve Ileje Rural 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 Ileje 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 Ileje 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 Ileje District.

1.3 A Brief Profile of Ileje District

1.3.1 Location and Topography

Ileje District is one of the ten (10) districts of Mbeya Region.¹ Ileje District occupies the South – Western part of Mbeya region. The district lies between latitudes 9° 14' and 9° 37' and longitudes 32° 80' and 33° 45' East. It is bordered by Kyela District in East, Rungwe District in the North – East, Mbozi District in the North – West and Mbeya District in the North. Songwe River in the South marks the boundary with the Republic of Malawi. The District covers an area of 1,908 square kilometres.

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

1.3.2 Political Administration and Population Distribution

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

According to 2012 Population and Housing Census, Ileje District has 124,451 people. Of the total population 58,463 (47%) are males and 65,988 (53%) are female. An average family size had four members. The 18 wards of Ileje exhibit wide differences in terms of size and population characteristics (See Appendix 1). Itumba, is the largest populated with 10,186 inhabitants while Kalembo with 3,573

¹ Other Districts are Busokelo, Chunya, Kyela, Mbarali, Mbeya City, Mbeya Rural, Mbozi, Momba and Rungwe.

inhabitants is the least populated. Ibaba has the lowest sex ratio of 84 while Ngulugulu with a ratio of 98 is highest. The largest household size averaged 4.4 members (Luswiswi and Ngulilo) while the smallest average of 3.7 members was recorded in Ikinga and Malangali wards.

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

1.3.3 The Main Economic Activities

The people of Ileje are predominantly agriculturalists. About 34,194 households have agriculture as the main means of livelihood (Mbelle, 2013). The main cash crops are coffee, pyrethrum, sunflower, cardamom and cocoa². The main food crops grown are mainly maize, paddy, beans, and groundnuts; the first three also sold when there is surplus. Other food crops include round potatoes, sweet potatoes, millet, plantains, cassava, and horticultural produce.

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

The district has 101,600 Ha which are suitable for agriculture and currently only 82,881 ha (81.5%) of the area is under cultivation. The area under food crops production is 46,519.5 Ha while the area under cash crops production is 10,298.5 ha (See Table 1).

Table 1.1: Agricultural and Forestry Potentials of Ileje District in Hectares (Ha)

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

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

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

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 are presented in the last chapter five.

² Cocoa is grown in small scale at Kapeta Village

2. Assessment of the Institutional Capacity

The findings are based on the desk review and the interviews conducted in Ileje 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 Ileje District Council development activities.

2.1 Institutions, Legal and Coordination Issues

The sections below present and discuss key findings on the institutional, legal, coordination, budgetary, and institutional processes and mechanisms for governing issues related to PEI in Ileje District. The Ileje District governance system is holistic and/or multi-sectoral with the government units having a legal status (body corporate) to operate on the basis of discretionary, although the general powers are under the legal framework constituted by the national legislation and Local Government Authority Act of 1982.

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

2.1.1 The Institutional Issues

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

Overall, the Ileje District Council's staff reported that the institutional framework is satisfactorily supportive and enables implementation of PEI objectives at district level including wards and village level. Nonetheless, it was revealed that the Ileje District Council would like to have more financial discretionary powers, i.e. more powers to determine and levy local taxes and generate more own resources. The Ileje District Council would also like the central government to supply adequate and timely grants. The late and unstable disbursements are hindering the effective implementation of certain PEI initiatives, as will be shown further in this section. In addition, the Ileje District Council staff reported that the inability of Ileje District Council to recruit personnel is creating a perpetual human resource gap.

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

2.1.2 Legal Issues

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

Article 146 (2) (a) – (c) give LGAs mandate to play three main basic functions. One is the maintenance of law, order and good governance. Two, is 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 namely, 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 counselors through the Full Council Meeting.

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

2.1.3 Coordination Mechanisms in Implementing PEI and Gender Objectives

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

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

2.2.1 Budgetary Process Bottlenecks and Challenges Hindering PEI Translation and Gender Related Objectives

The budget preparation process uses the guidelines from the Central Government (Ministry of Finance) (Ileje District Council, 2014) and follow the normal agreed national budget cycle. As per budget guidelines, the budget processes are supposed to start from the lower level through the O and OD principles (Opportunities and Obstacles for Development). This approach requires all the processes to start from the grass roots (hamlet or street), through the Village, Ward, District Council, Regional Council and finally to the national level. The exercise of prioritizing development projects starts at hamlet (*Kitongoji*) level which comprises of a number of households. The agreed priority projects are then submitted to the village level to form village priority projects for that period. The village general meeting (*mkutano mkuu wa kijiji*) is the level where agreed development priority projects are approved. Village plans are then submitted and analysed at the Ward level to form the Ward plans which are approved by the Ward Development Committee (WDC³). 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 (CMT⁴). At the level of District Council the planning process goes through various stages before the approval by Full Council (*Baraza la Madiwani*). These levels include, department level where ward plans are received and analysed and synthesized into district plans. These plans are analyzed and discussed in Various Departments in the Ileje District Council and then departmental plans are harmonized to form district plans. The latter are then discussed in the Workers' Council (*Baraza la Wafanyakazi*) to see whether all matters pertaining to workers' affairs are adequately addressed. Then the Stakeholders⁵ meeting is called upon by the Ileje District Council to discuss the district plans and include issues from non-state actors and then the plan is eventually reviewed by various district committees are chaired by the Councillors. The Committees are: Financial, Administration and Planning; Economic, Infrastructure, and Environment (this includes Gender issues); Education, Health, and Water; Coordination, Control, and HIV/AIDS; and Ethics. Finally the plan is discussed, voted upon by the Full Council. Full Council is the highest Governance organ at the district level for the approving plans and the budgets. It is worth mentioning here that, like in Committees, the Full Council is also chaired by the Mayor and that both in the four committees and the Full Council, the decisions are made by the Councillors only and the technical cadre/district subject matter specialists of Ileje District Council are not allowed to vote.

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

2.2.2 Budgetary Bottlenecks and Associated Challenges

Though the budgeting and planning processes are standard as shown in the guidelines, the most challenging part is its implementation, Monitoring and Evaluation (M&E) and reporting. The following

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

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

⁵ This includes non-state actors

are the challenges aired out at the focus group discussions involving the heads of departments and sections in the district;

- *Inadequate internal revenue sources*

Inadequate internal revenue sources account for less than 10% of the budget.⁶ Internal revenue sources were previously used to cover for internal expenditures (which were mostly recurrent). But in the current budget (2014/15), the Districts were instructed by the Parliamentary Committee that 60% of the internal revenue should be allocated for development projects. The challenge here is how to fill the gap as far as internal expenditure is concerned.

- *Mismatch between Approved Budget and the Budget Ceiling*

There is highly miss-match between the Approved budget 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 (not any) of their priorities have been considered. For instance, the requested budget for irrigation activities in 2012/2013 was TZS 200 million and only TZS 46 million approved. To make matters worse, nothing was actually received.

- *The criteria for budget ceiling are inadequate*

One of the criteria is the population level, the larger the population the higher the ceiling. It was established during the interview that this should be the opposite. The argument was that, the reason why one area in highly populated include among others opportunities available. They were of the opinion that the criteria should be the economic status i.e. the budget should favour the under developed districts.

- *Change of uses of the internally collected Revenues*

Revenue sources were previously used to cover for internal expenditures (which were mostly recurrent). It was instructed that from the current budget (2014/15) 60% of the internal revenue should cover for development projects. The challenge here is how to fill the left gap as far as internal expenditure is concerned. Of the remaining 40%, 10% to be allocated in youth and women, 20% to villages and only 10% to run day to day Council activities.

- *Mismatch between the Approved and Released Budget*

There was a gap between the budget approved and the amount of funds released. Delay of the fund release has also been a problem. For example the TZS200 Millions approved for Ileje District DADIPS projects in 2012/13 received in November of next financial year 2013/14.

2.2.3 Gender Responsiveness

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

2.2.4 Capacity to review, prepare DDPs and mainstreaming PEI Objectives

For a successful implementation of PEI, gender, and climate change initiatives there is a need to have

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

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

To ensure smooth operations, the Districts officials are supposed to be equipped with working tools. It was found out that the Ileje District Council has insufficient working tools; these include transportation, ICT facilities, software, and physical and technical infrastructure. This has resulted into inefficiencies and underperformance in various operations. The major reasons for inadequate working tools are untimely disbursement of funds and low funding from the Central Government; low and declining internal revenue sources; shortfall of approved against released funds; and bureaucracy in the procurement process. For instance, the procurement of goods worth more than TZS 100 million (e.g. a vehicle or a machine for a project), involves several local and national committees and may take up to two years. The other reason is that monitoring and evaluation (M&E) of development projects and readjustment are rarely taken due to insufficient financial recourses, and lack of transportation and communication facilitation.

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

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

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

The interviewees in the planning department said that the Ileje 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 is with the National Strategy for Growth and Reduction of Poverty (NSGRP), National Agriculture Policy, 2013, National Livestock Policy, 2006; Fisheries Sector Policy and Strategy Statement, 1997; National Land Policy, 1995; and National Human Settlements Development Policy, 2000. More work and efforts are still needed for implementation and compliance to the Land Acquisition Act (fair compensation), National Environment Policy 1997, Land Act No. 4 of 1999, and Village Land Act No. 5 of 1999, National Irrigation Policy, 2010, National Forest Policy, 1998, National Water Policy, 2002; National Population Policy, 2006, Environmental Management Act 2004, Forest Act No. 7 of 2002, and Fisheries Act No. 22 of 2003. governance system is holistic, i.e. multi-sectoral, government units with a legal status (body corporate) operating on the basis of discretionary, but general powers under the legal

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

2.5 The Main Bottlenecks in Implementing PEI Objectives

The major constraining factors to the achievement of PEI objectives as reported by respondents and the leadership in the Ileje District Council are:

2.5.1 Institutional, Legal, Human Resources and Budgetary Bottlenecks

The bottlenecks affecting implementation of PEI objectives in Ileje district are presented in Box 2.1. These constraints are arranged according to institutions, budgetary issues, human resource issues, legal issues and coordination.

Box 2.1: Bottlenecks in Implementing PEI Objectives

(a) *Institutional Issues*

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

(b) *Budgetary issues*

- Poor resource/asset base and lack of discretionary funds and poor revenue collection capacity;
- Inadequate budgetary allocations for programs and projects, and inadequate operational budget and other resources (technical capacity, and working tools) to efficiently and cost-effectively implement P-E –G related policies, by-laws, regulations, and development projects;
- Inadequate monitoring and evaluation system;
- Challenges in the budget cycle processes including the constraining budget ceiling that is sometimes sent late and sometimes unreliable and untimely disbursement of funds from the Central Government;
- The dwindling fiscal space of the District internal revenues and the resultant under-funding is affecting the coordination of implementation of P-E, climate change, and gender mainstreaming interventions and environmental management at all levels and resulting in inefficiencies and inadequacies at various levels of the Government;
- Difficulty in management of high expectation of the communities for immediate tangible benefit from projects and the resulting frustrations when the priorities and projects they propose in the annual budget cycle process are not implemented either because of being dropped because of the Budget Ceiling or due to lack of resources; and
- Inadequate financial and commercial services at Ward or Village level, including banking, financial intermediation, insurance, information, and trade facilitation;

(c) *Human resources issues*

- Inadequate skills development, coaching and mentorship of the young technical staff;
- Insufficient knowledge, skills and inadequate coping mechanisms by the Councillors and some technical staff to the ongoing quantities and fast pace of reforms and social, legal, and economic changes at national and global levels;
- Limited human capacity to effectively execute identified investment projects and mobilization of resources for implementation of the investment opportunities;

- Lack of qualified professional staff in some subject matter areas, such as Livestock, Crop Production, Environmental Management, Natural Resources Management, Research and Statistics Management, Risk Management, and Monitoring and Evaluation; and
- Insufficient skills to formulate and implement by-laws at Division, Ward and Village and Hamlet levels.

(d) *Legal issues*

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

(e) *Coordination*

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

2.5.2 Environmental and Natural Resources Management Bottlenecks

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

2.5.3 Crop Sector Issues

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

2.5.4 Livestock Sector Issues

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

2.5.5 Natural Resources Issues

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

2.5.6 Gender

- (a) Difficulties among women in accessing for information and knowledge on agriculture and livestock production and products processing and marketing, and broader socioeconomic knowledge related to issues such as emerging national and local opportunities, national policies, ways to reduce poverty, education for their children, health and sanitation, and environment and natural resources management;
- (b) Low levels of organizational and financial management skills in women's' groups;
- (c) Limited encouragement and financial and technical support for women to initiate profitable production, processing and trade businesses;
- (d) Inadequate skills in management and planning in women groups; and
- (e) Difficulty in accessing finance for start-ups and for operations of women groups and individual women businesses.

2.5.7 Other Bottlenecks

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

3. Coordination in the implementation of PEI and gender objectives

3.1 Introduction

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

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

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

3.2 Challenges

The PEI and gender policy and plans implementation as well as legislation enforcement of environmental management in the existing institutional structure, are faced with several challenges. The interviewees reported that there is still existing low capacity (human resources and infrastructure) and inadequate

financial resources in implementation, monitoring and evaluation of the PEI, climate change, and gender issues at all levels including ministerial, regional and local government up to village levels. In spite of Central Government efforts to improve the situation, capacity in some areas such as community development, livestock, fisheries, agriculture, business development, data and statistics management, ICT, land and natural resources, and environmental and sanitation management at local government level is still remarkably low. Therefore, there is a need to strengthen capacity at local government levels, as these are more responsible for the implementation and oversight of PEI, climate change, and gender issues at the grass-roots level.

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

Another co-ordination challenge facing the local government system are differences in the arrangements in the institutional structure at national and district levels; although the differences are small but have impact on the flow of information, resources, orders, and level of coordination and cooperation. For instance, at national level there are the following sectoral Ministries: Agriculture, Food Security and Cooperatives (MAFC), Natural Resources and Tourism (MNRT), Communication Science and Technology (MCST); and Lands, Housing and Human Settlement Development (MLHHSD). The corresponding Departments/Sections at District level are: Agriculture, Irrigation and Co-operatives; Lands and Natural Resources; and Information and Communication Technology. Note for example, at national level emphasis is placed on the use of science and technology and innovation in enhancing economic growth and sustaining it through upgrading human development elements, through education and training (LTPP (URT 2011), post-2015 National Priorities (URT, 2013), MKUKUTA, 2010).

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

Another co-ordination challenge facing the implementation of PEI, climate change, and gender policy and legislation is the compliance to sectoral guidelines and regulations and local by-laws at the same

time. The difficulty arises sometimes when certain sections in these legislation/regulations are conflicting.

Lastly, the respondents reported the insufficient ability of national and local authorities to resolve these co-ordination issues due to resource constraints or due to other administrative related workloads of reviewing, harmonizing, changing the structures, resistance to paradigm change in some quarters (worry of disposing of the old way of thinking and doing things), overload from current tasks, pressures of daily activities, lack of skills and experience needed to manage and sustain the change effectively, and time and efforts needed for follow up to streamline co-ordination issues. These issues lead to maintaining the status quo.

It would have definitely been useful to improve coordination 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 ILEJE 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 by Ileje District Council in collaboration with the Economic and Social Research Foundation (ESRF), for interventions under the PEI initiatives. A total of 8 projects have been identified for implementation in Ileje District (See Table 4.1). These are one Community Radio; one Ward Agricultural Resource Centres (at Mbebe and Itale villages); Mobile Kilimo; A number of training programmes (to be organized at a later stage for champions and other beneficiaries in the project areas in Ileje District); Irrigation agriculture for paddy, maize and horticulture farming (at Ilulu Irrigation Scheme in Ikombe village); Irrigation agriculture for paddy farming (at Mbebe village); Fish farming (at Ishenta village); and lastly 1 beekeeping project (at Ishenta village). As noted, these sites were identified by the research team in collaboration and agreement with the Ileje District Council. A set of selection (project sites) criteria were tabled and discussed for each identified project. These criteria and the type of project are presented below.

(a) *Ileje Community Radio*

This radio will be located at Itumba Town. However, the project site is yet to be confirmed despite the fact that preliminary discussions are ongoing between the District Council and Bweluhi Company Limited but also with IRDO as potential implementing partner (IP). IRDO is an established NGO in Ileje District that was registered in 2000 with a mandate to operate in Tanzania Mainland. Its main areas of focus are: Sustainable agriculture; Markets and entrepreneurship; and cross cutting issues on good governance and accountability, gender, HIV and AIDS, and the natural environment. The selected site should allow easy access to frequencies and radio signals which also allows clear broadcasting.

Ileje Community radio is expected to facilitate economic activities in the district for example in terms of dissemination, education, knowledge and information sharing. Extension officers for example will use radio to disseminate new agricultural technology (and therefore promoting technological uptake), early warning and action alert etc.

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

The site criteria for the establishment of these resource centres are first 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. They should also be in areas where farmers can access markets for their agricultural and fishing products. With this in mind, Mbebe

centre at Mbebe village has been identified as meeting these criteria.

This site was formally used as an Oxenization Training Centre (OTC). The centre is along the main road from Mpemba town on the TANZAM highway to Itumba town, about 20km from Mpemba junction. The location offers a number of opportunities, namely: land for agricultural activities; it is close to a reliable source of electricity; the site has a building for agriculture extension officers and other buildings which can support the functions of WARC. This area will serve six (6) wards, namely Mbebe, Chitete, Isongole, Mlale, Itumba and Bupigu covering a total of 20 villages.

Like Ileje 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, knowledge. Extension officers for example will use the WARCs to disseminate agricultural related information, action alert etc. Foresters and Fisheries Officers can also make use of WARCs to 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, action alerts etc. This will be availed throughout Ileje District as it is estimated that 60-70 percent of people has 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, bee-keeping etc, E-Fishing will be used in sites located along the lake and river shores where fishing activities take place, and E-Forestry will be used in sites with community or village forests. This facility can also be used to curb illegal activities such as illegal fishing or illegal harvesting of forest products in the community.

(d) *Irrigation agriculture for paddy, maize and horticultural farming*

Sites for paddy, maize and horticultural farming 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 rubble lining parts of the main canals, head works, and division boxes. 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 paddy, maize and horticultural farming from being too dependent on rain-fed cultivation to be able to harvest throughout the year. With this in mind, Ilulu Irrigation Scheme at Ikombe village and Mbebe village (only paddy irrigation) have been identified as potential sites.

(e) *Fish farming*

This project has been identified to be undertaken at Ishenta village, Ndola ward where there is a youth group already engaged in fish pond farming but also because of its potential to scale-up.

(f) *Beekeeping*

This project has been identified and a site at Ishenta village has been confirmed. It has been acknowledged that there is an alarming rate of deforestation in Ileje District especially as a result of upland cultivation for farming activities but also the estimated 90 percent of the population depends on biomass as the major source of energy. Due to this environmental stress from deforestation, unsustainable farming, unsustainable harvesting of forest products etc., a number of beekeeping groups will be identified in the effort to protect forests and plant trees. Ndola Ward has been identified as a potential site for these projects.

4.2 Some Selected Social Economic Conditions

4.2.1 Agricultural Farming

(a) Irrigation agriculture for paddy, maize and horticultural farming at Ilulu Irrigation Scheme

Focus should be placed on assisting Ilulu Irrigation Scheme to be fully operational as it has the biggest immediate impact on agricultural productivity and mitigation of climate change in the area. With improved agricultural inputs i.e. fertilizers, seeds and implements together with the assurance of irrigation, then productivity of paddy and maize has been rising in Ileje District. For example, farmers cultivating 1 acre of maize who used to get between 5-10 bags are now producing between 15-25 bags per acre.

Figure 4.1: Ongoing Construction of the Ilulu Irrigation Scheme at Ikombe River Itumba



Currently, the Ilulu Irrigation Scheme is at the off-take level where construction is ongoing in diverting the flow of River Itumba towards the farm areas (See Figure 4.1). Under the construction of MGN Engineering, construction is at the stage of building the head-work which will complete the first phase at a total cost of TZS 158,285,200. Funding for the construction of the scheme is through the District Agricultural Development Plans (DADPs). The Scheme's potential is 650 ha while the surveyed area is 600 ha. The length of the main canal is 9.85km and will benefit a total of 6,000 villagers spread over 3 villages, namely Itumba, Ilulu and Isongole.

It is estimated that women account for 75 percent of those expected to benefit from the project. The second phase of the Scheme involves construction of the main canal as well as irrigation facilities i.e. excavation is estimated to cost TZS 775,000,000 while the third and final phase covers the construction of rubber lining and farming roads. Originally, this scheme was envisaged by local farmers and irrigation was done traditionally by trying to divert the flow of River Itumba by using logs!

The Scheme is currently being managed by a project management committee that comprises of 10 members of which 4 are women. There is also a Water Users Association that monitors the use of water from River Itumba. The main environmental stress being faced in the valley is at the river embankment where the land is bare. What is needed is the planting of trees, especially *Ufobia* species, along the embankment so as to arrest the emerging problem. Another environmental stress is related to the limited knowledge of farmers in using medicines in horticultural farming as residuals from their farms tend to flow back into River Itumba.

(b) Irrigation agriculture for paddy farming at Mbebe village

This scheme is actually in Mbozi District and the valley is used by farmers from both Mbozi and Ileje Districts. Started in 2008, the scheme has a potential of irrigating 540 ha from River Hantesia. The scheme has been receiving funding from the Department for International Development (DfID), DADPs and Tanzania-Japan Counterpart Fund. In its sixth phase of construction, the contractor is currently finalizing the rubber lining of 330 metres. This phase will cost TZS 48,000,000. The fifth phase which involved lining of 500 metres was completed at a cost of TZS 100,000,000.

The length of the main canal is 6km and has thus been cemented up to 4km starting from Mbozi

town. A man-made dam will be built for water catchment during the rainy seasons that will subsequently be used for irrigation purposes as well. Currently, the Scheme is paying TZS 300,000 a year as water rights bill to the District Council, from TZS 35,000 that was previously paid at the beginning of the project. The Scheme at Mbebe stands to benefit up to 1,350 farmers with the majority being women. Farmers own land averaging between 1 to 3 acres and cultivate as individuals and not groups. Farmers are given improved seeds by the District Council in return for 1 twenty kgs tin (debe) during harvest.

Figure 4.2: The Ongoing Construction Work Mbebe Irrigation Scheme



Each farmer is then obliged to contribute 5 percent of his/her harvest and the funds are then used for the maintenance of the main canal whenever the need arises. There is also a milling machine that has been provided by IRDO.

4.2.2 Fish Farming

Ileje District Council has identified Ishenta village as an appropriate site to promote fish farming. Currently, Cage fishing is non-existent and it is a totally new fishing method to the majority of fishermen in the District. There exists limited knowledge on fish pond farming. There exists a farmers group called JIKOMBOE that was formed by 34 youths (of which 2 are women) in 2012 who had just finished national service training. Currently, they have constructed 3 small fishing ponds although they are not cemented. A fourth pond is being finalized. The main fish being farmed is Tilapia. The group received training from the District Council after building their first pond and was provided with fish fingers by the

Figure 4.3: One of the Poorly Constructed Fish Ponds at Ishenta Village in Ileje District



Ileje District Commissioner. At the market, 3 pieces of fish are sold at TZS 500 while fish fingers are sold at TZS 150.

The main challenge being faced by JIKOMBOE farmers group is the availability of fish feeds. Currently, farmed fish feed on leftovers, pumba, and mashudu. There is also limited financing and as a result the constructed fish ponds are extremely small and not protected from birds who constantly attack the fish (poorly constructed). With this in mind, fish pond farming are being encouraged and will be supported as an opportunity to improve the livelihoods of many communities in Ileje District.

4.2.3 Environment Conservation and Beekeeping

The ecosystems challenges facing Ileje District includes increasing pressures on resources as a result of rapid population growth, fishing and agriculture, 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 aggravates even further this threat.

The many functions of the natural environment (both use and non-use value) therefore calls for prioritizing environmental conservations in terms of direct interventions such as tree planting and indirect through awareness raising and using local solutions. As an integrated solution, it has been envisaged that beekeeping should be encouraged and supported at Ishenta village. JIKOMBOE group is also involved in apiary farming i.e. beekeeping and the group was supported by the District Commissioner. The group has 11 beehives of which 2 have been locally/traditionally built. Out of the 11 beehives, 5 have got bees in them. The group's target is to sell honey at Itumba town and eventually raise enough capital to buy cattle.

4.2.4 Farmers' Associations and Microfinance Institutions (MFIs)

As noted earlier, Ileje District is poorly served with financial services infrastructure. There is only one commercial bank, National Microfinance Bank and few not-so-strong Savings and Credit Cooperative Societies (SACCOs and Village Community Banks, VICOBA). 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 be a platform for further training and capacity building.

In respect to farmers' associations/groups, Ileje District is blessed with many active groups. Established farmers groups in Ileje District include 2 women's group called TUWEZE and UMOJA farmers' groups at Isongole village which are engaged in agriculture and livestock keeping. These groups are involved in the farming of maize, sunflower, groundnuts, soya and beans. Livestock kept are mainly chicken, cattle and pigs. Members are also engaged in small business enterprises especially tailoring, hair salon and food shops (*ushonaji*, *ususi* and *mamalishe*). Chicken rearing is mainly done to meet domestic needs such as buying soap and paying children school fees through the selling of eggs.

TUWEZE group has opened an account at NMB and were able to secure a TZS 3,600,000 loan for a chicken rearing project from the District Council's Women Development Fund at an interest rate of 10 percent. Repayment has already began. UMOJA group is yet to apply for a loan.

Figure 4.4: Tuweze and Umoja Groups during the Meeting with the Survey Team at Isongole Village, Ileje District



The main challenges that farmers' group face is mainly limited financing and entrepreneurship education. Access to markets is also a major challenge for many farmers in Ileje District as well as packaging of fruit products despite the fact that there are many mangoes being produced. Selected groups and SACCOs will be offered entrepreneur 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 lead by people with limited education in running projects and/or groups and many of the groups struggle in securing loans.

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4.3 Mapping Relevant Local PEI Initiatives

4.3.1 Criteria and Indicators for Evaluation of the PEI Projects

The process to identify project sites has been described in section 3.1. In collaboration with Ileje 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 Ileje 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.

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 Ileje 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. Note that, assessing impact indicators is more difficult than monitoring goals and targets. 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. As noted in Table 4.1, a total of 11 projects have been identified for implementation in Ileje District. These are 1 Community Radio namely Ileje Community Radio; 1

Ward Agricultural Resource Centers (WARCs) at Mbebe Village in Mbebe Ward; Sasenga Irrigation Scheme (Paddy) in Mbebe Village; Mobile Kilimo platform which will cater for the entire district; and Ilulu Irrigation scheme for maize and horticultural farming in Ikombe Village. Other projects include, beekeeping in Ishenta Village, Ndola Ward; maize and horticulture farming as well as the processing machine at Isongole Village in Isongole Ward; poultry farming at Isongole Village and a number of training programmes (for identified beneficiaries who are expected to prepare bankable projects and apply for loans from Twiga Bancorp and champions in the project areas).

Implementation of a progressive monitoring and evaluation of the PEI projects identified in Ileje District will therefore use the M&E framework in Table 4.2 (See also the appendices). Data collection and therefore M&E will be undertaken once every year.

Table 4.1: Summary of the PEI Projects in Ileje District

Sn	Project Name	Project Site	Status and Remarks
1.	Ileje Community Radio	Itumba Town	This radio will be located at Katumbe Town. However, the project site is yet to be confirmed despite the fact that preliminary discussions are ongoing between the District Council and Bweluhi Company Limited but also with IRDO as potential implementing partner (IP).
2.	Ward Agricultural Resource Centers (WARCs)	Mbebe Village in Mbebe Ward	This location offers a number of opportunities, namely: land for agricultural activities; it is close to source of electricity; the site has a building for agriculture extension officers and other buildings which can support the functions of WARC. This area will serve six (6) wards, namely Mbebe, Chitete, Isongole, Mlale, Itumba and Bupigu covering a total of 20 villages. The building requires some renovation and repair
3.	Sasenga Irrigation Scheme for Paddy	Mbebe Village in Mbebe Ward	These sites have been identified due to its strategic and potential location for irrigation agriculture but also because of their potential to scale up as there exists initial developed infrastructure like rubble lining parts of the main canals, head-works, and division boxes.
4.	Mobile Kilimo Platform	Ileje District	This is meant to strengthen production and marketing of agricultural products, forest and marine products
5.	Ilulu Irrigation agriculture for maize and horticultural farming	Ikombe Village	These two sites 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 rubble lining parts of the main canals, head-works, and division boxes.
6.	Jikomboe Beekeeping Group	Ishenta Village, Ndola Ward	This project has been identified and a site at Ishenta village has been confirmed. It has been acknowledged that there is an alarming rate of deforestation in Ileje District especially as a result of upland cultivation for farming activities
7.	Maize and horticulture farming Processing Plant Poultry Farming	Isongole Village, Isongole Ward	Isongole is a very potential agricultural ward. Farmers in this area grow mainly maize and horticulture products. The project will target some champions among the farmers for skills development and value addition
8.	Fish Farming	Ishenta Village, Ndola Ward	Capacity Building in Fish Pond Construction, fish fingers and Fish Feeds processing machine
9.	All Project Sites	Training Programmes	Limited knowledge on Bankable Projects, Loans Applications, utilization and overall management, as well as beekeeping, poultry and fish farming

Source: Authors. 2014

As the integral part of the monitoring and evaluation process, the overall goal and specific objectives, outcome and performance indicators, means of verification and assumptions are included in the M&E framework. However, for the purpose of the identified projects in Ileje District (Table 4.1), only some have been specified (Table 4.2). These are the overall project goal; the objective; output; activities; outcome and performance indicators; means of verification, baseline data and targets.

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 (See 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, and project inception.

4.3.2 Project Implementation

The projects listed in Table 4.1 were identified by the survey team in collaboration with officials of Ileje District Council, and the President's Office - Planning Commission with the inputs from UNEP and UNDP. The project must be executed within Ileje 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 Ileje 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 Ileje District ESRF's Implementing Partners include SACCOS, UNESCO, Twiga Bancorp Bank, Bweluhi Company Limited, Integrated Rural Development Organization (IRDO), HOSANA Orphans and Youth Center 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 Ileje 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.

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

4.4.1 Monitoring and Evaluation (M&E)

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).

As pointed out earlier, a total of 8 projects have been identified in Ileje District (See Table 4.1). 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 4.2 presents the Monitoring and Evaluation (M&E) Frameworks for the Community Radio project in Ileje, the appendices have presented the M&E Frameworks for the remaining 10 projects identified in the District (See Table 4.1). 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	Ileje Community Radio			
	Indicators	Means of Verification	Baseline Data (2014)	Targets (2017)
Overall Goal: Is to make the community of Ileje District access information and knowledge needed for development	(a) Established Community Radio in Ileje District (b) Number of people accessing information and knowledge through Ileje Community Radio (c) Number of men (and women) accessing information and knowledge through Ileje Community Radio (d) Number of people creating trade and businesses (opportunities) through Ileje Community Radio	(a) Establishment of Ileje Community Radio (b) Operating (broadcasting) of Ileje Community Radio (c) Accessing information and knowledge through Ileje Community Radio (d) Trade and Business creation	0 (None) 0 (None) 0 (None) 0 (None)	1 124,451 63,470 (60,981) 124,451
Objective 1: To improve access to and information sharing among the people of Ileje District and the neighborhood through radio programmes	(a) Number of people of Ileje District accessing and sharing information and knowledge through Ileje Community Radio (b) Number of men (and women) of Ileje District accessing and sharing information and knowledge through Ileje Community Radio	(a) Accessing information and knowledge through through Ileje Community Radio	0 (None) 0 (None) 0 (None)	124,451 63,470 (60,981)
Output: Ileje Community Radio' infrastructure and its facilities installed and functioning	(a) Complete set of radio infrastructure and facilities (b) Radio Studios	(a) Installed Radio infrastructure and facilities (b) A functioning Radio Studio	0 (None) 0 (None)	1 1
The Activities: 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 Ileje Community Radio (f) Community Radio	Availability and implementation of the following: (a) Community Radio license (b) Feasibility study (c) Site for Community Radio (d) Full Studio (with Radio Equipments) (e) Key Staff Ileje Community Radios (f) Community Radios	0 0 0 0 0 0	1 1 1 1 10 1

Source?

Data for the monitoring and evaluation will be collected once a year during the three project period. How do we use the Monitoring and Evaluation Tool? The following sub-sections answer this question.

(a) *Describing the Monitoring Tables*

M&E Tables present the necessary components of the Monitoring and Evaluation systems for the 11 projects which will be implemented in Ileje 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 Monitoring 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 4 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 solved;
- (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 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.

4.4.2 The Baseline Information

Table 4.1 has 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), the status of irrigation, involvement and participation of Non-State Actors (NSAs). The concept of gender e.g. Gender Inequality and Gender Mainstreaming is not well conceived by grass root communities (even by some of the District Officials). Yet, the problems related to gender are many and rampant. Development plans and budget documents have explicitly integrated gender related issues. Gender has been considered as cross cutting issues 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 Ileje District.

However, implementation is dismal due to limited resources, low or poor awareness and incompetent human resources. In Ileje specifically cultural believes are very oppressive (domineering) and suppressing. Women must be inherited by relatives of the husband when the husband dies. This habit has led to wide spread of HIV and AIDS among the Ileje communities. It is reported that in Sange Ward, 90 percent of the filed cases at the local court are divorce cases submitted mainly by women who demand divorce because men are increasingly becoming a liability. The cost of living has complicated even further the problem of gender oppression. Men have been abandoning their families crossing the border to Malawi to search for employment opportunities. Most of them stay away for decades or forever without any contact or assistance to their families back home. Supporting women champions through women groups will therefore be among the most effective approaches to address this problem. Fortunately, there are many such enterprising groups in the district e.g. farming, processing, marketing etc.

(b) *The Natural Environment and Climate Change*

Like many other districts in Tanzania, the forests and vegetations are encroached and threatened by illegal activities such as harvesting forest products for timber, building materials, and production of charcoal, fuel wood honey and bees wax, expansion of agricultural activities, and establishment of human settlements. This is attributed to fast population growth rate and lack of alternative activities and sources for livelihood. These unplanned and detrimental activities undermine the efforts that are geared toward environmental conservation and sustainable socio-economic processes in the district;

Figure 4.6: A Commonly Used System of Burning Bricks which use Huge Amount of Fuel Wood



Figure 4.7: One of the Recommended Energy Saving Technologies (Bio Gas)



Severe land degradation linked to loss of soil fertility caused by overstocking/overgrazing and population pressure, unsustainable farming methods, and slash burning practices to clear land for farming and increase soil fertility are evident in Ileje District. Land cover depletion including deforestation is widespread with almost absence of reforestation activities in most areas. There is therefore a growing stress on the natural resource base and climate change related risks and lack of viable local long term adaptation strategies.

In addition, Ileje District suffers severe shortage of a sustainable energy source. The District has no sustainable energy sources at all. The main energy sources are biomass (charcoal and fuel wood), kerosene, disposable batteries, petrol and diesel powered generators and a few solar panels. Only a minority of the households are connected to the national grid. The population mainly depends upon biomass – firewood, charcoal and crop residues to meet their basic daily needs for cooking and heating water. Wood is also needed for such things as fuel for industries like brick making. Other energy sources include kerosene/paraffin for cooking and lighting, electricity for lighting and other economic activities such as value addition and processing. Efforts are underway by Ileje District Council and the Private Sector (Bweluhi Co. Ltd) to construct a Mini Hydro Power at Bweluhi. Preliminary work has already been completed, including, Visibility study, Environment Impact Assessment (EIA), Letter of Intent Between TANESCO and the Council and Operation License from EWURA. The Hydro power is expected to produce 4.7 Mega Watts.

(c) *Poverty Profile and Livelihoods*

The people of Ileje are predominantly agriculturalists. About 34,194 households have agriculture as the main means of livelihood. The main cash crops are coffee, pyrethrum, sunflower, cardamom and cocoa on a small scale, while the main food crops grown in the district include mainly maize, paddy, beans, and groundnuts. The first three food crops namely maize, paddy and beans are also sold when they are in surplus. Other food crops are round potatoes, sweet potatoes, millet, plantains, cassava, and horticultural produce. Farmers do receive input subsidy vouchers through the National Agricultural Inputs Voucher System (NAIVS).

Figure 4.8: Maize at Isongole Market in Ileje District



During 2012/2013, for example, about 5,424 households benefited. Use of chemical fertilizers enabled production of maize to increase from 71,250 tonnes during 2009/10 to 96,872 tonnes during 2011/2012. Ileje District Council derives highest revenue from maize dealings. Masize is a significant source of district revenue. The importance of maize revenue from Isongole market is likely to decline after Malawi established own maize market in 2012. Though Ileje district is not faring well in income poverty, the same cannot be said of non-income measures. Housing condition, for example is a good reflection of non-income poverty. In addition, access to education and health places the district at better scores. Areas with many people (urban areas) have the highest poverty density and larger numbers of poor people per square kilometer.

(d) *Information and Communication*

As noted earlier, Ileje District has a total road length of 974.57 km of which 254 km are regional road network served by TAN ROADS, and 720.57 kms served by District council. The rough road is poorly supported by bridges some of which get swept away by floods during the rainy season, thereby creating infrastructural constraints to Ileje people in terms curtailing the movements of people and goods from Ileje to the rest of Mbeya Region and the country in general, in addition to discouraging potential investors. The Mpemba - Isongole stretch stands to benefit from “Presidential promise” of improving the road condition to tarmac. The District is only served by road network with no railways or

airstrip. The whole district has few standard tarmac road joining Isongole and Itumba towns and less than three km within Itumba town. Ileje District is well served by most of the major telecommunication networks in the country. Airtel, Vodacom, Tigo and Zantel are providers that have access to Ileje District. It is estimated that 60 to 80 percent of people in Ileje have mobile phones which are used mainly for communication and businesses.

(e) *Irrigation Farming*

Ileje district covers an area of 190,800 ha, out of which 101,600 ha (53.2 percent) are suitable for agriculture. However, only 72,997 ha are cultivated (about 71.8 percent of total arable land). In agriculture, the top five are productivity improvement, processing, marketing, storage and irrigation projects⁷. About 2,875 ha are suitable for irrigation agriculture. However, only 1,560 ha are under irrigation (about 54.3 percent). Where irrigation is practiced, productivity increases have been realized, for example increased paddy production from 3,250 tones per year during 2009/2010 to 6,670 tones in 2012. Ileje has two major irrigation projects which are under construction, despite the fact that both the two projects are half funded. These are Ilulu and Mbebe irrigation Schemes (See Figures 4.1 and 4.2). While Ilulu irrigation scheme is for paddy, maize and horticultural products, at Mbebe the schemes are mainly meant for paddy. These are the most modern irrigation schemes which will make the biggest impact in terms of productivity if the funding to complete construction will be forthcoming. Otherwise, there the remaining schemes are traditional. These are such as Ibingu and Kalembo which require improvement.

(f) *Micro finance, Associations and Groups*

Like in other districts in Tanzania, Ileje is also poorly served with financial services. Financial inclusion and deepening are therefore significantly low. Financial facilities or institutions are not many. There is only one commercial bank, National Micro Bank and few not-so-strong Savings and Credit Cooperative Societies (SACCOs and Village Community Banks, VICOBA). Stakeholders ranked services provided by financial institutions as unsatisfactory compared to demand (See also Mbelle 2013). Further, such financial services did not take environmental and gender issues into consideration. Expanded availability of financial services was seen as one of the ways to improving peoples' livelihoods. In respect to farmers' associations/groups, Ileje District is blessed with many active groups. Various economic groups have been formed by the District Council in collaboration with other development partners. On the side of the District Council, economic groups are formed and registered by the office of the District Community Development Officer (DCDO). The most common ones are Farmers Groups, Women Groups, and Youth Groups, some of which are benefiting through Women Development Fund (WDF) and Youth Development Fund (YDF).

(g) *District Council Collaboration with Non State Actors (NSAs)*

Collaboration between the government and Non State Actors and involvement of NSAs in policy formulation and planning process in Tanzania has improved significantly during the past 20 years. This has partly been possible in the spirit of participatory approach. The government is now working very closely with the NSAs in formulating the national policies, planning, budgeting, strategies, programmes and projects. This is true at all government administrative levels namely the Central Government, Regional Secretariat, District Council, Ward, Village and Street Government. In Ikungi District the NSAs are encouraged to participate in all the district development processes such as, formulation of the district strategic plans, district social economic profiles, district investment profiles and plans, DDPs and budgeting. Like in other District Councils, there is a Stakeholders' forum during the planning process where all the NSAs are invited to discuss and give their views on the DDPs and budgeting. All NSAs operating in the district are required to not only register with the District Council, but also submit their

⁷ Other priorities included use of non- chemical fertilizers, enforcement of bylaws guarding against encroachment of river sources and river banks, and introduction/scaling up of sunflower as a new cash crop.

Annual Work Plans and Progress reports to the Council etc.

The main challenge related to this collaboration is that the level of NSAs participation and involvement is still very low because very few NSAs abide to these regulations. Much as the NSAs response has been positive overtime, some of the NSAs are still not interested and do not therefore have trust to the Council. A few interviewed NSAs for example claim that although they interact with the District Council, they have the feeling that district Council is not supportive enough to make NSAs make a meaningful contribution to the district development. Most NSAs are still not confident with the District Council authorities i.e. they are still not very sure and would not therefore dare to fully trust the District Council. They are therefore not aware of some activities coordinated by the council.

4.5 Mainstreaming upcoming local and national development planning agenda

4.5.1 Enhancing Agricultural Productivity

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 Ileje District. With exception of large scale farming, 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 mechanisation, processing, marketing, storage and irrigation projects (in order to reduce dependence on rain and be able to carry on with farming activities throughout the year). Other entry points include the use of non- chemical fertilizers, enforcement of bylaws on encroachment of river sources and banks so as to protect water sources.

4.5.2 Fishery

To a large extent, the fishing sector in Ileje 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; construction of fish ponds where rivers flow; promotion of fish ponds and construction of demonstration plots for knowledge development. The suggested priorities in fishery are construction of fish ponds, construction of fish processing plants, sustainable fishing (in order to maintain production) and maintenance of fish ponds.

4.5.3 Environment Conservation and Beekeeping

Establishing tree nurseries and planting of trees is paramount to environmental conservation in Ileje District. Environmental awareness among inhabitants in Ileje District is extremely low, especially at Isongole village where it is estimated to be 50%. It is therefore crucial in creating awareness to the villages on environmental issues and establishing and strengthening villages' environmental committees. Emphasis should also be placed on the development of land use management plans. There are only 3 villages that have a land use plan in place although there is a master plan for the whole district.

Forestation 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.

4.5.4 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 have huge pieces of land.

4.6 Mapping of the Alternative Funding Sources

4.6.1 Introduction

Like many other District Councils, one of the challenges which Ileje District Council has been facing is underfunding of the district plans. There has always been a huge gap between the budget allocated to the District Council and the amount of funds released. In addition, many times the process of disbursement has been unreliable and not timely according to the Heads of Department FGDs responses.

(a) *Internally Generated Revenue*

Most of the Ileje District Council income comes from the Central government allocations, which amount for more than 90 percent of the entire district approved budget. The Council also raises revenue locally. The main sources of local income come from: Transporting Agriculture Produce (TZS 1000/100 kgs Sack), forest (TZS 150/Piece), Bars, Bus terminal Shops, coffee and Pareto (through the buying Companies).

Generally speaking, the revenue base for Ileje District is weak (less than 10 percent of approved budget) and is getting weaker as some of the revenue is shifted to the Central Government through Tanzania Revenue Authority. In addition, the recent requirement by the Parliamentary Committee that 60 percent of the internal revenue should be directed to development projects is constraining even further the effective implementation of other district operations and service delivery functions. Internal revenue sources were previously used to cover for internal expenditures (which were mostly recurrent). But as noted earlier, in the current budget (2014/15), the Districts were instructed by the Parliamentary Committee that 60 percent of the internal revenue should be allocated for development projects. The challenge here is how to fill the left gap as far as internal expenditure is concerned. 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 Ileje District Council:

- (i) Inadequate internal revenue sources because a number of own sources has been taken by the Central government;
- (ii) The criteria for budget ceiling are inadequate. One of the criteria is the population level, the larger the population the higher the ceiling. It was established during the interview that this should be the opposite. The argument was that, the reason why one area in highly populated include among others opportunities available. They were of the opinion that the criteria should be the economic status. i.e the budget should favour the under developed districts and ILEJE is one of those;
- (iii) As noted earlier, revenue sources were previously used to cover for internal expenditures (which were mostly recurrent). It was instructed that from the current budget (2014/15) 60 percent of the internal revenue should cover for development projects. The challenge here is how to fill the left gap as far as internal expenditure is concerned. Of the remaining 40 percent, 10 percent to be allocated in youth and women, 20 percent to villages and only 10 percent to run day to day Council activities; and

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

(b) *The District Budget (Resources from the Central Government)*

There is highly miss-match between the Approved budget by Full Council and Regional level VS Ceiling received from the central government. To accommodate the ceiling a number of identified priorities have to be dropped. To a large extent this has raised questions at lower levels on the relevance of the processes since only few (not any) of their priorities has been considered. For instance, the requested budget for irrigation activities in 2012/2013 was TZS 200 million and only TZS 46 million was approved and nothing was actually received.

(c) *The Budget Cycle*

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

The Council's budget is therefore limited given the priorities spelt out in the DDP. The council must find alternative ways (alternative funding sources) to mobilize additional resources if the DDP is to be implemented successfully. PEI initiatives in Ileje District can attract multiple sources of funding. This is an opportunity which the council has not been able to utilize fully. These include direct engagement with other Development Partners (DPs) and local organizations; potential internal revenue sources (which have not been utilized); and use of diasporas. Studies have testified that a number of investors hailing from Ileje District, Mbeya Region are investing outside their district. Most of the investors under this category are driven by the same factors just like any other investor elsewhere.

Apart from the cultural and economic factors and/or obstacles, majority of the potential investors hailing from this district do not have confidence and trust over the current district (and regional) administration. Diasporas do not feel that they own development process in their own District or Mbeya Region. Put it differently, there is a huge perception gap between the district or regional government and Diasporas. Thus, the intimacy and partisanship is more or less absent. The question is – What the district and regional governments should do to recover the confidence from Diasporas and better make use of this investment opportunity? The district and regional governments need to be proactive and attract Diasporas as partners in district development. This can be done through mobilization. The regional or District authority has to organize a forum of indigenous investors to campaign, lobby and inspire them to invest at home. Note that, these are people from Ileje District who work and/or invest outside the District.

Apart from the Central Government, other internal sources include the Non State Actors (NSAs) operating in Ileje District, and Community Members. NSAs and the DPs in Ileje District include SACCOS, UNESCO, Twiga Bancorp Bank, Bweluhi Company Limited, Integrated Rural Development Organization (IRDO), and HOSANA Orphans and Youth Center. Others are UNDP, UNEP etc. During the survey, significant efforts or contributions by community members were evident especially in irrigation schemes, Tree Planting, WARCs and Community Radios where beneficiaries have made a notable contribution such as preparation of irrigation sites, establishment of strong SACCOS and Associations or Groups; micro

level agro-processing and buildings for the WARCs.

Like many other District Councils, Ileje District is not used to take its own initiatives to mobilize resources for the district. In terms of resources the Council relies mainly on the Central Government for nearly 90 percent of the total budget. Other sources make an insignificant share. There is therefore 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 mention is sourcing from financial institutions i.e. suppliers of loanable funds. The Council has not fully utilized existing financial institutions mainly due to low LGA capacity and skills to prepare Bankable Projects and submit them to the market for funding. There is therefore a need to support Ileje District Council to prepare Bankable Projects and present them to the respective Banks. In future capacity should be built by training District Council officials in this area.

The District Council should also work towards preparation of the District Investment Plan where all the opportunities such as potential investment areas in the district should be commercially well described. When this document is ready, a District Investment Forum must be organized to market the district's investment opportunities and attract investors in the District.

4.6.2 Need for Alternatives Funding Sources

The Council's budget is therefore limited given the priorities spelt out in the District Development Plans (DPP). Ileje District Council must therefore look for additional or alternative options (alternative funding sources) to complement the existing ones, if the DDP is to be implemented successfully. Like many other District Councils, Ileje District is not traditionally used to take its own initiatives to mobilize resources from alternative sources for the District. The Council relies mainly on one funding source i.e. the Central Government which is disquieting and risky. 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 for their districts. 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.

There is therefore an urgent need for the council to change its approach and become a real player rather than an observer. Ileje District Council must become pro-active in terms of resource mobilization for the district by exploiting alternative funding sources which are available. This will help the Council to bridge a huge budget gap and be able to finance its annual plans for the development of the district. For this to succeed the current Institutional and Legal Frameworks governing the operations of District Councils in Tanzania must be supportive, and the District executives must be motivated to work on alternative funding.

The alternative funding sources which could also benefit the PEI initiatives in Ileje 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 Ileje District. Eco, Cultural, and Mountaineering Tourism is potential in Ileje district. It needs only to be put on the global map. These are opportunities and potential complementary funding sources which the district has not been able to utilize fully.

(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 Ileje District (and Mbeya Region) 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 this district have lost confidence and trust over the investment climate in Ileje District. The institutional and legal framework governing investment activities in the district (e.g. Red tapes, bureaucracy, infrastructure) are among the factors mentioned frequently by respondents. Diasporas do not feel that they are part of development process in Ileje District, Mbeya Region. Thus, the intimacy and partisanship between the two sides is compromised. 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. Ileje 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 Ileje 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, Ileje 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 and Private Sector Investment Capital in the district

Ileje District is blessed with a number of investment opportunities (potential) which have not been utilized. They include marine transport, forestry, and fishing. As noted earlier, there is a need for the 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.

Also important to emphasize is the fact that, Ileje District Council needs to fully tap the resources from private sector by encouraging the private investors to participate in the implementation of the District Development Plans (DDPs). The Council needs to regard Private Sector as Development Partners and acknowledge their contribution towards the District Development. To make them respond positively, the council needs to create a friendly environment through e.g. an incentive package for them.

(e) 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 Ileje 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 Ileje District Council must use champions effectively. These are such as small scale farmers, women, livestock keepers, associations (groups) and fishermen.

(f) Improve the District financial management and resource management

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

(g) 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 in the respective districts. Ileje 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 Ileje District Council.

As noted earlier, in terms of resources the council relies mainly on the Central Government. 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 outlined above 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 Ileje District Council in terms of preparing Bankable Projects for the council and present them to the respective banks.

4.7 Scaling up and replicating PEI best practices

As already noted, Ileje District was created as a fully fledged district with effect from 1975 from Rungwe District. A total of eight 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 Ileje District.

The following proposed measures are expected to improve performance of the projects and resource utilization thus leading to improved livelihoods of people in Ileje 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 Ileje 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 Ileje District through cultivation of indigenous trees and support beekeeping initiatives;
- (e) Scaling up value chains, and especially in terms of access to markets; and
- (f) The Information/Agriculture Resource Centres 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 Ileje District will be supported to visit and learn from best practices in other Districts (Nyasa, Bukoba Rural, Bunda, Sengerema and Ikungi). Where possible beneficiaries from the five Districts will be supported to visit Ileje District and learn from any best practice. Within Ileje District, 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 Ileje District Council at the District, Ward and Village level. This included examining the social economic and environmental profile of the Ileje District; to assess the gaps in both the integration and implementation of P-E, climate change and gender components in the planning and budgeting processes from the national level, sectoral to local levels; to assess the effectiveness and adequacy of mainstreaming P-E initiatives, Climate Change (CC), and Gender issues in the planning and budgeting processes at different administrative levels of Ileje District; and lastly, to explore the appropriateness of institutional and legal framework.

The institutional processes and mechanisms for 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, coordination, performance review, M&E, quality assurance, and impact evaluation; lack of access to fast internet connection; and limited transportation facilities.

The results showed the Ileje District Council planning, implementation, operations, monitoring, and reporting systems of 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 Ileje District Council in implementing Environment and Poverty initiatives are: a) For District Council By-laws to work they need to be submitted and approved by the parent Ministry, PMORALG, which sometimes takes a long time; b) The leadership at Ward and Village level do not have the requisite capacity (skills in particular) to prepare and implement their by-laws, which is hindering the implementation of PEI initiatives; c) the misunderstanding between implementation frameworks of sectoral laws and by-laws, particularly between environment management vis-a-vis development of projects; and d) another major challenge to the effective implementation of by-laws both at districts' and village level is lack of commitment and financial resources which are lacking to a large extent.

The budget preparations and use the guidelines in Ileje District Council were found to be in line with agreed budget circle and supportive to the implementation of 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 Ileje District include; i) inadequate internal revenue sources which account for less than 10% of the total budget; ii) the internal revenue sources were previously used to cover for internal expenditures (which were mostly recurrent). But recently the District Council was instructed by the Parliamentary Committee that from the current budget (2014/15) 60% of the internal revenue should cover for development projects; the challenge here is how to fill

the left gap as far as internal expenditure is concerned; and iii) there is high miss-match between the approved budget by the Full Council and Regional level vis-a-vis the Ceiling received from the central government. To accommodate the ceiling a number of identified priorities have to be dropped. To a large extent this has raised questions at lower levels on the relevance of the processes since only few (not any) of their priorities has been considered and this is demoralizing the stakeholders, who were committed and had high expectations.

5.2 Recommendations

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

5.2.1 General Recommendations

(a) **Recommendations on Institutional, Legal and Budgetary Issues Institutional**

(i) **Institutional Related Recommendations**

- *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 the powers from central government to local government (Opportunities and Obstacles for Development- O & OD) approach to evaluate its viability and performance to date from national to District and village levels, and to identify gaps and develop a strategy/remedial measures how to further improve the mainstreaming and implementation of PEI objectives into District Development Plans.

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

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

- *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.

- *Develop a sustainable financing strategy*

The DED in collaboration with NGOs should recruit a trainer or a consultant to help them to

develop a sustainable financing strategy and expose the District authorities to other funding mechanisms such as from local banks for 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.

- *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 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. Export Processing Zones Authority (EPZA) should focus on crop and livestock products processing and energy generation from coal products for household energy, and power generation for industrial use and sale to the main national and EAC grid, and in development and value addition of forest products.

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.

- *Promoting Warehousing Receipt System (WRS)*

To facilitate transformation of Ileje District economy and stimulate overall development the district need to promote Warehousing Receipt System (WRS) (e.g. training on basic operations, maintenance, fumigation,). This will be a major step in addressing post harvest management and

the execution efficiency and overall performance of the crop sector in Ileje district.

- *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.

(ii) Recommendations related to Legal issues

- *Review of the LGA related legislation and regulations*

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

- *Identification of gaps in the current legislation, and regulations of LGAs*

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

- *Need to Review some Government Acts*

Review the Government (Urban Authorities) Act 1982; Local Government Finance Act 1982; Urban Authorities (Rating) Act 1983; Regional Administration Act 1997; Local Government Laws (Miscellaneous Amendments) Act 1999, Environmental Management Act, 2004, Forest Act (2002), and Procurement Act, 2004, to: align them with current free market realities and business environment; to increase the autonomy of the Council in the revenue collection, mobilization, allocation and use of internal sources; to facilitate increased PPP collaboration for generation of new and additional finance and investments in innovative, high impact PEI and other development initiatives and projects; recruit and retain skilled, experienced, knowledgeable, professional technical cadre; and to remove conflicts between old sectoral laws and by-laws.

- *Revise the constitution and electoral legislation*

Revise the constitution and electoral legislation to raise the level of education of District Councillors to a minimum of High School to enable the Councilors to cope with the pace of fast changing and complexities of modern governance, business management, short life cycle technological solutions, and modern market based regulatory instruments and processes. This, together with continuous training will enhance the foresighting capabilities; enable them to recognize and take advantage of emerging opportunities, and effectively to address PEI challenges. Putting in place and raising the education requirement to current realities will also enable the elected councilors

to create a more transparent and enabling environment for the implementation of PEI activities.

- *Strengthen governance in land distribution*

The Central Government in collaboration with the District Council need to strengthen governance in land distribution particularly the Ward Land Tribunals (WLTs) to avoid land disputes and increase public awareness on land laws. Currently most of the WLTs (Land disputes Courts Act of 2002) lack training related to land dispute management.

- *Capacity Building for Councils Staff and Community Leaders*

Develop and deliver training modules to the Council staff and Chairpersons, executive secretaries of wards and villages, on formulating and affective implementation of by-laws and regulations and sectoral legislation related to PEI issues.

(iii) Recommendations related to Budgetary issues

- *Generate Revenue from Natural Resources*

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

- *Women groups' access to savings and credit facilities*

Facilitate entrepreneurs' and women groups' access to savings and credit facilities (Savings and Credit Cooperatives Societies- SACCOS, Rotating Savings and Credit Associations- ROSCAs, and VICOBA). To begin with, undertake advocacy on saving and lending options, and train women's producer associations, cooperatives and groups to enhance their administration capacity, organizational and financial management skills, options for reducing cost of delivering financial services and recovery of bad debts, diversification of loan portfolios, risk management, telephone banking, etc., and support capacity-building in the creation and formalization of related financial self-help networks at the village, ward and District levels;

- *Foster the development of human and institutional capacity*

Central government and District Council leadership should foster the development of human and institutional capacity at the District Council and among contracted tax collection agents to ensure the District Council collects adequate taxes and cess charges and to minimize tax evasion;

- *Reform the current cess rates*

The Central government should reform the current cess rates, which are currently based on gross value of production, that are resulting in very high tax on net revenue among farmers, and pastoralists, and natural resources products' producers that use a large amount of inputs but experience small net margins. This is resulting in frustration regression, making value chain participants to change their production and marketing behavior to lower their cess payments,

and even to resort to tax evasion/avoidance as a coping strategy. The reform may include strengthening collection capacity and methods (e.g. using ICT based instruments, collecting cess after the sale, etc), reducing the rates to broaden the base, to institute a differential cess for food, cash and export products, etc.;

- *Establish a Development Fund*

The Council to establish a Development Fund to adequately fund development and self-finance poverty and environment related activities. The Council should sensitize citizens, development agents, and business community to contribute to the proposed fund. This has to be supplemented by the Central Government by allocating and disbursing sufficient financial, human, and technical resources for development and recurrent expenditure to the Council;

- *Partnership with Non State Actors (NSAs)*

The District Council, communities and individuals should partner with businesses and producer cooperatives, National Private Sector Service Providers/Technical Services Providers, and Business Associations, (e.g. TSPF, ACT, RCT, TCIIA, CTI, etc) to ensure the availability of capital goods and technology transfers that enhance productivity and efficiency;

- *Promote and inculcate transparency, honesty, and accountability*

The District council should strengthen the transparency, honesty, and accountability on revenue management (allocation, expenditure, and reporting) and tackle corruption to increase citizens' support; and

- *Training for Councilors*

The District Council in collaboration with Central Government and/or development agents should play a proactive role to train and re-train Councilors and Council's technical staff to enhance the understanding of emerging technical, business, regulatory, trade, green growth and sustainable development issues.

(b) Coordination

- *Establish a Coordination Committee*

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

- *Articulate the roles and responsibilities of different*

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;

- *Coordination of stakeholder efforts*

The PMO-RALG is mandated over Local Government Authorities and therefore better placed to coordinate 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 coordinating

committee will have scheduled meeting sessions and forums for collaborative planning, coordinating finance mobilization and allocation, follow up, monitoring and evaluation, readjustment, reporting, and implementation of the deliberations to be developed during the stakeholders meetings. This will enable better cooperation between the District Council, PEI stakeholder, and funders and will minimize overlaps and unnecessary competition for resources and attribution. The coordinating committee may propose studies to reengineer the LGA system, to draw lessons on local government reforms from other countries, and devise and plans on reinforcing performance at LGA level. There is a need to ensure that the institutions and organizations supporting national level PEI policies and strategies get a coordinated direction from an established coordinating entity in the PMO RALG. In addition, this entity should work in close collaboration/communication with the other stakeholders for multi-sectoral involvement using collaborative joined-up approaches in implementation of the PEI activities, with particular emphasis on creating conditions conducive to the participation of the private sector and non-state actors. Lastly, the coordination entity should develop and strengthen district, regional, sectoral and cross-sectoral institutional and regulatory co-ordination for harmonization of conceptualization, planning, administration/management, execution, monitoring and evaluation, and reporting of P-E interventions; and

- *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, etc, rather than having several entities doing the same or their own things according to their own interests. In addition, there is a need to pursue ways of ensuring greater coordination and synergies among all parties engaged in the 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

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

- (i) Enhance Councilors' and technical cadres' awareness and understanding on climate change vulnerabilities and potential impacts in the District;
- (ii) Increase resilience to rainfall variability and drought by adopting fast growing and abiotic and biotic stress tolerant crop and tree varieties;

- (iii) Develop and upscale the use of appropriate alternative energy sources, including mini hydro systems, solar for lighting, biogas for cooking and equipment such as ecological biomass cook stoves to reduce pressure on forest resources;
- (iv) Incorporate agro-forestry as an important practice in conserving soil moisture, weed control and improving soil fertility;
- (v) The District council and the private sector should jointly conduct feasibility studies, develop mini hydro systems and medium scale hydropower stations for power generation for the local electricity needs and for export of electricity to the national grid (US\$ 15 million are required for the ventures);
- (vi) Motivate communal and individual afforestation by establishing nurseries through individual growers and by groups, e.g. schools and other institutions, as a source of income and tree planting as an income generating and asset accumulation venture;
- (vii) The District council should support development of research programs conducted at Uyole ARI (including research on drought, pests and disease resistant crops, livestock, and tree seeds), and foster transfer, adoption and use of developed technologies, products and technical services; and
- (viii) Promote management of cross-border natural resource management to minimize bush fires from Malawi.

(d) Recommendation on Gender Issues

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

- (i) Conduct a health check on horticultural and seed oil production and develop tools and train women and groups to be responsive to market and consumer needs, in particular quality and safety issues;
- (ii) Strengthen the capacity of individual women and women producer groups to increase volume of milk collected and quality control and improving milk handling and transportation, and trade;
- (iii) Facilitate women groups' access to and use of savings and credit facilities (Savings and Credit Cooperatives Societies- SACCOS, Rotating Savings and Credit Associations- ROSCAS, and VICOBA);
- (iv) Build the capacity of women groups in business management, entrepreneurship and organizational development, and product quality and safety management through training. This would induce the women's' groups and producer associations to be highly responsive, and generate and sell more yield of quality and safe produce and value laden products to other towns and to Zambia, Malawi, Congo, Zimbabwe, and beyond in a sustainable production manner (e.g. milling of rice, maize and blending with millet, sorghum, pulses and other micro-nutrients to produce *lishe* flours that would improve children nutrition security; spices, cocoa, crop seeds, snacks (*kashata za ufuta na karanga*), fruits, and oil seeds based products; poultry, cattle, goat, pig, meat processing e.g. through solar drying; clean coal briquettes, livestock feed production for zero-grazing purposes; quality water bottling, production of solid, liquid, and aerosol passed pest repellents from pyrethrum, etc.);
- (v) Promote opportunities and support access to low-cost technologies and practices to change human and social assets among women to uplift them in terms of knowledge, life and productive skills, self-confidence, and drudgery work burden alleviation, in particular in the collection of water, energy sources, farm production, and crop post-harvest management; and

- (vi) Empower women in effective methods of mainstreaming environmental considerations in development processes in the society on various fronts up to grass root level.

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

- The District council and development partners should facilitate the development of an effective horticulture produce value chain of fruits such as avocado, passion, mango, guava, and vegetables;
- 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);
- The District Council and the private sector should promote and invest in the conservation and preservation and commercial development of bee products. This includes development of land use plan plus a forest plan (TZS30-40 million/village); availing technical skills and affordable commercial beehives (currently cost TZS70,000-90,000/unit); and enabling access to packaging and information on markets;
- Promote fish farming fishing as an alternative source for supply of fish, income generation, for enhancing food and nutrition security, and for minimizing illegal fishing practices/activities and minimizing degradation of aquatic ecosystems in rivers and lakes. This should include training/demonstration on pond construction; securing and stocking fish fingerings; water and waste water management and reuse; aeration and fertilization, preparation and delivery of feed, harvesting, maintenance, and product marketing. The harvested fish can be consumed to provide much needed protein and calcium. The surplus fish and fingerings may be sold and the gained profit could be reinvested in expansion of ponds or diversification into other high value activities such as milling or blending of quality feed or cold storage facilities. Implementation of all the all the above and replication will result in achieving the major P-E objectives and mission and poverty reduction goals in MKUKUTA II and other development frameworks;
- Support development of livestock feeds through pasture establishment and preservation of pastures and crop residues for dry season feeding;
- Train women and youth in environmental friendly storage and tanning of leather and production of leather goods;
- Support the construction and maintenance of affordable maize, rice, and pulses storage facilities to reduce damage caused by pests and disease both during pre- and post-harvest;
- Promote and facilitate access to early-maturing, drought tolerant, high-yielding seed varieties of rice, maize, horticultural produce, spices, sorghum, and millet that will enhance productivity and profitability;
- The District Council and development partners should encourage and facilitate the private sector to access affordable credit/financial services to invest in technological solutions and facilities and for constructing and maintenance of affordable processing/value addition and storage facilities at Ward and village levels of maize, rice, pulses, coffee, pyrethrum, and oil seeds to reduce damage caused by pests and disease both during pre- and post-harvest, and during bumper harvests such as in the season 2013/2014;
- The private sector should be incentivized by the District Council (stable policies, favorable and consistent legal and regulatory frameworks, fair taxation/cess, tax breaks) to transport and create channels for trading the agricultural produce out of Ileje by ensuring that the roads are paved and passable throughout the year, and by reducing the bureaucracy and regulations in the movement of agricultural produce out of the District to nearby high demand markets in Zambia, Malawi, and DRC Congo;
- The District Council and Irrigation Commission should support irrigation development for production of rice and horticultural produce (expanding the area under irrigation and promoting water use efficiency) and sustainable water resources and land management

- through public-private partnerships;
- Train farmers in sustainable agricultural production on hill and mountain slopes;
 - Promote private-public investments in the goats, chicken, and cattle production, germplasm breeding, bulking development, including establishing slaughtering/processing facilities and post-slaughter activities such as meat storage and transportation facilities to Tunduma, Mbeya, Malawi, and Zambia. Other potential areas for investment include animal feeds, medicine and vaccines, and quality and safety issues of products (i.e. dips, veterinary centres, crushes, hide and skin sheds, livestock market/auctions, and water dams);
 - 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 browse feeding;
 - Promote modern poultry farming by facilitating women and youth with improved chicken breeds (high yield of eggs and meat- more than 3 kg and 20 eggs per month) obtained through cross breeding of local chickens with improved cocks from Malawi; and availing training in poultry management (i.e. house construction, feeding, rearing, breeding, disease management, record keeping, and marketing of products);
 - Promote planting of fast growing trees to boost reforestation. The District Council, Central Government, Private individuals, Groups and Associations, and Non-state actors should develop schemes to promote fast growing public and private woodlands to support local bio-diversity and contribute to meeting the basic needs of local communities in the form of firewood, charcoal, timber and other forest products. The major factor that should be addressed early on are: establishing village land use plans; the cost of seeds for fast growing trees (e.g. modern improved eucalyptus seeds cost TShs. 14 million/kg; and the skills and cost of maintenance of seedlings, transportation, and on-plantation maintenance; and
 - Strengthen the capacity to oversee protection of forests reserves including forest boundary consolidation; eviction from forest reserves; expansion of new plantations; continually improving harvesting guidelines; promoting and signing Joint Forest Management Agreements and Community Based Forest Management with more villages; closely following up the monitoring, licensing, registration and transportation of the wood materials; and monitoring and managing forests and forest related activities (currently there are many forest exploitation licenses being given from various Central Government and District Council sources).

(f) Other Recommendations

- The Ileje District Council should form public-private partnership arrangements/joint ventures with entrepreneurs to establish companies, raise capital and establish businesses such as large scale industrial farming and livestock keeping; processing of agricultural, forestry, and livestock products; communication and logistics; tourism; traditional and renewable power generation (Ileje is mountainous- good for mini hydro and wind energy); infrastructure development (rice schemes, water dams, roads, human settlements, sanitation, etc.); forest development and sustainable exploitation and trade of forest products; water supply; and companies for minerals exploration and exploitation for high precious metals and non-metals such as gold and platinum, uranium, and coltan. This will enhance the District Council's revenue, generate jobs, wealth creation, and quickly raise the GDP per capita of citizens;
- The District Council should that sensitize the appropriate policy implementers in the Central Government and lobby/negotiate with the Ministry of Energy and Minerals bureaucrats to ensure it gets the requisite proceeds/revenue percentage from the Kiwila Coal mine;
- The District Council should form a joint venture with Private Companies, National Housing Corporation and other pension funds such as Public Service Pensions Fund (PSPF), Local

Authorities Pension Fund (LAPF), National Social Security Fund, PPF, developers, etc. to develop the office infrastructure, business districts, and human settlements/ housing estates for staff and other citizens; and

- The District Council, Ministry Health and Social Services and TACAIDS should provide information to households and health care providers on a continuous basis on the sources/ causes, prevention practices, management of risks (e.g. addressing the intersections between gender-based violence or coercive behavior and spread of viral related diseases, i.e. sexually transmitted infections, HIV seropositivity, etc.), testing options, treatment, and options for reducing/stemming the spread of communicable diseases, specifically hepatitis B and C, HIV/AIDS, and Ebola. This may include indentifying indigenous practices attitudes and behaviors that may reinforce HIV prevention and treatment (e.g. learning and copying *kupanga* practice from Nyasa District). Recognizing and ensuring that the spread of these important diseases are addressed, could make the difference between the long-term success, failure, and sustainability of Poverty-Environment efforts in the District.

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 Bunda, Ikungi, Ileje, Nyasa, Sengerema, Nyasa and Bukoba Rural District Councils to keep talking among themselves, and PEI stakeholders to communicate, network and exchange ideas. This can be done, for example, by establishing an accessible ICT-based platform that would enable the above six District Councils to generate, share, and exchange data, information (in Kiswahili), knowledge, innovative ideas, and valuable approaches arising from Poverty-Environment initiatives. Such an initiative would enable the formation of long-lasting linkages and alliances at community, individual and government-private/entrepreneurial sector levels. In addition, robust linkage mechanisms may: drive innovations; enhance collaborative design and implementation of projects; and enhance resources and know how transfer and uptake of technologies and best practices for productive processes. Subsequently, this may increase 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; iii) access, acquisition and use of proprietary technologies for education, health, agriculture, livestock, fisheries, natural resources (e.g. investment in tourism, reforestation and plantations for timber and charcoal production), and manufacturing sectors' development; iii) mobilization, allocation, and modern management of financial resources; iv) translation of national and international policies, strategies and initiatives into District realities; v) legal advice and negotiations, and vi) development of value and supply chains for products and services generated in the District;

- *Develop a sustainable financing strategy*

The DED in collaboration with NGOs should recruit a trainer or a consultant to help them to develop a sustainable financing strategy and expose the District authorities to other funding mechanisms such as from local banks for 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; and

- *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 General Recommendations on Projects for Ileje District Council and Central Government

(a) Recommended Projects

The following projects have been recommended based on the preceding analysis and discussions. These are the activities which need to be implemented in Ileje District during this phase or the following phases.

Table 6.1: A List of Recommended Projects in Ileje District

Sn	Project	Village and Ward
1.	Ileje Community Radio	Itumba Town
2.	<ul style="list-style-type: none"> Ward Agricultural Resource Center (WARC) Sasenga Irrigation Scheme - Paddy 	Mbebe Village in Mbebe Ward
3.	Mobile Kilimo Platform	Ileje District
4.	Ilulu Irrigation agriculture for maize and horticultural farming	Ikombe Village
5.	<ul style="list-style-type: none"> Jikomboe Beekeeping Group Fish Farming 	Ishenta Village, Ndola Ward
6.	<ul style="list-style-type: none"> Maize and horticulture Processing Plant 	Isongole Village, Isongole Ward
7.	Horticulture and Poultry Farming	Integrated Rural Development Organization (IRDO)
8.	Training Programmes	All Project Sites

Additional project areas include preparation of the District Investment Profile and Plan; District Social Economic Profile; and District Strategic Plan. There is also a need to finance the initiatives to develop the fishing and forest related by laws and the approval process given the environmental challenges the district is facing in agriculture, fishing and forestry sectors.

(b) Political Will and Government's commitment

As noted earlier, any investments or project implementation requires sustainable funding. Resources must therefore be mobilized (from all possible sources), 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 such suggests. The District Council must therefore ensure that these projects are successfully implemented and reported i.e. the project results are realized and are 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. District technical teams are not free to make key decisions on resource allocation and utilization. Ileje is not exception to this problem. District plans which are bottom-up are designed and coordinated 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 also 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).

There is therefore a need for Ileje District to escape from this catastrophe by ensuring that politics observe the set boundaries. Also important to look at is for the government to review and elevate the minimum qualifications of both councillors and Members of Parliaments (MPs) in Tanzania. 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 double 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) *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:

- a) Finance land use survey;
- b) Specify relevant land uses and issue title deeds; and
- c) 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 loan.

5.2.4 Specific Recommendations for Ileje District Council

(a) Integration of PEI components into district planning and budgeting

The study findings show that in the past PEI components have not been considered as priorities due to limited knowledge of members of these communities on the respective components. This is a calamity which threatens efforts to attain PEI related goals in Tanzania. This intervention can easily be handled by Ileje District Council on its own through the planning and budgeting process which is bottom-up and it is to a larger extent managed by the council. PEI priorities are relatively new to ordinary people in the villages. Thus, during the Opportunities and Obstacles for Development (O&OD) process, the lower level communities where planning and budgeting process begin (Ward and Village levels) therefore need to be guided by technical experts from the District Council to enable them understand and consider PEI related priorities. In addition, members of the communities must be educated through training and awareness creation programmes.

(b) Resource Mobilization

Like other District Councils in Tanzania, Ileje District Council has not been a Resource Mobilizer because traditionally the council has been allocated budgets by the Central Government. The current Institutional and Legal Frameworks governing the operations of District Councils in Tanzania do not provide space for the district executives become independent and pro-active to mobilize resources for their districts. Existing opportunities for alternative funding have virtually not been utilized. There is therefore a need for the council to change this attitude so that from now onwards the council considers itself as a Resource Mobilizer. It must be mobilizing resources to complement and bridge the resource gap. Ileje District Council has a multiple avenues for resource mobilization as follows:

(i) Mobilize Resources from 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. The district government must make it a habit to target potential investors and go out for negotiations with them. These organizations 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 team with negotiation skills which will be representing the district in such negotiations;

(ii) Mobilize Resources from Diasporas

Studies have testified that a number of investors hailing from different District Councils such as Ileje District (and Mbeya Region) are investing outside their district. Most of the investors under this category are frustrated due to unfriendly investment climate in their district. The institutional and legal framework governing investment activities in the district (e.g. Red tapes, bureaucracy, infrastructure, incentives) are among the factors mentioned frequently by respondents. The district and regional government need 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. Note that, these are the people from Ileje District who are either working or investing outside their district, particularly in Mbeya, Zambia, Malawi etc;

(iii) 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. Ileje 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. 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 Ileje District Council and which the District Council needs to utilize and address the chronic problem of resource gap. There are two important pre-requisites here. First, Ileje District Council must build the capacity of developing bankable projects, and secondly, the district staff must cultivate a culture of frequent search for grant opportunities or announcements. In addition, some degree of independence or freedom is inevitable for the staff to feel responsible;

(iv) Attracting investors and Private Sector Investment Capital in the district

Ileje District is blessed with a number of investment opportunities (potential) which have not been utilized. They include marine transport, forestry, and fishing. There is therefore a need for the top executives of Ileje District Council to change their 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.

The Council needs to fully tap the resources from private sector by encouraging private players to participate in the implementation of the District Development Plans (DDPs). The council needs to consider Private Sector investors as development partners and create a friendly environment e.g. through an incentive package for them;

(v) Promote Private Forest Associations or Groups

District Council should encourage and promote associations or groups of forest and charcoal dealers, license them, give them titles or property rights to operate sustainable forest estates for production of trees (and 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.

Njombe, Iringa and Morogoro regions have been practicing this model (Private Forest Programme (PFP), which can be replicated. PFP is a joint programme between the Government of Tanzania and the Finish Government which was launched in January 2014. This programme is initially implemented in the 6 districts of the Southern Highlands. These are Njombe, Makete, Ludewa (in Njombe Region). Kilolo and Mufindi Districts in Iringa Region; and Kilombero District in Morogoro Region. The programme is intended to promote commercial tree planting and sustainable forest

management through registered farmers groups.

Formalization of forest products (such as charcoal, fire wood, timber and poles) business or trade through associations or groups will enable the government and other stakeholders to build capacity of these groups through training. These groups can also be used as marketing centers where the Government can easily collect revenues thus enable the National Accounts reflect and raise forest contribution to GDP from the current 3.3 percent which is very much underestimated.

In addition, the aforementioned proposed interventions are necessary to enable forests play its critical role in the maintenance of the hydrological balance and soil protection. Forest maintain rainfall pattern and prevent water runoff thus, ensuring appropriate hydrology which is necessary for sustainable water sheds. This is important not only for agricultural development in Tanzania, but also for fishing and marine transport. The forests are also important for recycling and fixing of carbon dioxide which is currently a topical agenda around the world. The direct benefits and spillover benefits are far much higher than what is currently gauged by the National Accounts;

(vi) Involve and empower players at community level

The District Council needs to ensure that key players at grassroot level (i.e. Wards and Villages) are fully involved and actively participate in both formulation and implementation of national and especially district plans. This is the main reason for the dismal performance of Serengeti 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 their capacity is another factor the district needs to consider. Thus Ileje District Council must use champions effectively. These are such as small scale farmers, women, livestock keepers and fishermen;

(vii) Improve the District Council's financial management and natural resource management

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

(viii) 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. Ileje District should also pursue this funding alternative in order to bridge the resource gap which the district has been facing.

(c) By Laws

Ileje District Council is also mandated to formulate bylaws and pass them through PO-RALG for approval before its use. This is an opportunity which the District Council has not tapped. More bylaws should therefore be formulated and pass them through for approval process. Specifically these bylaws should target illegal fishing including a ban to use poison and dynamites. These bylaws should also target illegal harvesting of forest products.

(d) Capacity Building and Skills Development

Skills Gap has appeared as one of the major challenges facing District Councils including Ileje. The

District Council must find ways to fill in the gaps of various positions i.e. skills and competencies in the district by scaling up recruitment of personnel and encourage others to apply for training. 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 entrepreneurs.

(e) *Involvement of Non State Actors (NSAs)*

Ileje District Council needs to acknowledge the important role which the Non State Actors especially Private Sector and the Civil Society Organizations (CSOs) can play in e.g. resource mobilization and investment, capacity building of the key players in the district, planning and budgeting, as well as implementation of the DDPs. However, NSAs participation and involvement level is still very low because majority of the NSAs are not collaborating and working together with the District Council. There is therefore an urgent need for the Council to put more efforts to mobilize NSAs and involve them in the district development process. To facilitate this initiative the council needs to create a conducive and friendly environment and consider them as partners in development rather than rivals.

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Appendix 1: Ileje District Population Distribution

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

Source: Ileje District Council and the National Bureau of Statistics (NBS), 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 Ileje 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 Ileje 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*

ESRF is an independent policy research institution based in Dar es Salaam, Tanzania. Its primary objectives are to undertake policy-enhancing research and to strengthen capabilities for economic and social advancement.



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