



**ECONOMIC AND SOCIAL RESEARCH
FOUNDATION**

POVERTY AND ENVIRONMENT INITIATIVE (PEI)

NYASA 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 Nyasa 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 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, 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 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 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 Study

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

(a) The Assessment Study

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

(b) The Mapping Study

Overall objective of this study was to map-out the most relevant PEI based local innovative best practices (focus on PEI related innovations) and lessons learnt to be replicated in future sustainable development endeavors, at national and local levels in Nyasa District council through the PEI mainstreaming into District Development Plans (DDPs) and budgets. The mapping study was also meant to identify the most appropriate alternative funding mechanism 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 Nyasa District.

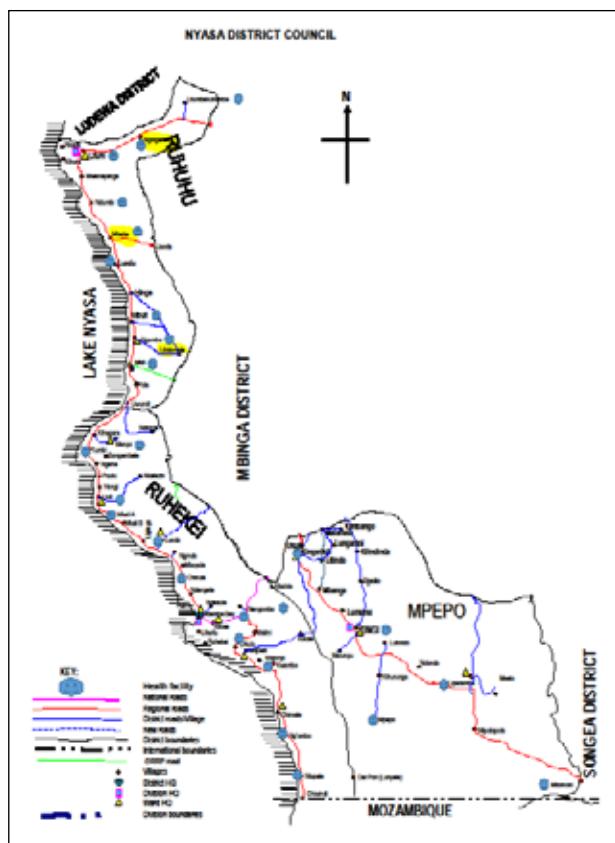
1.3 A Brief Profile of Nyasa District

1.3.1 Location and Topography

Nyasa District lies between latitudes 10°15'N and 11°034'S and longitudes 34°024'W and 35°028'E. The District covers a total of 3,811 square km of land and water. It is one of the remote Districts in Tanzania and it borders Mozambique to the South and Malawi to the West (separated by Lake Nyasa) (See also Figure 3.1). Lake Nyasa covers 30,800 square km of which 5,760 square km or 18.7 percent is Tanzania resource. The rest belong to Malawi and Mozambique. The District is situated to the South West of Ruvuma Region where it is bordered by Mbinga district to the East, Republic of Mozambique to the South, Lake Nyasa to the West and Ludewa District to the North.

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

1.3.2 Climate and Political Administration



Nyasa District was established on 8th March 2013 through Government Gazette No. 87 (in effect on 09 May, 2012) having been demarcated from the former Mbinga District. The District headquarters is Kilosa where construction work of the District Headquarters and residential houses has just commenced. Residents of Nyasa District have the views that, splitting from relatively wealthy Mbinga is an opportunity and not a pointer to harder times to come. Administratively, the District is run on a hierarchy of 354 hamlets, 73 villages, 15 wards, and 3 divisions. In terms of democratic representation, the District has 1 electoral constituency and therefore 1 Member of Parliament, 15 elected Councilors and 4 special seats Councilor. Out of all the 19 Councilors, only 1 is from the opposition party.

Climatic condition in Nyasa District is influenced by uni-modal rainfall pattern lasting from December to April. The climate is warm throughout the year, with Mpepo Division experiencing relatively cold weather. The climate is generally cool all the year round except for those areas along Lake Nyasa which are hot all over the year. Temperatures range between

29° and 31°C while the lowest range between 19°C and 23°C during the cold season of June to August. The temperature in the Matengo Plateau go as low as 13°C in August. As noted earlier, rainfall starts in December every year and stops in April to May. It receives a general rainfall of 1224 mm per year which falls between 6 and 7 months. Soils of Nyasa District can be categorized into three types. The Uplands have red clay soils mixed with sand while the mountainous slopes have clay soils mixed with sandstones and the lowest level with valleys has black clay soils rich in humus. According to the 2012 Population and Housing Census, Nyasa District has 146,160 inhabitants out of whom 71,392 (48.8 percent) are male and 77,442 (51.2 percent) are female.

The District had 24,772 household with an average population of 4.8 persons per household. The population density was estimated to be 35.9 persons per sq.km. and the sex ratios of males to females was estimated to be 96/100 and the dependency ratio was put at 89/100 active to dependent population.

The Wards vary considerably in terms of size and demographic characteristics. The largest population size is found at Tingi Ward which has 23,028 inhabitants while the lowest is at Ngumbo Ward with 3,933 inhabitants.

These diversities have implications in terms of targeting and delivery of interventions. For example, if the intention is to lift as many people as possible out of poverty, with the assumption of poverty levels being the same across Wards, then Tingi Ward should be targeted. On the other hand, if the intention is economic empowerment of women, relative to men, then Mbamba Bay Ward should be targeted. In terms of sheer numbers, on the other hand Tingi Ward with a population of 11,317 females should be targeted.

1.3.3 Socio-economic Conditions

The livelihoods of majority of inhabitants of Nyasa District revolve around Lake Nyasa although the main technology in use is traditional canoe (Figs. 1.2 and 1.3), which limits deep sea ventures including fishing thus, lowering productivity of fishing effort. Fishing, mostly practiced in the villages along the shores of Lake Nyasa was found to be the major non-agricultural income generating activity and the major source of protein for villagers along the lake shore.

Figure 1.2: Front - Fishing Gears - dug-out canoes used for local fishing



Nyasa district is endowed with 297,900 ha of Lake Nyasa waters with about 165,000 tonnes of over 500 different fish species including *copadichromis spp* (*ntaka/mbalule*); *diplotaxodon spp* (*vitwi*); *ramphochromis spp* (*hangu*), *bathyclarias* (*kambale*) *synodontis njassae* (*ngolokolo*), *engraulicypris sardella* (*usipa/dagaa*), *opsaridium-microlepis* (*mbasa*), *labeo* (*ningu*), *bagrus* (*mbufu*).

This ban aims at protecting the marine environment including marine life especially fish breeding areas (fish hatcheries), which are normally on shallow waters, according to officials of the fisheries department.

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 the general conclusions and recommendations are presented in chapter four, specific conclusions and recommendations are presented in chapter five.

2. Assessment of the Institutional Capacity

The findings are based on the desk review and the interviews conducted in Nyasa District council headquarters, and a few selected Wards and Villages in Nyasa district. . As mentioned earlier, to accomplish the mapping 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 Nyasa District Council development activities.

2.1 Institutional Interplay and Legal Context

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

2.1.1 The Institutional Issues

Nyasa District local government has the responsibility for social development and public provision of services within its jurisdiction, facilitation of maintenance of law and order and dealing with national priority issues such as education, health, water, roads, agriculture, livestock, environmental management, fisheries, infrastructure services, and are the legal owners of these properties. Nyasa District local government has a governance system based on elected representatives in Councils and Committees backed up by a professional administration.

However, there are some services that are not directly under the District' responsibility such as water and national roads services. The Ministry of Water owns and operates water intakes, treatment and distribution facilities. TANROADS develops and maintains the national road system. The supply and distribution of electricity in Tanzania is the responsibility of the Tanzania Electric Supply Company (TANESCO). During the survey it was found that there are coordination challenges mainly due to the multi-ownership of responsibilities in Nyasa District. In addition, there are also District land ownership issues between Nyasa District and TANESCO on where it should set up its infrastructure; the District Council claiming that land belongs to the District. Other civil works are financed and directly implemented by the Central Government, though the ownership of the resulting assets remains local. Local responsibilities include the District Development Planning (DDP), development control, provision of local roads, drainage and solid waste management, and environmental health functions.

Overall, the Nyasa District Council's staff reported that the institutional framework is reasonably supportive and enables implementation of PEI objectives at District level including Wards and Village level. Nonetheless, it was revealed that the 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 District Council would also like the Central Government to provide adequate and timely financial resources. The late and unstable disbursements, which are very common, are hindering the effective implementation of certain PE initiatives. In addition, the District Council staff reported that the council being new needs a fast recruitment of personnel to fill the existing human resource gap.

As to the role of Central Government vis-a- vis the District Council, the inter-governmental relations with central government are good. The respondents reported that since developmental issues are expected to be more complex in the future, there is a need to review the roles and functions of the Council and harmonise certain legislation of line Ministries with those of the District Council by-laws. For instance, the Forest Act No. 7 of 2002, Environmental Management Act 2004 (Cap. 191), Fisheries Act No. 22 of 2003, Land Act No. 4 of 1999 and Village Land Act No. 5 of 1999 and by-laws on environment need to be harmonized.

Furthermore, there is a need to redefine and make clear the role of private sector, NGOs, community based organizations (CBOs), and other Non State Actors (NSAs) in the governance system of the District Council to increase the efficiency and effectiveness of mainstreaming and implementing P-E initiatives, Climate Change (CC), and Gender issues, mobilization of resources, monitoring and evaluation, and reporting. Currently, the NSA are invited to participate in the annual planning, budgeting and other processes when it is in the midstream, but some do not respond.

The respondents were of the view that in some areas Government Parastatals and NSAs were not responsive, because of the conservative thinking that they are independent entities outside the Council's loop. On the other hand, the NSAs invite the District Council in their planning processes, but rarely share their plans and progress reports, making collaborative arrangements to be difficult and sometimes leading to duplication of efforts. Although the District Council and 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 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. Firstly, is the maintenance of law, order and good governance. Secondly, promotion of economic and social welfare of the people in their jurisdiction and lastly, ensuring effective and equitable delivery of qualitative and quantitative services to the people within their areas of jurisdiction.

In fulfilling the basic function of economic and social welfare of the people, it is crucial to have in place laws that protect e.g. the environment. As elaborated in the institutional framework and its structure, LGA is positioned as an implementer of policy and directives from the Central Government through the respective departments. This includes *inter alia* legal issues and environmental laws in particular. The existing legal framework allows for two levels, the national law (Parliamentary Act – *sheria mama*) and the by-laws. The by-Laws are set at the Districts and the Village levels. The important thing to note here is that, the Districts level by-laws are supposed to be consistent with the National Laws under the Parliamentary Act and the Village by-laws are supposed to be consistent with the District Council by-laws and are approved by the Councilors through the Full Council Meeting before taking them to the Central Government for final approval.

According to the Nyasa District respondents, the following are the legal challenges facing the LGAs in implementing Environment and Poverty initiatives. As noted, for District Council by-laws to work it needs an approval from the Prime Minister's Office – Regional Administration and Local Government (PMO-RALG). 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 District and Village level. This part require among other things commitments and financial resources which are lacking to a large extent. For a successful implementation of environmental by-laws, commitment of leaders at different levels is very crucial. Financial resources to facilitate its implementation such as, transport, daily subsistence allowances (DSAs) and other incidental allowances for environmental officers' visits are very important.

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

Nyasa District Council was found to be equipped with all the necessary DDP and Budget Medium Term Expenditure Framework (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 the national frameworks. These planning tools are aligned to the Strategic Budget Allocation System (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.

2.2.1 Budget Mobilization, Allocation, Flows, and Utilization

The budget preparation process uses the guidelines from the Central Government (Ministry of Finance) (Nyasa District Council, 2014) and follow the normal agreed national budget cycle. As per budget guidelines, the budget processes are supposed to start from the lower level through the O and OD (Opportunities and Obstacles for Development) principles. 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 is a forum 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 (WDC¹). 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 (CMT²). 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 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 have been adequately addressed.

Then the Stakeholders³ meeting is called upon by the District Council to discuss the District plans and include issues from non-state actors and thereafter the plan is reviewed by various District committees. All committee forums are chaired by Councillors. These Committees are Financial, Administration and Planning; Economic, Infrastructure, and Environment (this includes Gender issues), Education, Health, Water; HIV/AIDS and Ethics. Finally the plan is discussed, voted upon by the Full Council. Full Council is the

¹ The WDC is chaired by the Councilor and the Ward Executive Officer (WEO) is the Secretary.

² This committee is formed by technical staffs of the council from different departments

³ This includes non-state actors

highest Governance organ at the District level for the approving plans and budgets. It is worth mentioning here that, like in committees, the Full Council is also chaired by the Mayor (who must be a Councillor) and that decisions in both the four committees and the Full Council are made by the Councillors only and the technical cadre/district subject matter specialists of Nyasa District Council do not 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 budget 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 budget 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 given the short time remaining before final budget submission.

2.2.2 Challenges Associated with Planning and Budgeting Processes

Though the planning and budgeting processes are standard as shown in the guidelines, the most challenging part is in implementation, monitoring and evaluation and reporting. The following are the challenges reported at the focus group discussions involving the heads of Departments and sections in the Nyasa District Council (Box 2.1).

Box 2.1: Challenges to Planning and Budgeting Processes in Nyasa District Council

Inadequate internal revenue sources¹

Being a new district, the most challenging issue as far as budgeting is concerned is to identify own revenue sources. The District's Department Heads emphasized the need for a study on revenue sources in Nyasa Districts².

Differences between the Draft Budget and the Final Budget

Mis-match between the Budget approved by Full Council and Regional level versus the Ceiling received from the Central Government which is normally at the lower end. In order to accommodate the ceiling a number of identified priorities have to be dropped. To a large extent this has raised questions at lower levels on the relevance of the processes since only few (if not any) of their priorities are normally considered. And even those considered not all are fully implemented. All these demoralize the people at the grassroots especially when they have laboured much to make their contributions (mostly in terms of materials and own labour)

Confusion in the allocation of released budget to different departments

This is particularly in respect to other charges (OC) within the recurrent budget, which to a large extent is shown in lump sum. It was established that the released OC budget for instance for agriculture comes with the name Agriculture and Livestock. As the two aspects are under one department. This is a challenge to reallocate the OC to the two. The same happens to the health department where the OC comes under the name Health and Social Welfare.

Delays in releasing the budget ceiling

Following the changes in the budget cycle, the cycle in effect starts in July instead of September. In practice the ceiling for that fiscal year usually is relayed to the district in October and sometimes

in January. This forces the District budget process to continue using the previous year's ceiling as a reference until the new ceiling arrives.

District Generated Revenues

District own revenues were previously used to cover for internal expenditures (which were mostly recurrent) such as pay for councilors suiting allowances. It was instructed that from the current budget year 2014/15, 60% of the internal revenue should cover development projects. The challenge here is how to fill the gap as far as internal revenue expenditure is concerned.

The gap between budget allocation and the amount of funds released

On average the resources disbursed are about 46% of the total resource requirements or total requested amount which forces the District Council to drop most of the plans. As noted earlier, this has been raising questions on the usefulness of the planning and budgeting processes which take a lot of time. There is a difference between requested budget and approved budgets, but also between the approved budgets and the amount disbursed. In 2013/14 for example, TZS 358.1 million was approved but only TZS 45 million was disbursed to Nyasa District Council, which is approximately only 13% of the approved budget.

2.3 PEI Mainstreaming

Integration of the Poverty-Environment, Gender and Climate Change (PEI components) items into the District Development Planning and Budgeting was one of the areas for investigation. The findings show that, the District Development Plans and Budget documents have explicitly integrated all the PEI components. It is almost mandatory for PEI components to be mainstreamed in development plans at national, sector and lower levels (such as district). This has also been acknowledged during the interview with various stakeholders at District, Ward and Village levels in Nyasa District.

However, as noted earlier, the main challenge has been on the implementation of PEI related components mainly due to insufficient funding, limited involvement and participation of the private sector, poor institutional interplay, limited knowledge (awareness) on their implications to development of communities in Nyasa District. For example, out of TZS 193.09 million approved in the financial year 2013/14 for gender related activities in Nyasa District only 23.3% amounting to TZS 45million was released. The gap amounted to TZS 148.09 million which is 76.7% of the total approved budget. The important thing to note is that comparing to 2013/14, the current approved budget for gender activities has been reduced by almost five times from TZS 193.09 million to TZS 35.00 million. This amount is TZS 10million less than the amount released during the previous year for the same purpose.

For a successful implementation of PEI components namely, poverty, environment, gender, and climate change initiatives there is a need to have in place the necessary capacity to review, prepare DDPs, budgets and mainstream PEI components in the DDPs as well as budgeting. This should include human resources (HR), skills, information, and financial resources. Unfortunately most departments in the District Council do not have adequate human resources. This includes among others, administrative, agricultural, gender specialists, forestry and environment officers. In some areas village/ward extension officer or village/ward executive officer serve more than one village/ward. For example, in the Department of Natural Resources, the Land and Beekeeping sections have only one staff each.

To ensure smooth operations, the Districts officials are supposed to be equipped with working tools. It was highlighted during the interviews with District officials that the Nyasa District Council is still building its technical capabilities and has insufficient working tools. These include transportation, ICT facilities, software, and physical and technical infrastructure, including office space. Currently the whole

administration is temporarily housed in one building belonging to the resource center.

2.4 Coordination in the Implementation of PEI Objectives

2.4.1 Coordination Framework

Implementation of poverty, environment, climate change, and gender mainstreaming interventions (PEI) are multi-sectoral and cross-sectoral issues that require a holistic approach and multi-level co-ordination and operation. The task of overall co-ordination and policy articulation of PEI related interventions are conferred to PMO RALG. The role of PMO-RALG is to co-ordinate and supervise regional development management and administration. Thus, PMO-RALG 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 LGAs.

It also co-ordinates 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 LGAs; and strengthen the channel of communication and information flow between the national and sub-national levels. The direct operational role on management of PEI issues and specific natural resources or environmental services, such as agriculture, fisheries, forestry, wildlife, mining, water, and waste management is conferred to sector Ministries and LGAs.

The co-ordination arrangements in the implementation of PEI and gender objectives are as follows. The principal national level responsibility of governance of LGAs falls under PMO-RALG, which, through the Prime Minister's Office, handles policy guidance and liaison with sectoral Ministries. At the Region level, 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 NSAs.

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 PEI project operations. The lower next downstream levels are the Village and hamlet/streets (*Kitongoji*) levels. The key players in the implementation of PEI interventions at village level are the Village Executive Officer (VEO) 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 (WEO) 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 Nyasa District Council technical matter specialists or training.

The District officials reported that institutional processes and mechanisms for coordination of development planning and implementation are fairly supportive and enable the implementation of PEI objectives at District level including Wards and Village communities.

2.4.2 Coordination Challenges

The focus group discussions with the District's staff revealed that the key co-ordination 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, co-ordination, performance review,

monitoring and evaluation, quality assurance, and impact evaluation; lack of access to fast internet connection; and limited transportation facilities.

On the other hand, the PEI and gender policy and implementation as well as legislation enforcement of environmental management in the existing institutional structure, are faced with several challenges. The District officials highlighted that since the District is in the infancy phase, there is also low capacity of the infrastructure for implementation, monitoring and evaluation of the PEI objectives, climate change, and gender issues at all levels including Regional and Local Government up to Village levels. In spite of Central Government efforts to improve the situation, capacity in some areas such as community development, fisheries, agriculture, livestock, business development, data and statistics management, ICT, land and natural resources, as well as 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 objectives at the grass-roots level.

The interviewees pointed out the following key challenges (Box 2.2) in co-ordination of implementation of PEI, climate change and gender interventions:

Box 2.2: Coordination Challenges in Nyasa District

- (a) The flow of guidelines and information is yet to be optimized. There are several lines of command and channels, which are leading to the parallel flow of guidelines, procedures, orders, and resource allocation sometimes from several Government Departments, Agencies, Parastatals, and NSAs. For example, Faith Based Organizations (FBOs) and NGOs are working in the same wards and sometimes implementing similar activities;
- (b) The differences in the arrangements in the institutional structure at National and District levels; although the differences are small but have impact on the flow of information, resources, orders, and resource allocation sometimes from several Government Departments, Agencies, Parastatals, and NSAs. For example, Faith Based Organizations (FBOs) and NGOs are working in the same wards and sometimes implementing similar activities;
- (b) The differences in the arrangements in the institutional structure at National and District levels; although the differences are small but have impact on the flow of information, resources, orders, and level of coordination and cooperation; un-harmonized monitoring and evaluation systems. It is hoped that the Big Results Now (BRN) initiative will improve this area;
- (c) There is a need to improve co-ordination of awareness creation to communities on the policy and legislation related to PEI, climate change, and gender issues. Much more efforts are needed to harmonize what is to be delivered by state and NSAs to avoid confusion, since inadequate awareness on the policy and legal frameworks among the general public contributes to the enforcement challenges and conflicting efforts;
- (d) Difficulties in compliance to sectoral guidelines and regulations and local by-laws at the same time. The difficulty arises sometimes when certain sections in these legislation/regulations are conflicting;
- (e) Vested interests among participants in a given area may sometimes affect the coordination and pace of PEI program implementation;
- (f) The lack of clear strategy for improving ties, co-ordination/co-operation and linkages with NSAs such as the private sector (agricultural, natural resources, industrial, trade/marketing, and financial sectors);

- (g) Insufficient ability of National and Local Authorities to resolve these co-ordination issues due to resource constraints or due to other administrative related workloads; and
- (h) Complexities of co-ordination are sometimes affecting the pace of implementation of PEI interventions. For instance, the matters of infrastructure for the agriculture sector fall under more than four sector Ministries (agriculture, livestock, fisheries, natural resources, physical and soft infrastructure, transport, trade and marketing and law). Therefore, a strong leadership, unabated commitment of the Government and Stakeholders, and timely and optimally funded co-ordination and execution are vital for implementation of infrastructure investments.

It would be useful to improve co-ordination among key stakeholders by consolidating co-ordination efforts and having a committee (e.g. The District PEI Interventions Committee) at District level to oversee the funding, execution, monitoring and evaluation, and reporting processes on PEI, climate change, and gender mainstreaming issues conducted by public and private entities, CBOs, NGOs, etc., rather than having several entities doing the same or their own things according to their own interests.

2.5 Assessment of PEI Objectives Compliance of District to the National Frameworks

Nyasa District Council planning, implementation, operations, monitoring, and reporting systems of P-E 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 Agricultural Policy 2013, National Environment Policy 1997, Land Act No. 4 of 1999, and Village Land Act No. 5 of 1999, National Forest Policy, 1998, Environmental Management Act 2004, Forest Act No. 7 of 2002, and Fisheries Act No. 22 of 2003.

In addition the following need to be addressed:

- Instituting measures to overcome destruction of forest reserves including consolidating forest reserves boundaries, carrying out evictions, increasing areas under Participatory Forest Management (PFM), boundaries clearing and educating public on forest and bee resources conservation; recruitment of District Forest Managers (DFM) and deploying forest managers in respective forest reserves;
- Carrying out forest resources assessment to establish data for detailed forest management plan, e.g. for Ruhekei Forest Reserve, and in lake shore villages; and
- Strengthening and increasing control on the issue of availing harvesting licenses in village land and forest reserves by District Forest Officers, and transit passes by the District Forest Managers (who are yet to be recruited).

There is a need to harness compliance by allocating adequate financial resources to PFM, raising the number of village land forest reserves, and for increasing communities' awareness on conservation.

2.6 Major PEI Implementation Challenges

The major bottlenecks for the implementation of PEI objectives identified in Nyasa District fall under nine main categories namely, institutional, legal, human resources and budgeting; environmental;

agricultural, gender, and others. The details these challenges are presented below.

(a) *Institutional, administrative, and organizations issues*

- (i) Lack of long term Regional Development Plan and Village Land Use Plans is hindering proper planning for the future PEI activities in the District;
- (ii) Being new the District is still having a low administrative and organizational capacity from District Council to the Village Councils; and
- (iii) Lack of working tools and facilities which affect good governance and sometimes compromising accountability in service delivery.

(b) *Budgetary Constraints*

- (i) Being new the District still faces challenges with identifying revenue sources thus failing to collect adequate revenue. The poor resource and asset base make it difficult to optimize revenue collection. Thus, the district lack discretionary funds;
- (ii) Inadequate budgetary allocations for programs and projects, and inadequate operational budget and other resources (technical capacity, and working tools) to efficiently and cost-effectively implement PEI related objectives, by-laws, regulations, and development projects;
- (iii) A robust monitoring and evaluation system is yet to be put in place;
- (iv) Challenges in the budget cycle processes including the constraining budget ceiling that is sometimes sent late to the District Council, and sometimes unreliable and untimely disbursement of funds from the Central Government;
- (v) The limited fiscal space of the District internal revenues and the resultant under-funding is affecting the coordination of implementation of PEI, climate change, and gender mainstreaming interventions and environmental management at all levels thus resulting in inefficiencies and inadequacies at various levels of the Government; and
- (vi) Inadequate financial and commercial services at Ward or Village level, including banking, financial intermediation, insurance, information, and trade facilitation.

(c) *Human resources issues*

- (i) Insufficient knowledge, skills and inadequate coping mechanisms by the Councilors and some technical staff in Nyasa District Council to the ongoing fast pace of reforms and social, legal, and economic changes at national and global levels, which is causing overload, adaptation burden, and resistance to change;
- (ii) Limited human resource capacity to identify and effectively execute investment projects and mobilization of resources for implementation of the investment opportunities;
- (iii) The District Council being new, there are inadequate qualified professional staff in some technical areas, such as Livestock, Crop Production, Fisheries, Environmental Management, Natural Resources Management, Research and Statistics Management, Monitoring and Evaluation (M&E); and
- (iv) Insufficient skills to formulate and implement by-laws at Division, Ward and Village and Hamlet levels

(d) *Legal issues*

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

(e) *Environmental and Natural Resources Management Bottlenecks*

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

(f) *Crop Sector Issues*

- Low budget allocations for the agricultural, environmental and natural resources sectors;
- Inadequate access to affordable fertilizers and other agrochemicals in the villages; and due to high increasing costs of purchasing and transportation to the village;
- Inadequate access to farm implements due to high investments or high hire costs with increasing fuel prices;
- Absence of supporting clusters in the production, processing and packaging of agricultural, and natural resources products and allied products, especially in the area of value addition;
- Lack of processing facilities forcing farmers to transport the produce (e.g. rice and maize) to distant towns for processing thus encouraging post harvest losses; and
- Absence of irrigation agriculture in spite of having a lot of Lake Nyasa water, and lack of irrigation infrastructure

(g) *Livestock Sector Issues*

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

(h) *Gender*

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

competitive forces

(i) *Other Bottlenecks*

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

3. 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 THE NYASA DISTRICT COUNCIL, LEADERSHIP AT BOTH THE WARD AND VILLAGE LEVELS. AT THE WARD AND VILLAGE LEVELS A FEW SELECTED RESPONDENTS INCLUDED FARMERS, TRADERS, AND FISHERMEN. THE SECTIONS BELOW SUMMARIZES THE STUDY FINDINGS:

3.1 Identification of the PEI Project Sites

3.1.1 Rationale and Criteria used to select PEI related Projects

Nyasa District Council in collaboration with the Economic and Social Research Foundation (ESRF) has identified a number of sites and/or PEI supporting projects for interventions. A total of 10 projects have been identified for implementation in Nyasa Districts (See Table 3.1).⁴ A set of selection (project sites) criteria were used to discuss and identify the projects. These criteria and the selected projects are presented below:

(a) *Nyasa Community Radio*

The project sites (Mbamba-bay and Liuli towns are about to be confirmed. They are thought to be suitable sites in terms of frequencies and radio signals which allows clear broadcasting needs. So far, two Implementing Partners (IPs) have been identified and recommended. These are Umoja wa Maendeleo Unyanja (UMAU) or Hugo van Lawick Foundation in collaboration with Agricultural and Microenterprise Development Foundation.⁵ A building to house the radio studio will be recommended either by the District Council or identified Implementing Partners.

In addition, the two IPs have already been confirmed and implementation of other activities has started. The process of registration has been completed. The IPs are Non State Actors (NSAs) with the required expertise. Criteria require that they operate in Nyasa District, but also collaborating with the District Council. This project has been identified and recommended due to the fact that for a long time residents of Nyasa District are denied their right to access and enjoy the local radios. Due to its proximity with Malawi they are forced to use Radio Malawi (a neighbouring country) because it is the only powerful and easy to tune than our National or local radios. People are therefore denied not only access to their local radios, but also important information of national interest and priority for development.

Nyasa 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 community radio to disseminate new agricultural technologies and therefore promoting technological uptake, early warning and action alert etc.

⁴ These are 1 Community Radio; 2 Ward Agricultural Resource Centers (WARCs); Mobile Kilimo; A number of training programmes (to be organized at a later stage for champions in Mbamba-bay, Ngindo, Lundo, Mkali, Liuli and Tumbi); 3 irrigation schemes (Kimbande Irrigation Scheme at Mbamba-bay Village, Lundo, and Mkali villages); Forest Conservation (Tree Nurseries, Tree Planting, awareness and sensitization programmes at Ruhuhu, Ruhekei and Mpepo wards); Energy Saving Technologies; 1 beekeeping project (Jiendezeze) at Mandalawe Village (Liuli ward); Fishing (Cage Fishing and lastly Pond Fish Farming

⁵ Umoja wa Maendeleo Unyanja (UMAU) and Hugo van Lawick Foundation are operating under the same management and/or leadership.

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

Criteria for identification and establishment of sites for a resource centre include availability of a building that will be easily accessible by the majority of users such as farmers, fishermen and traders. This site should also be established where electricity or other alternative energy sources is available, such as solar energy. Being a commercial centre will be an added advantage. Thus for Nyasa District, Mbambabay and Liuli villages have been recommended.

Like Nyasa community radio, the WARCs are expected to facilitate and support implementation of economic activities or DDPs in the District in terms of e.g. information sharing, market information, education (or training), knowledge. Extension officers for example will use the WARCs to disseminate agricultural related information, training, share early warning or 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 and action alert systems etc. in short, Mobile Kilimo is meant to strengthen marketing of agricultural products including fish and forest products. This will be availed throughout Nyasa District as it is estimated that 60 percent of the people in the District own mobile phones which are used mainly for communication, but also for business facilitation. While in agriculture this platform will mainly be used in sites suitable for production of crops, poultry, bee-keeping etc, in fishing the platform will be used in sites located along the lake and river shores and in forestry the platform will be adopted 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 respective communities.

(d) *Irrigation Schemes*

Three (3) irrigation schemes have been identified due to their strategic and potential location for irrigation agriculture but also because of their potential to scale up, because there are initial developed infrastructure like rubble lining parts of the main canals and division boxes (See Figure 3.2). Some of the schemes are purely traditional i.e. nothing has so far been done in terms of construction (See Figure 3.1). In these selected sites, PEI project will either initiate construction of the irrigation scheme or scale up or make a contribution by taking a project a step forward or complete it.

Figure 3.1: Irrigation Scheme at Lundo Village



Figure 3.2: Irrigation Scheme at Mkali Village



Focus should be placed on assisting irrigation schemes and make them fully operational as they have the biggest immediate impact on agricultural productivity and mitigation of the impacts of climate

change. For example, Kimbande Irrigation scheme covers 2 administrative Wards and 3 Villages in total and has 175 farmers who are members of the scheme. The scheme is expected to benefit over 1,000 farmers. Other irrigation projects identified during the survey are the two paddy irrigation schemes at Lundo and Mkalachi (Mkali Village) irrigation schemes. Lundo has a total area of 2,562 ha.

It now includes 137 households who are engaged in paddy cultivation and a total of 4,000 villagers are benefiting from the scheme although only 44.3 percent of the area is utilized. This is a natural or traditional irrigation scheme and uses water from River Koyogo. The scheme has a main canal built from government funding. However, secondary and tertiary canals have not yet been constructed.

Figure 3.3: Traditional Irrigation Scheme at Lundo Village and the Main Canal at Mkali Village



Another potential irrigation area is Mkalachi irrigation scheme. This scheme also started in 2006 as a farmers' group and has 96 members, 40 of them women, who are engaged in cultivation. A total of 200 households are benefiting from the scheme. Part of the main canal was constructed in 2009. However, construction was not complete as part of the main canal, tertiary and division boxes has not been constructed. This scheme is poorly managed because very little efforts are made by the beneficiaries to clean the canals. Intensive training, sensitization and construction of the main canal, tertiary, division boxes and headwork (*Banio*) are therefore required.

The shores of Lake Nyasa and other major perennial rivers as well as other valleys present along the shores of Lake Nyasa have been identified as potential areas for horticultural farming. Thus irrigation infrastructure is essential if the horticulture agriculture is to be promoted in the district.

(e) *Beekeeping*

This project has been identified in Liuli village due to the environmental stress and deforestation particularly in the mountain ranges, unsustainable farming, unsustainable harvesting of forest products etc. *Jiendeleze* Beekeeping Group has been identified to start with. More groups will be identified at a later stage.

Unlike agriculture and fishing, beekeeping is relatively new in Nyasa District despite the fact that it has been practiced many years in small scale.

A few beekeeping groups which have started are positive and enthusiastic to beekeeping projects and therefore tree planting as well as forest conservation (See Figures 3.4 and 3.5). As an integrated solution, it has been envisaged that beekeeping should be encouraged and supported at Mandalawe village, Liuli ward.

Figure 3.4: Mr Mathias Haule – Secretary of *Jitegemee* Beekeeping Group and Owner of some of the Beehives at Mandalawe, Liuli Village



With the initiatives of the District Council and especially because gradually fishing becomes unproductive, residents of Nyasa District have started practicing beekeeping in some villages such as Liuli, Mango, Mkali, and Nangombo. A number of groups have been formed some of which (such as Jiendezeze Beekeeping Group at Mandalawe village, Liuli ward) are beekeeping groups.

Figure 3.5: A Beehive owned by members *Jitegemee* Group



(f) Forest Conservation

Farming has been extended to river banks and valuable water resource areas, thus causing heavy soil erosion.

Frequent bush fires, especially during the dry seasons are a common sight under the pretext of hunting and honey collection. As a result, a greater part of the program area is affected by the disappearance of potential trees suitable for making dug-out canoes on which the local fishing communities depend for their livelihoods. With this in mind, Ruhuhu, Ruhekei and Mpepo wards have been selected as sites for the nursery and forest conservation project.

(f) Cage Fishing and Pond Fish Farming

Ruhuhu and Ruhekei Divisions have been identified for cage fishing site selection because the two divisions have good and appropriate sites for cage fishing. In addition to the availability of suitable sites

for cage fishing, these are among the most affected areas by overfishing and destruction of hatcheries.

(g) Conservation of the Natural Environment

The ecosystems challenges facing Nyasa District includes increasing pressures on resources as a result of rapid population growth, fishing and agriculture characterized by progressive reduction in farm sizes, and unsustainable land use and management practices. Land and freshwater resource base, associated biodiversity and population livelihoods and food security are threatened by land degradation, declining productivity capacity of croplands and rangelands, disruption of water sources, deforestation and encroachment of agriculture into wetlands. Climate change and variability aggravates even further this threat. Examples of inappropriate farming practices in the agricultural sector include intensive cultivation, frequent and uncontrolled burning of vegetation including natural forests; encroachment of marginal areas of cropland such as steep slopes and fragile soils (See Figure 3.5); reduction in the use of crop rotations and fallows. These practices contribute to the loss of productive vegetation cover and biodiversity. Subsequently, this process has led to significant water losses through evaporation from hot, bare soils and substantial water runoff which causes accelerated soil erosion.

Reduction of underground water and sedimentation in water bodies such as lakes and wetlands is therefore evident resulting into reduction in important functions of the affected resources. As pointed out earlier, the impacts of these practices include the loss of productive land and significant reduction in productivity; negative effects on the quality of water and the hydrological regime (e.g. drying water streams and rivers) thus increasing food insecurity and vulnerability especially during the period of drought and floods. In the fishing industry overfishing and destruction of fish hatcheries have created serious fish shortage and therefore reduced fish catch in shallow waters, because fish species in shallow waters are threatened leading to migration of fish from shallow to deep waters. Gradually, fishing communities are now shifting towards crop farming as an alternative livelihood source.

Figure 3.6: Bare mountainous land and disruption of water sources due to deforestation and encroachment of agriculture



About 80 percent of the communities along Lake Nyasa lie in the lowland belt between the eastern side of Lake Nyasa and the western side of Livingstone Mountains, making a parallel lowland belt stretch of about 0.2 to 15 km width covering an attitude of approximately 475 to 700 m above sea level with

31°C average annual temperatures. The eastern stretch of Lake Nyasa lowland consists of a high altitude area between 1200 and 2000 m above sea level where the rest of the area is rolling and hilly Livingstone Mountains.

Most of the Livingstone Mountains are located in the neighbouring Mbinga District and are occupied by Matengo tribe. Following the 1974-76 Villagization Programme and the influx of people from north to the south of Nyasa District, new land areas were developed and farming has been expanding gradually. The second half of the 1990s many people from the lake shore had expanded to the neck of Livingstone Mountains (protected areas). Likewise, since in Matengo area (Livingstone Mountains) population has also been growing, people have been expanding towards the Lake shore and occupy the area which originally belongs to Wanyasa⁶. In other words, people are now encroaching (and agricultural activities expanding) marginal areas and water catchment areas, which is likely to affect streams and rivers which empty waters in Lake Nyasa. In addition to environmental destruction, encroachment of protected areas has tended to exert pressure over land and conflicts have also been growing. Unless some measures are taken to address this problem, these conflicts threaten security of the area.

Fear is growing among the people to the extent that they hesitate to open up new agricultural farms. 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 forestation through tree nurseries, tree planting, awareness and sensitization programmes and finding local solutions.

(g) Farmers' Associations and Microfinance Institutions (MFIs)

Nyasa District is poorly served with financial services. It is therefore paramount that emphasis is placed on rejuvenating SACCOS and other MFIs that have a division and/or ward level coverage. With this in mind, Ruhekei SACCOS and Nyasa SACCOS have been identified for training and capacity building. Currently, Nyasa SACCOS has 28 members of which 26 (92.9 percent) are women and have a capital reserve of TZS 460,000. The major challenges facing Ruhekei SACCOS which started at Mbamba Bay since 2006 is incompetent leadership that has subsequently led to mismanagement and embezzlement of the seed money. Many of its leaders lack adequate skills to run SACCOS. There were many loan defaulters and the SACCOS eventually incurred huge losses and debts. The office of the District Commissioner is currently working towards reviving Ruhekei SACCOS and instills a sound organizational management.

In respect of farmers' associations/groups, Nyasa District is blessed with many active groups. There are over 20 groups found at Mbamba Bay village alone. At Lipingo ward, there are 7 groups although not all of them were active. At Liuli ward, there are 12 groups but not all of them have been registered at the District Community Development Office. For example, at Liuli village, 4 farmers' groups have been registered, namely, JITEGEMEE (beekeeping), AMANI (pineapple cultivation and livestock keeping), JIKWAMUE (crop cultivation, livestock keeping and people living with HIV) and NGUVU KAZI (youth laborers on farms). Selected groups and SACCOS should 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.

3.2 Mapping Relevant Local PEI Initiatives

3.2.1 Criteria and Indicators for Evaluation of the PEI Projects

Monitoring and Evaluation (M&E) is important in determining the direction and impact of a project. In general, the PEI programme and subsequently the projects identified in Nyasa District (See Table 3.1) aim at improving the livelihoods of the people through economic growth, sustainable environmental

⁶ Note that Wanyasa is the name of the people who reside along the shores of Lake Nyasa

management, reduction or elimination of the impacts of climate change, and gender consideration. The focus of M&E tool therefore needs to be on how to track and assess implementation and impact of the proposed projects in Nyasa District. In other words, the M&E tool is meant to observe how the values of different performance indicators against stated goals and targets change overtime.

M&E helps to identify the link between the project targets and resulting measurable outputs, impacts and outcomes. Thus, while monitoring helps track down whether the intervention is being implemented as planned and whether it is achieving its objectives; evaluation or impact evaluation helps identify the link between the interventions or project targets and the impact or outcome. The monitoring questions are therefore related to monitoring goals and targets (whether the project or intervention is implemented as planned and/or achieving its objectives), while evaluation questions are pegged to impacts and outcomes (whether the expected impacts and outcomes are realized or not).

As noted earlier, a total of 11 projects have been identified for implementation in Nyasa Districts (See Table 3.1). Implementation of the progressive M&E of the PEI projects identified in Nyasa District will use the framework presented in Table 3.2 (for Nyasa Community Radio). Each project will have its own M&E framework. Additional information on the monitoring and evaluation of the proposed projects is presented in section 3.3.2. Data collection and therefore M&E will be undertaken once every year.

As the integral part of the monitoring and evaluation process, the overall goal and specific objectives, outcome, performance indicators, and means of verification have been included in the M&E framework (See Table 3.2). Broadly defined, the list of indicators will include establishment of projects, number of beneficiaries, levels of income generated, creation of opportunities such as employment, skills development and access to loans, resource mobilization, improved communication, and project inception. Others will include, quality of life, number of projects, number of beneficiaries, gender related indicators (such as the extent of women participation), and quality and quantity of environmental resources (See also Table 3.2 and section 3.3.2).

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, then overall goal of the project can be achieved.

Table 3.1: PEI Projects in Nyasa District

Sn	Project Name	Project Site	Remarks
1.	Nyasa Community Radio	Mbamba-bay or Liuli Villages	Project site has not yet been confirmed between Mbamba-bay and Liuli Villages. Implementing Partner has already been identified as Umoja wa Maendeleo Unyanja (UMAU) or Hugo van Lawick Foundation in collaboration with Agricultural and Microenterprise Development Foundation.
2.	2 Ward Agricultural Resource Centers (WARCs)	Mbamba-bay and Liuli Villages	By the time of the field work the buildings had not been identified. This will be one of the first tasks of Implementing Partners (IPs)
3.	Mobile Kilimo	Nyasa District	This is meant to strengthen marketing of agricultural products (crops, forest pr and fishing)
4.	Training Programmes (Bankable Projects and Capacity Building Training)	Mbamba-bay, Ngindo, Lundo, Mkali, Liuli and Tumbi	This is mainly targeting leaders of the Associations, Projects and Community members, community leaders etc
5.	3 Irrigation Schemes namely: Kimbande Irrigation Scheme; Lundo Traditional Irrigation Scheme; and Mkalachi Irrigation Agriculture (Mkali Village)	Mbamba-bay, Lundo and Mkali respectively	Different farmers groups growing paddy and horticultural products in small fields
6.	Jiendeleze Beekeeping Group	Mandalawe (Liuli Village, Liuli Ward)	This is a single group with 9 active members each owning between 2 and 5 beehives

Sn	Project Name	Project Site	Remarks
7.	Forest Conservation (Tree Nurseries, Tree Planting, awareness and sensitization programmes)	Ruhuhu, Ruhekei and Mpepo Divisions	Farming has been extended to river banks and valuable water resource areas, thus causing heavy soil erosion. Frequent bush fires, especially during the dry seasons, are common practices under the pretext of hunting and honey collection. As a result, a greater part of the program area is affected by the disappearance of potential trees suitable for making dug-out canoes on which the local fishing communities depend for their livelihood. Also important to note is the fact that the rate of deforestation and/or removal of vegetation cover of the Livingstone Mountains and water sources of all streams and rivers entering Lake Nyasa is growing high.
8.	Energy Saving Technologies such as energy saving stoves and the low-cost Interlocking Bricks (as an alternative to brick burning which is one of the causes of deforestation. Interlocking blocks are burnt using coal powder which will be obtained from Rwanda)	Ruhuhu, Ruhekei and Mpepo Divisions	Use of biomass as a dependable and almost the only source of energy in Nyasa District have led to haphazard harvesting of trees thus accelerating deforestation. Approximately 90 percent of energy consumed in Nyasa District is obtained from trees (forest) – firewood and charcoal
9.	Cage Fishing	Ruhuhu, Ruhekei and Mpepo Divisions	The livelihoods of majority of inhabitants of Nyasa District revolve around Lake Nyasa although the main technology used is traditional canoe, which limits deep sea fishing thus, lowering productivity of fishing effort. Fishing used to be the major non-agricultural income generating activity and the major source of protein for villagers along the lake shore. Traditional fishing methods which have been practiced for many years in shallow waters have tended to damage most of the fish hatcheries (breeding grounds) along the lake shore. Subsequently, many varieties of fish have migrated from shallow to deep waters thus, making it unattractive to continue fishing in shallow water. Note that fishing in deep waters require sophisticated and expensive fishing gears such as boats and boat engines which majority of fishermen cannot afford. In the past 15 years fishermen have gradually tended to turn into crop agriculture as an alternative livelihood source (coping mechanism) following declining fish catch in shallow waters. Thus, introducing cage fishing and/or pond fish farming will be another alternative livelihood source for residents along the lake shore
10.	Pond Fish Farming	Ruhuhu, Ruhekei and Mpepo Divisions	

3.2.2 Project Implementation

(a) Pre-requisites for Successful Project Implementation

The projects must be implemented under the management of Nyasa District Council, and it must be one of the priorities in the respective community (in terms of benefiting as many people as possible, with notable impacts); and it must address any of the four challenges namely the environment, gender, poverty or climate change.

While UNEP, UNDP and the Nyasa District Council are expected to provide the (initial) funding, ESRF and Nyasa 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 (Private Sector, NGOs, CSOs, etc), champions in the respective wards and villages such as Women Groups, Youth Groups, Farmers

Groups, and individual champions. 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 Nyasa District, adequate financial resources 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 system.

(b) Implementing Partners

Considering the nature and scope of the programme, it is necessary that after identification of the development problems and potential projects in the area, possible collaborators are also identified, and from them choose implementing partners whom we can collaborate in implementing the identified projects. Nyasa District Council and ESRF are among the key players. However, in addition to the District Council and ESRF, it is strongly recommended that Umoja wa Maendeleo Unyanja (UMA), the Hugo van Lawick Foundation and the Agricultural and Microenterprise Development Foundation, be part of the collaborators (IPs) given their involvement and experience in Nyasa District where they work. For Nyasa Community Radio for example, UMA or Hugo van Lawick Foundation should partner with Agriculture and Micro-enterprises Development Foundation.

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

3.3.1 Monitoring and Evaluation Framework

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 3.2 presents the Monitoring and Evaluation (M&E) Frameworks for Nyasa Community Radio project, the baseline information in section 3.3.2 below have mainly presented additional baseline information.⁷ Note that, section 3.3.2 presents some qualitative indicators as well as the respective baseline information for various selected projects. As noted earlier, data for the monitoring and evaluation will be collected once a year during the three project period.

(a) Describing the Monitoring and Evaluation (M&E) Tables

The M&E (See Table 3.2) presents the necessary components of the Monitoring and Evaluation systems for the Nyasa Community Radio project. The objectives define small goals which the project has 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 deliver 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).

⁷ One M&E table for the Nyasa Community Radio Project is presented in table 3.2 to enable readers follow and understand the discussion. Other project M&E tools will be prepared at a later stage, prior to the project implementation

Table 3.2: Logical Monitoring and Evaluation (M&E) Framework

Project Name	Nyasa Community Radio Project			
	Indicators	Means of Verification	Baseline Data (2014)	Targets (2017)
Overall Goal: Is to make the community of Nyasa District access information and knowledge needed for development through Nyasa Community Radio	(a) Established Community Radio in Nyasa District (b) Number of people accessing information and knowledge through Nyasa Community Radio (c) Number of men (and women) accessing information and knowledge through Nyasa Community Radio (d) Number of people creating trade and businesses (opportunities) through Nyasa Community Radio	(a) Establishment of Nyasa Community Radio (b) Operation (broadcasting) of Nyasa Community Radio (c) Accessing information and knowledge through Nyasa Community Radio (d) Trade and Business (opportunities) creation	0 (None) 0 (None) 0 (None) 0 (None)	1 71,619 34,982 (37,947) 71,619
Objective 1: To improve access to and information sharing among the people of Nyasa District and the neighborhood through Nyasa Community Radio programmes	(a) Number of people of Nyasa District accessing and sharing information and knowledge through Nyasa Community Radio (b) Number of men (and women) of Nyasa accessing and sharing information and knowledge through Nyasa Community Radio	(a) Accessing and information sharing and knowledge through Nyasa Community Radio (b) Men and women accessing and sharing information and knowledge	0 (None) 0 (None) 0 (None)	71,619 34,982 (37,947)
Output: Nyasa Community Radio infrastructure and its facilities installed and functioning	(a) Complete set of radio infrastructure and facilities (b) Radio Studio	(a) Installed radio infrastructure and facilities (b) A functioning Radio Studio	0 (None) 0 (None)	1 1
The Activities: (a) Community Radio license obtained; (b) Feasibility study conducted; (c) Site for Community Radio identified; (d) Studio and Radio Equipments procured and installed; (e) Staff Recruitment completed; (f) 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 Nyasa Community Radio (f) Operating 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 of Unyanja Community Radio (f) Operating Community Radio	(a) 0 (b) 0 (c) 0 (d) 0 (e) 0 (f) 0	(a) 1 (b) 1 (c) 1 (d) 1 (e) 10 (f) 1

Fulfillment of these preconditions is inevitable if the project has to achieve the intended objectives and goals.

(b) Other Components of the Monitoring System

To ensure adequacy and effectiveness of a monitoring system, other requirements include the availability of relevant data, actors (or implementers), and implementation of the basic activities. Data for all the specified indicators must be collected and analysed to be able to make a meaningful monitoring of the projects. There are also important actors or implementers 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 collection); 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 the project takes.

(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 studied and solved.

(ii) *Transparency*

NSAs, community members and LGAs are entitled to information related to policy formulation, financing, and implementation of various projects in the district. These requirements can easily 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 are entitled to know the reasons.

(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 an efficient monitoring system.

3.3.2 The Baseline Conditions

Table 3.2 has mainly presented quantitative baseline data for the specified indicators. This section presents qualitative indicators and the associated baseline information which are equally important for M&E. Broadly speaking, the qualitative indicators include gender, the natural environment, climate change, poverty profile and livelihoods status. Other indicators defined broadly are communication (and information), and irrigation. These indicators will also form an important part of the set of M&E indicators to be used during project monitoring and project evaluation.

(a) *Gender Status*

Similar to the majority of other District councils in Tanzania, gender relations in Nyasa District are unequal with men having more freedom, power and self-determination than women. In addition, men control the properties, finances and investment decisions in the vast majority of households. Of recent years, however, there have been advances in some communities in terms of access by women to income generating activities, in particular local brewing and participation in leadership. It is also estimated that over 60 percent of women are engaged in agriculture, which is the main economic activity in Nyasa District. In fact, it is only now that men have begun to be interested in agriculture following the collapse of shallow water fishing and introduction of the National Agricultural Input Voucher System (NAIVS) programme. To a large extent, the many small-scale entrepreneurs found at Mbamba-bay and Liuli are women and this has led them to own many of the quality houses with corrugated iron sheets in the

township. These women entrepreneurs have also started giving out small loans to people, including men, to start up small and medium size enterprises at Mbamba-bay and Liuli Townships.

The largest issue for the majority of women, however, is polygamy. Many women believe that it is a significant contributor to the downward mobility of a household, as resources are stretched over a larger number of wives and children, although some believe that polygamy results to a larger number of working adults in the household and this is a source of upward mobility. Yet, others believe that the household friction resulting from multiple wives is a reason for downward mobility. The interviewed women groups were of the view that to accelerate the progress of women, there is need to empower them through education and training in entrepreneurship, formulation of groups and associations, business orientation and training, enterprise development, and processing, packaging and marketing, and availing low cost start up capital. In view of the above, gender awareness rising, education and mainstreaming should be promoted in Nyasa District.

The gender roles in Nyasa District households and communities are divided along traditional cultural values with women involved in all household activities, including looking after the family welfare and utility, upbringing of children, fetching water, collecting fuel wood, preparation of local brew, and preparing food. Women are also involved in the production sectors in their respective villages. As mentioned earlier, the primary activity in the village communities is agricultural production, but a number of other sources of income also exist.

Figure 3.7: Livestock keeping for income generation



Agricultural activities are therefore performed by men, women, and youth, though men generally are more active in the production of cash crops while women focus more on food crops such as vegetables.

Figure 3.8: Food Processing



Nevertheless, although men and women do collaborate, there are men and women's crops. Both men and women cultivate cassava, which is the most important food crop. Men, both as adults and youth, are primarily responsible for cross border trade, transportation, lumbering, and masonry. Making of local brew are traditionally women's activities.

Youths' activities had changed more relatively compared to men and women's activities. Some villagers indicated a tendency by the youth to avoid more labor-intensive activities. For example, there has been a shift away from agriculture by youth in some areas, towards areas which are perceived as faster paying, such as trade and the raising of pigs. Brew making activities for women have also expanded over the period.

Fishing is mostly practiced in the villages along the lake shore (Lake Nyasa). Fishing was found to be a major non-agricultural income generating activity and a major protein source for majority of households along the lake shore. Both men and women participate in the fishing business, though in different aspects.

Men participate in actual fishing in the lake and wholesale, while women are involved in fish processing and retailing. In the past, fishing was a lucrative business because the catch was generally high.

Although, very few people owned the fishing gear, it was easy for other members of the community to obtain fish (*kuvambalila*) provided one is present at the lake shore when the fishermen arrive with the catch⁸. When fishermen come back with the catch, they first apportion bigger portion of the catch for the owner of the fishing gear then for fishermen, reserving some for the traditional practices of *kuvambalila*, where those who meet the returning boat on the beach receive a small portion of the catch for free. *Kuvambalila* used to be very important for women because traditionally, women own neither fishing gear nor go fishing. So women previously earned income by selling fish they get through *kuvambalila*.

Figure 3.9: A photo showing a small catch derived from dug-out fishing canoes, also showing Women in Fish Business



Thus, in the past fishing was very beneficial not only to people who had capital to invest in it, that is, owners of the fishing gear, but also to the poor, the vulnerable and those who were single (divorced) women. Today, things have changed completely. Fishing is a very difficult business. The catch is very poor. The tradition of *kuvambalila* is rarely practiced and even people with money find it difficult to buy fish. In addition, shortage of fish has made it extremely expensive thus, making fish out of the reach of most poor households. Reasons for current poor catch and performance of the fishing industry in Lake Nyasa include the collapse of shallow water fishing, the government ban of beach seine (*kokolo*), over-fishing and lack of modern fishing equipment.

Other challenges which have been affecting gender equality and somehow suppressing the rights of women is related to the inherited culture and traditions. For example, it was reported in Tumbi Village that, the inherited culture and values is another factor at both community and household levels, which have disrupted gender equality in Nyasa District. Inherited culture and community norms allow men to marry unlimited number of women and maintain others – unofficial ones outside (concubines), while women are restricted by cultural beliefs and traditions to one man only.

It is immoral for a woman to have more than one man. Men are free to move and sleep with any of the women and/or concubines. In a situation where there is HIV/AIDS pandemic, women do not have any right to protect themselves from this fatal disease because they are not consulted by their husbands when they go out to other women – and yet when they come back home the wives have no right to question or resist from having sex with their lavishing husbands. Thus, women and therefore their respective children are exposed to a very high risk of being infected.

Subsequently, the family grows very big to the extent that maintenance and provision of basic needs becomes difficult. All the accumulated resources are therefore depleted to maintain the family and as a result the household becomes poorer. This problem is particularly serious because in many cases most women are not allowed to make major decisions. In addition, they are not regarded as useful brain in planning, resource allocation and laying down strategic actions for households.

⁸ *Kuvambalila* is a local terminology and it is an act of acquiring a small proportion of the catch free of charge from the fishermen or the owner of the fishing gear

Figure 3.10: Women in Group Business

The interviewed women groups were of the view that to accelerate the progress of women, there is need to empower them through education and training in entrepreneurship, formulation of group and association, group dynamics, business orientation and training, enterprise development, and processing, packaging and marketing, and availing low cost start up capital. In view of the above, gender awareness rising, education, and mainstreaming should be further promoted in the District.



Given the level of entrepreneurship, irrigation farming (particularly paddy), beekeeping, energy saving technologies, forest conservation, gender education and women rights and obligation should be among the most women empowering projects in Nyasa District.

(b) The Natural Environment and Climate Change

The quality and quantity of the natural environment in Nyasa District has been under increasing pressure overtime. 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, expansion of agricultural activities, and establishment of human settlements. This is largely attributed to lack of alternative activities in the district (which can keep people productively busy), and declining land for agriculture among mountainous Matengo and Nyasa people.

Severe land degradation linked to unsustainable farming methods causing Livingstone range to be increasingly barren (viraka). Land cover depletion including deforestation is widespread with almost absence of reforestation activities in most areas. Unsustainable fishing practices degrade fish breeding habitats (hatcheries) in the Lake Nyasa ecosystem and causing the fish to run away from Tanzanian side shallow waters to Malawi, where the breeding grounds are conserved and therefore secure. Todate illegal and unsustainable fishing practices in Lake Nyasa have not been stopped.

Very small size sardines and fish have continued to be harvested without taking any precautions and serious interventions to discourage and stop such unsustainable fishing practices. Likewise, many species are caught during rainy season on their way towards the deltas of rivers for breeding. This is the time when rivers are full of rain brown waters. This type of fishing has been practiced for many years and has also led to reduction of fish population in Lake Nyasa.

Figure 3.11: Charcoal Trader at Mbamba-bay Township



Figure 3.12: Bricks Making using Huge amounts of trees to burn



Expansion of bricks making businesses and increasing land degradation has intensified even further the problem of environmental depletion in the district. This trend has also led to growing stress on the natural resource base and climate change related risks and lack of viable local long term adaptation strategies. Also important to note is lack of rain water drainage systems, and waste water and solid waste management and treatment facilities in the fast growing Mbamba Bay and Liuli towns which result in environmental pollution and affecting well being of the people. Another case is on land conflicts and disputes between Wamatengo and Wanyasa.

Following the expansion of both Wanyasa towards the East but mainly Wamatengo towards the West, more protected areas and water catchment areas (marginal land) have gradually been encroached thus, increasing pressure to the natural environment and fuelling conflicts and land disputes between the two sides. This is a serious problem that is currently taking roots. The problem keeps on growing silently and nobody knows when it will erupt. It affects all the 2 sides, but mainly the 2 divisions of Ruhuhu

and Ruhekei along the Lake shore. It is a serious social conflict and war on land which will very soon make the Lake shore and Matengo belt of Mountain Livingstone insecure places to live. If left unchecked it can eventually cost the lives of people. Other environmental losses due to the encroachment include drying up of rivers and streams, loss of vegetation especially forestry covering the Mountains of Livingstone and depletion of water sources. For example, there are 3 wards namely, Liuli, Lipingo and Kihagara which depend on only one source of water supply i.e. Mayewe (in Mango village) where vegetation has been cleared up by intruders and consequently water rationing for irrigation in these villages have been introduced. Figure 3.13 shows the Livingstone Mountains before and after removal of forest cover.

It is reported that, some government actions were taken in 2003 to investigate the problem, call for the meeting of members of both sides and the decision was made. However, to date nothing has been implemented. There is therefore a serious problem of not only enforcement but also implementation and monitoring of the decisions made by the authorities. This is a gap which needs to be addressed if Nyasa District is to attain its plans and objectives of environmental conservation and mitigation of the impacts of climate change. Forest conservation projects such as tree nurseries, seedling distribution and tree planting are therefore inevitable.

Figure 3.13: Loss of Forest cover along Livingstone Mountains



(c) *Poverty Profile and Livelihoods*

The main preoccupation of Nyasa residents is agriculture (65.5 percent) followed by fishing (17.2 percent) and employees (10.3 percent). Crop production includes mainly cassava, maize in the northern zone and paddy in the southern zone. Other food crops cultivated in Nyasa District are millet, sweet potatoes and wheat. The main cash crops in Nyasa district are coffee and cashew nuts. The average farm size per peasant household ranges from half to 2 acres (~ 1ha).

Livestock keeping in Nyasa is not a dominant occupation and is mainly owned by men, although the majority of farmers involved are women (90 percent). This activity is mainly undertaken on a relatively small scale. Thus, the three main sources of income are agriculture, followed by employment and business. Nyasa is generally one of the poorest districts in Tanzania. According to 2012 estimates, the per capita income was TZS 660,000 (USD 388) per year, which is below the national average of TZS 995,931 (about USD 628.9) per year. By 2013 per capita income estimates, about 41.4 percent of Nyasa District inhabitants have incomes below the national average.

Slightly more than 50 percent of the residents in Nyasa District live in good houses, and approximately 60 percent of the district residents own mobile phones. The district is not one of the food deficit areas, as 100 percent of the residents take two meals a day, out of which 60 percent have three meals every day. Majority of the people in Nyasa District village communities have very limited knowledge on killer diseases like diabetic, tuberculosis and HIV and AIDS which increases the health risks, making communities even more vulnerable.

Looking at the geographical coverage and Nyasa District population growth rate, one notices that very soon the district will face a serious land shortage. This problem has started already where people and settlements in many villages of Ruhuhu and Ruhekei divisions such as Lundo, Ngindo, Mbaha, Lundu, Liweta, Mkali, Liuli, Puulu, Tumbi, Mango, Kihagara, Tawi, Nindahi and Lituhi are crowded and the population densities have more than doubled in the past 15 years. About 80 percent of the communities along Lake Nyasa therefore lie in the lowland belt between the eastern side of Lake Nyasa and the western side of Livingstone Mountains, making a narrow parallel lowland belt or stretch of about 0.2 to 15 km (See Figure 1.1 – A Map of Nyasa District Council). This is a very narrow stretch which with exception of Mpepo Division, has forced many people from the lake shore to expand to the neck of Livingstone Mountains (protected areas). Likewise, since in Matengo area of Mbinga District population has also been growing necessitating people to move towards the Lake shore and occupy land in Nyasa District.

Figure 3.14: The Lowland Belt (Stretch) in Nyasa District to the West of Mountain Livingstone



As pointed out earlier, this trend has not only led to the gradual removal of vegetation (forest cover) of the protected Livingstone Mountains, threatening the sustainability of rivers, streams and water sources, but also pressure over land and the growing conflicts between the people of the two districts. These conflicts threaten security of the area, while fear is growing among the people to the extent that they hesitate to open up new agricultural farms. So far no serious fight has been erupted. However, overtime hatred has been building up in both sides.

(d) Information and Communication

Nyasa district has poor communication services such as radio, television, and telephones. Radio Malawi is more pronounced than any other radio station in Tanzania, and therefore people in the districts use radio Malawi more than local radios to access information and news. Most of the information accessed by people is therefore not on Tanzania. Information and Communication Technology (ICT) plays a great role in revolutionizing local communities towards improving livelihoods. It bridges the knowledge divide and facilitates both production and consumption by reducing transactions costs. The state of ICT in Nyasa District is facilitative to neither production nor consumption. Difficulties are experienced in disseminating information; communication as well as improving productivity such as using ICT for accessing markets and prices for agricultural produce and fishery. ICT is thus a priority in the quest for improving peoples' livelihoods. Thus ICT in terms of community radio, information centers and mobile (agriculture, fishery and forestry) will offer and facilitate access to information on agricultural, fisheries and forestry (e.g. beekeeping) activities such as timely availability of inputs, control of diseases; technology; markets and prices, information on illegal fishing and illegal harvesting of forest products etc.

(e) Irrigation Farming

Apart from Lake Nyasa waters, the district is endowed with 15 perennial rivers all emptying water into Lake Nyasa and accounting for 52 percent of the Lakes' inflow. This provides for immense opportunities for irrigation farming whose potential capacity has not been utilized. Identified areas for rice and horticulture cultivation for example includes, Kimbande, Ngumbo (2,562 ha – currently only 44.3 percent is utilized), Lundo, Mkali and Lituhi (which is another site with great potential for irrigating 2,800 ha).

As pointed out earlier, currently, Kimbande accommodates 175 farming households (this scheme is expecting to benefit 1,000 farmers if it will be improved). Lundo has a total area of 2,562 ha. This scheme started in 2006. Currently the scheme has 137 farming households who are engaged in paddy cultivation and it has a potential of benefiting a total of 4,000 villagers. Capacity utilization at Lundo is only 44.3 percent. Mkalachi irrigation scheme also started in 2006 as a farmers' group and has 96 members, (40 of them are women), who are engaged in cultivation. A total of 200 households are benefiting from the scheme. Part of the main canal was constructed in 2009. However, construction was not complete as part of the main canal, tertiary and division boxes has not been constructed. This scheme is poorly managed because very little efforts are made by the beneficiaries to clean the canals. Most of these schemes are purely traditional i.e. no infrastructure has been constructed, while in other schemes some construction has partly been initiated. There is therefore unfinished business.

(f) Involvement of Non-State Actors (NSAs)

Unlike in the past, collaboration between the government and Non State Actors (NSAs) namely the Private Sector and Civil Society Organizations (CSOs) in Tanzania has improved significantly during the past 20 years 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 particularly true at national, regional and district council level. In Nyasa District Council the NSAs are encouraged and involved in all the district development processes such as, formulation

of the district strategic plans, district social economic profiles, district investment profiles and plans, District Development Planning (DDPs) and budgeting. For example, during the district planning and budgeting process, NSAs are involved fully during the District Stakeholders' Assembly (or meeting) to discuss and give their views on the DDPs and budgeting. All NSAs operating in Nyasa District are required not only to register with the District Council, but also submit their Annual Work Plans and Progress reports to the Council etc.

The main challenge related to this collaboration is that very few NSAs are ready to cooperate seriously with the District Council. According to the Nyasa district FGD, some NSAs are still reluctant and fear the government because they associate such collaborations with taxes, i.e. more transparency means more taxes charged by DCs to NSAs. Other NSAs are not aware of such new arrangement, which affects the smooth institutional interplay and therefore implementation of DDPs in the district. Apparently, the two sides are still suspicious to each other. They still hesitate to regard themselves as true partners in development.

3.4 Mapping of the Alternative Funding Sources⁹

3.4.1 Introduction

One of the challenges which Nyasa District Council has been facing is underfunding of the district plans. Like many other District Councils, there has always been a huge gap not only between the resource requirements (or the budget requested by Nyasa District Council) and approved budget (i.e. budget allocated to the District), but also between the approved or allocation and the amount of funds released. In addition, many times disbursement is unreliable and not timely according to the Heads of Department FGDs responses. For instance, of the budget allocated in the financial year 2012/13 and 2013/14 for development activities, only 70 percent and 45 percent respectively were released.

About 90 percent of the Nyasa District Council approved and allocated budget (to finance the District Development Plans (DDP)) comes from the Central government. Nyasa District Council also raises revenue from local sources mainly tax revenue from fishing, crop cess mainly coffee, tax revenue from forest and fishery products, fees paid by contractors, sales of tender books and bus stands. Other local sources include, valuation, licenses including road, liquor; property taxes and rents; charges including those for markets; fines; and others including sale of assets and recovery of public fund. The revenue base of Nyasa District is reportedly very weak. It accounts for less than 10 percent of the total approved budget, and is getting weaker and smaller as some of the revenue is shifted to the Central Government through Tanzania Revenue Authority (TRA). In addition, the recent requirement by the Parliamentary Committee that 60 percent of the internal revenue for all the District Councils in Tanzania should be directed to development projects is constraining even further the effective implementation of many council operations and service delivery functions. The council's budget is therefore limited given the priorities spelt out in the DDPs and total district resource requirements. The council must find alternative ways (alternative funding sources) to mobilize additional resources if the DDPs (or district development priorities) are to be implemented successfully.

3.4.2 Alternative Funding Sources

Conventionally, Nyasa District Council has not felt obligatory to take its own initiatives to mobilize additional resources from other sources so as to bridge the resource gap it has been facing almost permanently. The current Institutional and Legal Frameworks governing the operations of District Councils in Tanzania do not provide space and motivation for the district executives become pro-active and mobilize resources on their own for their districts. Throughout, the excuse for underperformance of the District Councils' plans has mainly been budget deficits and late disbursement. Existing opportunities for additional resources have virtually not been utilized for no-good reasons.

⁹ Most of the challenges presented in this section and a few others apply to almost all the District Councils in Tanzania

Nyasa District Council and therefore PEI initiatives in Nyasa District can attract multiple alternative sources of funding. There are opportunities which Nyasa district has not been able to utilize fully. These 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 and private sector; effective use of small scale players (entrepreneurs) at community level such as farmers, livestock keepers, traders and fishermen; improve the district's financial management and resource management; vigilant utilization of available resources; and promote tourism in Nyasa District. These are among the potential complementary funding sources which have not been utilized in the past.

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

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 productive and attractive 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 also National Social Security Fund (NSSF) and Parastatal Pension Fund (PPF) which 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 district team with negotiation skills 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 Nyasa District (and Ruvuma 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 Nyasa district have lost confidence and trust over the investment climate in the District. The institutional and legal framework governing investment activities in the district (e.g. Red tapes, bureaucracy, infrastructure) are among the factors mentioned frequently by respondents. Diasporas do not feel that they are part of development process in Nyasa District, Ruvuma Region. Thus, partisanship and the intimacy between the two sides is more or less absent. The question is – What the District and Regional Governments should do to better make use of this opportunity? The District and Regional Government 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 and other key stakeholders.

(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. Nyasa District Council has not utilized such funding alternatives in the past. Fortunately, there are financial markets all over the world where capital is available 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 Nyasa 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, Nyasa 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 in the District

Nyasa 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 Nyasa District Council to change its mindset and attitudes by taking its own measures to mobilize resources and attract investors and private sector players in the District. This process must begin with preparation of the District Investment Profile and Plan; and District Social Economic Profile. These are useful documents which can be used aggressively to market the existing investment opportunities in the district through a well organized Investment Forum.

Also important to consider is to fully tap the resources from private sector by encouraging the players to participate in implementing the District Development Plans (DDPs). To make them respond positively, the council needs to create an incentive package for them. In the forest sector for example, the District Council should encourage and promote associations 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 needs 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. If we can allow hunting blocks, why not charcoal blocks?

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 Finnish Government which was launched in January 2014. This programme is initially implemented in the six 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.

(e) Involve and empower players at community level, and Collaborate with Non State Actors

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 Nyasa District Council. Involvement and active participation of the lower level including Non State Actors (NSA) namely Private Sector and Civil Society Organizations (CSOs), Faith Based Organizations (FBOs) and Non Governmental Organizations (NGOs) 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 Nyasa District Council must use champions effectively. These are such as small scale farmers, women, livestock keepers, fishermen, Private Sector, CSOs etc.

(f) *Improve the district's financial management and resource management*

Capacity of most District Councils in Tanzania is low. Among the capacity gaps in Nyasa District include skills and competencies of the district staff that are also inadequate. For optimal utilization of the district resources, the district must have sufficient number of competent staff to improve financial management, resource allocation and utilization.

(g) *Promote tourism in Nyasa District*

Lake Nyasa zone has plenty of tourist attractions which remain largely unexploited due to communication problems (HLF, 2014). The Lake is home to a unique ornamental fish, “the cichlid” (*mandongo*), found nowhere else in the world. Beaches have very clean white sand and most areas are untouched. Lituhi Catholic Church, gallantly standing on a rocky hill and one of the oldest churches in the country after clocking 100 years in 2012 is an added attraction to the project area.

One special characteristic of the Lake Nyasa water is its purity and safety for drinking without necessitating recourse to conventional treatment. If the world of travel knows of the roughest lake on our planet, that is the Lake Nyasa. Viewing the Livingstone Mountain ranges offers its own delight, while its climb presents a gorgeous challenge to mountain climbing enthusiasts. From the plateau one experiences a breath taking view of the Lake at the floor of the East African Rift Valley.

On the side of culture, the people of Lake Nyasa, whose life revolves around farming and fishing are famous for their unique traditional dances “*mganda*” for men and “*chihoda*” for women, normally performed after the harvest season. Nyasa District is losing the beauty and originality of the local dances because this is among the traditions which have been neglected for many years. An extra tourism attraction is the “Matengo pits” (*kilimo cha ngoro*) that can be observed as one travels from Songea through Mbinga District to Mbamba Bay, on Lake Nyasa. The *Matengo pits* system constitutes an age old highly innovative environment friendly land cultivation practice of the Matengo people, living in the highlands of Mbinga and Nyasa Districts. The system, which is practiced nowhere else in Tanzania, could be promoted for adoption in other places of the project area and beyond. There is a need to reverse this state of affairs and open new development chances for the people residing in these areas through tourism.

(h) *Development Partners and International Organizations*

There are a number of projects which are implemented by various District Councils in Tanzania, funded by the DPs directly. However, in most cases this is a result of the initiatives by respective District Councils in terms of negotiating with the DPs directly requesting them to finance bankable projects by District Councils. Nyasa 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 fully by Nyasa District Council in the past. During the survey, significant efforts or contributions by community members were evident especially in fishing, agriculture, housing, irrigation, beekeeping and WARCs where beneficiaries have constructed descent houses, and other buildings to cater for offices and other official activities. The team visited a few NSAs such as UMAU, Hugo van Lawick Foundation and Agricultural and Microenterprise Development Foundation who are active players in Nyasa District.

Like many other District Councils, Nyasa is not oriented towards its own resource mobilization system. In terms of resources the council relies mainly on the Central Government for more nearly 90 percent. Other sources make an insignificant share of the total district budget. There is a need for the council to make use of other potential local revenue sources which have not been utilized in the past. Also important to point out is sourcing from Non Traditional sources such as the local organizations, private

sector, financial institutions and other NSAs. 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 Nyasa District Council in terms of preparing Bankable Projects for the council and present them to the respective banks.

4. Conclusions and Recommendations

4.1 Conclusion

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

Numerous inadequacies involving financial and human resources were recorded in 2002 (TzPPA, 2003)¹⁰. Similar inadequacies as indicated in the current document were found to be still haunting Nyasa District in varying extents. Chief among these weaknesses are presented as follows.

The institutional processes and mechanisms for coordination of development planning and implementation were found to be supportive of the implementation of PEI objectives at district level, including Wards and Village levels. However, key challenges were observed, pertaining to inadequate financial and human resources and working facilities tools, such as software and data management facilities for carrying out assigned responsibilities; lack of access to fast internet connection; and limited transportation facilities.

The results showed that Nyasa District Council management and operations systems for PEI are consistent with National Frameworks for PEI objectives. Nonetheless, more work and efforts are still needed for implementation and compliance to relevant national law and policies in this regard. District level by-laws were found to be compatible with the National Laws and were facilitative to the implementation of PE initiatives. Examples of national laws and policies are those pertaining to Land, Environment, Irrigation, Forestry, Water, Fisheries and Population.

The major challenges reported by various stakeholders in the Nyasa District include:

(a) *Approval process*

This process is too long and is further hindered by inadequate financial resources put at the disposal of the council and capacities at lower levels of local government or by the dichotomy between sectoral laws and by-laws, as well as lack of strong commitment by officials

(b) *Inadequate Revenue and delayed Budget Ceiling*

The budget preparations in Nyasa District Council were found to be in line with the nationwide budget guidelines and were within the agreed budget circle. The budget also was found to be supportive to the implementation of PEI objectives. As per the budget guidelines, the budget processes are initiated from the grassroots (*Kitongoji*) level during the planning process through the O and OD (Opportunities and Obstacles for Development¹¹) process and submitted upward to the Ward, District, Regional and

¹⁰ This is based on the findings by a nation-wide and district-level study involving nwide-ranging participation of district and lower-level government stakeholders called Tanzania Participatory Poverty Assessment that was executed by ESRF (TzPPA 2003: Vulnerability and Resilience to Poverty in Tanzania).

¹¹ O&OD is a nation-wide approach to ensure full involvement of grassroot people in the identification and prioritization of projects to be included in the village plans that therefore reflects their actual needs

National Level authorities. The following challenges are pertinent in Nyasa District:

- (i) Inadequate internal revenue sources which account for less than 10% of the total budget;
- (ii) internal revenues used in the past to cover mostly recurrent expenditures, with little or nothing left for development programmes; and
- (iii) there is high mis-match between the approved budget by the Full Council and Regional level vis-a-vis the ceiling received from the central government.

To accommodate the ceiling a number of identified priorities have to be dropped. To a large extent this has raised questions at lower levels on the relevance of the processes since only few (if any) of their priorities survive and considered in the final district budget, a matter that is demoralizing the stakeholders, as it weakens their commitment to the village plan activities and dampens their expectations. As for the use of internal revenue sources, mostly for recurrent expenditures, recently, the District Council was instructed by the Parliamentary Committee that with effect from the 2014/15 budget this practice has to be discouraged. Districts have been ordered to earmark at least 60% of the internal revenue to cover the costs of their development projects. The challenge here is how to fill the resource gap in the district budget that will arise due to 60% budget reallocation from recurrent to development projects.

4.2 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 Nyasa District Council.

4.2.1 General Recommendations

(a) Recommendations on Institutional, Legal and Budgetary Issues

(i) Institutional Related Recommendations

- *Developing the Capacity of the Nyasa District Council*

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 objectives 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 to review the devolving the powers from central government to local government (Decentralization by Devolution (D-by-D)) and the 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.

- *Formulation of the District Development Policy Frameworks*

The District Council in collaboration with other stakeholders should commission a consultant to formulate a long-term vision and develop a District Strategic Plan (DSP) that will guide or 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. This includes, in-depth analysis of district's current status and future needs (Multiple perspectives situation

analysis); conducting an environmental scan which will help to understand the strengths and weaknesses. Also important to mention is the fact that, the initiative should include the analysis of the challenges to resolve the existing constraints namely; forward thinking on the desired district's future and how it should head there; formulation of strategies to address issues (including the potential risks) that emerged in the environmental scan; devising key results areas, objectives, integrated strategies, priority activities, key performance indicators, milestones, timeframes, and inputs for addressing challenges, priorities, barriers, and risks; documenting capacity and capability needs for effectively implementing the DSP; mainstreaming the actionable and value-laden activities and required resources (human skills, information, spatial dimensions-land, physical and institutional infrastructure, investments, technologies and techniques; research and innovation; technical, organizational, management, and legal support, funding, energy, and markets) in the subsequent DPPs and MTEF for MKUKUTA III and 2nd Five Year Development Plan 2015/16-2020/21; and developing the monitoring, evaluation and reporting framework for assessing the progress of strategic plan implementation and potential redirection and/or readjustment.

In summary, such a DSP would create a correct environment for stakeholders to upgrade skills and learning (behavioural change); promote capacity and capabilities acquisition; promote investments in the right direction (e.g. green growth); lead to mutually beneficial interaction between stakeholders; increased coordination and cooperation; continual raising of project performance and competitiveness to a higher level. Finally, it will yield purposeful, coordinated, and tangible results directed towards achieving desired District and PEI project outcomes and sectoral and national overarching goals, with optimum effectiveness, efficiency, adequacy, equity, responsiveness and appropriateness.

- *Build Capacity of the District Councils to Utilize Horizontal Institutional Interplay*

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, best practices 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 kilometers.

- *The District Autonomy*

The Central Government should improve the administrative and organizational capacity by allowing the District Council to recruit, adequately compensate and build the skills of a number of highly sought technical staff and avail incentives that will stem the potential leakage of existing trained, skilled staff to other better paying institutions and 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.

- *Establishment of a District Business Council*

In collaboration with the District 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.

- *Training of the District Technical Staff*

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

- *District Financing Strategy*

There is an urgent need for the District Council to 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 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.

- *Improve 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 other stakeholders should train the policy makers and technical staff on various relevant themes

- *Install, and use 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 will assist planning, implementation, monitoring, and assessment of the PEI, education, and health services.

(ii) Recommendations on Legal Issues

- *Need for a coordinated 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 the district level and catalyze the required transformation using resources currently available to them. This review should also focus on identification of gaps in the current legislation, and regulations of Local Government acts and Regional Administration Act in relation to the needs.

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 is also required.

- *Need for higher Councilors' Qualification and Education*

Revise the constitution and electoral legislation to raise the level of education of District Councilors 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 fore sighting 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 objectives.

- *Distribution of the Land Resource*

The Central Government in collaboration with the District Council needs 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 to Formulate By-Laws*

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 projects.

(iii) Recommendations Related to Budgets and Budget Process

- *Revenue Generation*

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.

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

- *Access to Credit*

The District Council and relevant stakeholder need to 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.

- *Creation of the District Development Fund*

Nyasa District Council needs to establish a District 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. Also important to emphasize is that, 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

- *Transparency 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.

- *Training Councilors and Technical Staff*

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) Recommendations Related to Coordination

- *Surveillance 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

The Central Government and District Council should clearly articulate the roles and responsibilities of different institutions such as ministries, public institutions and agencies, with the mandate on PEI objectives and ensure that they all abide to their mandates and roles in order to improve PEI coordination.

(c) Recommendations on the Natural Environment

- *Adaptation and mitigation measures*

The District Council and other stakeholders should strengthen environmental management and identify potential vulnerabilities and risks, formulate and implement appropriate adaptation and mitigation measures suited to local realities. For example, increase resilience to rainfall variability and drought by adopting climate tolerant crops, livestock, and tree varieties;

- *Capacity Building*

Assist the District Council and the villages to formulate effective bylaws that will address land degradation caused by unsustainable agricultural practices like farming on slopes, sustainable water conservation, prevention of conversion of forests to agriculture, over-exploitation of forest resources through fuel wood and timber harvesting, and farming and overgrazing in wetlands. In addition, the District Council and other key stakeholders need to enhance the councilors' and technical cadres' awareness and understanding of climate change vulnerabilities and potential impacts in the District;

- *Energy supply and demand*

Promote sustainable energy sources by supporting the development and rollout of alternative sources of energy and equipment; including energy efficient stoves, biogas, and solar lighting that will reduce pressure on existing forests. Also important to consider is to promote the use of residual biomass, e.g. rice husks, in firing bricks instead of firewood.

(d) Recommendation on Gender Issues

- *Business culture and financial management*

The Nyasa District Council and other stakeholders should support individual and women groups to enhance their business culture and financial management skills; to enhance the quality of their goods and services; to be techno-savvy; to increase efficiency and productivity; to raise customer value optimization.

- *Women Groups' Access to Credit*

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). Furthermore, the District Council, Producer organizations, Business Council (to be established), NGOs, and Development partners should continue empowering women businesses by availing access to technical services for fish processing; production of rice, horticultural products, cassava, and pulses; and extension and training services for up-scaling enterprises for pig, chicken, and milk production (it was noted during the survey that most women who started with 2-4 piglets ended having more than 20 pigs at a given time, selling each at TShs 100,000 to 150,000, and investing the profit in other "clean" businesses, while the pigs continue to multiply).

We also need to build the capacity of women groups in business management, entrepreneurship and organizational development, and product quality and safety management, and support them to shift focus from high volume and low margin business model to high quality, value added products and high margin model, i.e. shifting from bulk raw products trade to quality-value added-branded niche products;

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

- *Promoting Fishing as a Source of Livelihood*

Promote fish farming and cage 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. In line with this intervention, there is also a need for the District Council to improve fishing business environment by deploying and overseeing business friendly fishing policies, by-laws; by availing sustainable fishing practices and techniques; and by giving incentives to private businesses to invest in appropriate equipment and large and motorized fishing boats that could fish far in the Lake.

(b) Sustainable Exploitation of Marine Resources in Lake Nyasa

Establish a program of environmental education and training on sustainable exploitation of resources in Lake Nyasa and its basin.

(c) Horticulture Farming near Lake Nyasa

Make use of Lake Nyasa waters by supporting horticultural farmers near Lake Nyasa shores with efficient pumping, water holding and distribution systems and training in Good Agricultural Practices (GAP).

- *Land Use Plan*

Facilitate formulation of integrated sustainable land management investment frameworks and land use plans.

- *Crops and Forestry*

Encourage farmers to use improved rice varieties, developing efficient irrigation schemes, and to use integrated pest management (IPM) and integrated plant nutrition (IPN), without causing environmental damage. The District Council and Central Government should address all drivers of deforestation and forest degradation along the mountains, including restricting clearing of vegetation for agricultural expansion and banning intensification of crop farming on mountain

slopes, In addition, support appropriate mechanisms to reward or provide incentives for forest conservation and avoidance of deforestation, as per Participatory Forest Management, Community Based Forest Management, and Joint Forest Management guidelines. In addition, strengthen capacity to monitor and manage forests and forest related activities. In addition, we need to promote actions that reduce land degradation and soil erosion especially in the fragile ecosystems such as Livingstone mountainous areas, Lake Nyasa shores and river banks; and promote sustainable management of wetlands in the District.

- *Health Interventions*

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 sero-positivity, 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 identifying indigenous practices attitudes and behaviors that may reinforce HIV prevention and treatment (e.g. *kupanga* practice). Recognizing and ensuring that the spread of these important diseases are addressed, could make the difference between the long-term success, failure, and sustainability of Poverty-Environment efforts in the District.

4.2.2 Specific Recommendations

(a) *Commission a Vulnerability Study in Nyasa District*

Undertake a comprehensive vulnerability assessment on climate change impacts in Nyasa District to identify critical gaps. Further to assessment, there is a need to establish tested mechanisms for regional coordination in conservation management of Lake Nyasa basin; and conduct applied research aiming at Lake Nyasa's biodiversity protection, at reducing the impact of human activity on the Lake's biodiversity, involve the stakeholders, and ensure that their results contribute to solving specific practical problems.

(b) *Poultry and Pig Farming*

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; and availing training in poultry management (i.e. house construction, feeding, rearing, breeding, disease management, record keeping, and marketing of products). In addition, encourage individual and enterprises to invest in increasing local pig and chicken productivity and volume produced and marketed; invest in improvement of pre-slaughter, slaughtering/processing facilities and post-slaughter activities for pigs and chicken; and develop complementary SME industries in production of fish fingerings and chicken chics, and production of pig products.

(c) *Knowledge and skills*

Improve and consolidate knowledge and skills in gender analysis and mainstreaming to ensure institutionalization and integration in regional, district and community plans, including use of gender sensitive indicators and analysis of gender disaggregated data;

(d) *Gender Mainstreaming*

Nyasa District Council should strengthen gender mainstreaming efforts, including gender specific and transformative actions that will ensure equitable share, equal access and control over resources,

privileges, benefits, and opportunities. A Gender Care Management System should be established in the ND Council that will address emerging gender issues on a continuous basis. In addition, gender performance reporting in ND Council's annual Financial and Performance Reporting should be strengthened.

(e) Creation of the District Advisory Committee

Establish and implement an independent District Advisory Committee composed of highly skilled and experienced experts from various fields to advise and provide technical assistance to the District Council's management team and Full Council on pertinent matters such as, forward-thinking, good governance and effective accountability; 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; 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; mobilization, allocation, and modern management of financial resources; translation of national and international policies, strategies and initiatives into District realities; legal advice and negotiations, and development of value and supply chains for products and services generated in the District.

(f) Attract and Use of Diasporas

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. The diaspora should be encouraged to invest in long-term, high impact activities such as capital/financing, natural resources-based enterprise development and growth (e.g. quality edible oils and related products, oleochemicals, biodiesel production and blending, post harvest management facilities), secondary value addition (e.g. milling, processing, packaging, by-products and waste streams/residues recycling and re-use), human settlements development, manufacturing, social services (e.g. to education, health and water infrastructure), and physical infrastructural facilities (sanitation facilities, roads, railways, energy, air and water transport). Other potential investment areas in the District include, business advisory services and tertiary training; development of value and supply chains; and 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).

(g) Development of Strategic Alliances

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 a 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).

4.3 Recommendations on projects

As noted earlier, one of the criteria for identification and selection of the projects is the evidence that the projects have the capacity to facilitate poverty reduction, improve the quantity and quality of the natural

environment, minimize the impact of climate change, and promote gender equality. If the 10 selected projects in Nyasa District are to make the meaningful and desirable impacts to the communities, some interventions (or support services) must be made. These recommendations or recommended interventions have been presented in two categories. These are specific recommendations which can be managed by the Nyasa District Council alone and be implemented without delay; and another set of recommendations which are generic and relevant to both the District Councils in Tanzania and the Central Government because they require some policy regulatory amendment or clearance from the Central Government before they can be implemented and make impacts.

4.3.1 General Recommendations

(a) Recommended Projects

The following projects have been recommended based on the criteria, analysis and discussions made earlier. These are the activities which need to be implemented in Nyasa District between 2014 and 2017.

Table 5.1: A List of Recommended Projects in Nyasa District

Sn	Project Name	Project Site
1.	Nyasa Community Radio	Mbamba-bay or Liuli Township
2.	Two Ward Agricultural Resource Centers (WARCs)	Mbamba-bay and Liuli
3.	Mobile Kilimo: <ul style="list-style-type: none"> • Agriculture • Forestry • Fishing 	Nyasa District
4.	Training or Capacity Building Programmes and Awareness Creation. These will include: <ul style="list-style-type: none"> • Development of Bankable Projects • Group formation and group dynamics • Poverty-Environment (Climate Change)-Gender education • Nyasa District Council on Resource Mobilization, and Financial management • Micro-finance (Formal and Informal) • Community Leadership etc 	Mbamba-bay, Ngindo, Lundo, Mkali, Liuli and Tumbi
5.	Irrigation agriculture for paddy and horticultural farming	Mbamba-bay (Kimbande Irrigation Scheme), Lundo, Mkali and Ngindo Villages
6.	Cage Fishing and Pond Fish Farming	Ruhuhu, Ruhekei and Mpepo Divisions
7.	Beekeeping Group <ul style="list-style-type: none"> • Training on Beekeeping • Financing Beekeeping Groups 	Ruhuhu, Ruhekei and Mpepo Wards such as Jiendeleze Beekeeping Group - Mandalawe (Liuli Village, Liuli Ward)
9.	Forest Conservation (Tree Nurseries, and Tree Planting): <ul style="list-style-type: none"> • Training on the Natural Environment, Climate Change and Forest Conservation • Awareness and sensitization programmes • Financing the IPs 	Ruhuhu, Ruhekei and Mpepo Wards
10.	Energy Saving Technologies <ul style="list-style-type: none"> • Energy saving stoves • Low-cost Interlocking Bricks • Bio Gas 	Ruhuhu, Ruhekei and Mpepo Wards

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 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. Nyasa 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 a newly established district of Nyasa 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) *Timely 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:

- Finance land use survey;
- Specify relevant land uses and issue title deeds; and
- Take concerted efforts of motivating local investors or Land Users including farmers to apply for title deeds (Titling) and make use of land related opportunities afterwards

Land use planning and titling should be made a special project. This will not only reduce the number of land disputes, and increased land under crop, but also facilitate investments and assured collateral to access loan.

4.3.2 Specific Recommendations

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

The findings further show that in the past PEI components have not been identified by villages and wards as priorities due to limited knowledge on the significance of the respective components. This is a calamity which threatens efforts to attain PEI related goals in Tanzania. This intervention can easily be handled by Nyasa 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.

During the Opportunities and Obstacles for Development (O&OD) process, the lower level communities where planning and budgeting process starts (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, Nyasa District Council has not been a Resource Mobilizer despite the fact that it has always been facing a budget deficit. The Council has always been facing a resource gap where the resource allocation by Central Government has always been lagging far behind the District Resource requirement. 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. Existing opportunities for additional resources 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 existing and persistent resource gap. Nyasa 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 Nyasa District (and Ruvuma Region) are investing outside their district. Most of the investors under this category are frustrated due to unfriendly investment climate in the 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. 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.

(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. Nyasa 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 Nyasa District Council and which the Nyasa District Council needs to utilize and address the chronic problem of resource gap. There are two important pre-requisites here. First, Nyasa 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.

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

Nyasa 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 Nyasa District Council to change its mindset and attitudes by taking its own measures to mobilize resources and attract investors in the district. This process must begin with preparation of the District Investment Profile and Plan; and District Social Economic Profile. These are useful tools which can be used aggressively to market the existing investment opportunities in the District through a well organized Investment Forum.

Also important to consider is to fully tap the resources from private sector by encouraging the players to participate in implementing the District Development Plans (DDPs). To make them respond positively, the council needs to create an incentive package for them. In the forest sector for example, the District Council should encourage and promote associations 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. For the success of NSAs involvement, the District council needs to create a conducive and friendly environment to attract them.

(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 Nyasa 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 Nyasa District Council must use champions effectively. These are such as small scale farmers, women, livestock keepers and fishermen.

(vii) Improve the district financial management and resource management

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

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

(c) By Laws

Nyasa District Council is mandated to formulate bylaws and pass them through PO-RALG for approval before its use. This is an opportunity which Nyasa District Council has not tapped. More bylaws should therefore be formulated and pass them through for approval. Specifically these bylaws should target illegal fishing including a ban to catch fish during breeding season (i.e. when huge number of fish enters the deltas to lay eggs). 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 Nyasa. Nyasa District Council must find ways to fill in the gaps of various positions, 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)

Nyasa 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. There is therefore an urgent need for the Council to create a conducive and friendly environment to attract NSAs. We need to consider them as partners in development rather than rivals.

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(Footnotes)

- 1 The main sources include levy from fishing, coffee and selling of tender books/documents
- 2 This initiative could be piggy-backed to national-efforts and studies already undertaken to revamp and bolster LGA revenues as the problem of inadequate revenues by LGAs is pervasive and nationwide

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 Nyasa 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 Nyasa 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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