



TANZANIA OSAKA ALUMNI

Best Practices

Hand Book

Prime Ministers' Office
Regional Administration and Local Government
P.O. Box 1923,
Dodoma.

November, 2012

BEST PRACTICES HAND BOOK (2012)

**Prepared for Tanzania Osaka Alumni (TOA) by:
Paulo Faty,
Lecturer, Mzumbe University;
Judicate Mwanga,
Lecturer, Local Government Training Institute; and
Michiyuki Shimoda,
Senior Advisor, PMO-RALG**

Table of Contents

<i>Content</i>	<i>page</i>
<i>Foreword</i>	<i>4</i>
<i>Preface (TOA)</i>	<i>6</i>
<i>Preface (JICA)</i>	<i>7</i>
<i>Abbreviations</i>	<i>8</i>
<i>Chapter One: Introduction: Lessons Learnt from Japanese Experience</i>	<i>11</i>
<i>Chapter Two: Local Governance and Human Resource Management</i>	<i>28</i>
<i>Mbinga DC: Accountability of Councilors to development Projects</i>	<i>31</i>
<i>Mpanda DC: Construction of Ward Offices and Staff Houses for Staff Retention</i>	<i>47</i>
<i>Ukerewe DC: Staff Retention through Improved working environment and Staff Housing</i>	<i>59</i>
<i>Chunya DC: Staff Tracking; Motivation and Retention</i>	<i>70</i>
<i>Chapter Three: Fiscal Decentralization and Revenue Enhancement</i>	<i>87</i>
<i>Mtwara-Mikindani MC: Revenue Enhancement through Cadastre Digital System</i>	<i>89</i>
<i>Mbeya CC: Revenue Enhancement through Entrepreneurship</i>	<i>104</i>
<i>Chapter Four: Participatory Service Delivery</i>	<i>112</i>
<i>Ileje DC: Construction of Cost Effective Arch Bridges</i>	<i>114</i>
<i>Mwanza CC: Effective Solid waste collection and Management</i>	<i>125</i>
<i>Nzega DC: Mambali Ward Environmental Sanitation Project</i>	<i>138</i>
<i>Igunga DC: Effective Implementation of Community Health Fund Initiative</i>	<i>146</i>
<i>Chapter Five: Local Economic Development</i>	<i>161</i>
<i>Morogoro DC: Promotion of Non Traditional Crops</i>	<i>164</i>
<i>Same DC: Ginger Production and Value Addition</i>	<i>178</i>
<i>Chamwino DC: Promotion of Grape Production</i>	<i>189</i>
<i>Iramba DC: Sunflower Production and Value Addition</i>	<i>200</i>
<i>Bibliography</i>	<i>214</i>

Foreword

Local Government Reforms in Tanzania are primarily focused towards effective Service Delivery by Local Government Authorities within the Central Government's Policy Framework. The reforms have attracted cooperation between the Government of the United Republic of Tanzania, Development Partners and many other stakeholders since the first phase to present. Decentralization by Devolution (D by D) Policy Paper was developed in 1998 and implementation of Local Government Reforms started in 2000. Through this cooperation, the Local Government Reforms in Tanzania have successfully generated democratic local governments, rationalized local human resourcing, increasing fiscal disbursements, improved local governance, and increased local participation and in general increased local government autonomy in Service Delivery.

The Local Government Reforms in Tanzania have been implemented in a comprehensive approach that has involved learning local government reform initiatives and implementation in other countries in Africa and abroad and designing an appropriate implementation strategy and modality for Tanzania. Since 2002 the Tanzania Government through the Prime Minister's Office – Regional Administration and Local Government (PMO-RALG) and the Japanese Government through Japan International Cooperation Agency (JICA) have jointly conducted training on Decentralization in Japan through the "Osaka Training". This training has been attended by selected PMO-RALG Directors/staff, Regional Administrative Secretaries, Council Directors and other Local Government Reform stakeholders. The training has also been conducted to Assistant Administrative Secretaries (AASs), District Commissioners, District Administrative Secretaries (DASs) and LGA Heads of Departments (HODs) through the "Regional Post Osaka Training".

The Osaka and Regional Post Osaka Trainings have given the opportunity for Tanzanian central and local Government Staff to learn the Japanese Decentralization Experience select the best Japanese decentralization lessons and implement the lessons learnt within the Tanzanian RSs and LGAs. The implementation of the lessons learnt from Japan has resulted into identifiable "**Best Practices**" by specific RSs and LGAs. This has created urgency for reporting the best practices in the form of a handbook to make other RSs and LGAs appreciate and learn from the local successful implementation and the secrets for success.

This Handbook is a continuation of the joint efforts of the PMO-RALG and JICA to strengthen "D by D" in Tanzania. The handbook provides the History of Osaka Training and the Best Practices in the following order; Chapter One summarizes the lessons learnt from Japan; Chapter Two is about Local Governance and Human Resource Management presenting best practices from Mbinga, Mpanda, Ukerewe and Chunya District Councils; Chapter Three is about Fiscal Decentralization and Revenue Enhancement and has cases from Mtwara-Mikindani Municipal Council and Mbeya City Council; Chapter Four is about Participatory Service Delivery which has cases from Ileje DC, Mwanza CC, Nzega DC and Ilunga DC; and the last Chapter on Local Economic Development has cases from Morogoro DC, Same DC, Chamwino DC and Iramba DC.

The PMO-RALG recommends the RSs staff, LGAs staff and all stakeholders in the Local Government Reforms in Tanzania to read the handbook, appreciate the Specific Local Initiatives, learn the secrets of success and use the available local opportunities to perform better in the “D by D” context.



PERMANENT SECRETARY - PMO-RALG

Preface (TOA)

Tanzania Osaka Alumni Best Practices Handbook is a result of Joint Effort of the Government of the United Republic of Tanzania through the PMO-RALG and the Government of Japan through JICA since 2002 to conduct Osaka and Regional post Osaka training on the Experience of Decentralization in Japan. This training provided the opportunity for RS staff, LGAs staff and various LG Reform stakeholders in Tanzania to learn the Japanese Decentralization experience in areas of Local Governance and Human Resource Management, Fiscal decentralization and revenue enhancement, Participatory Planning and service delivery and local economic development particularly through “One Village One Product” Movement. The lessons that were learnt have been implemented in several RSs and LGAs in an attempt to upgrade service delivery to the communities within the Framework of “D by D”. Several implementation cases have indicated success and positive impact to the communities. However for the purpose of reporting and easy readership TOA Executive Committee decided to start with Fourteen Best Cases that are presented in this first issue of the Handbook. TOA anticipates to issue more Handbooks in the future concurrently with continued implementation of Lessons learnt from Osaka and Regional Post Osaka Training.

The completion of this Best Practices Handbook attracted support from various institutions and individuals. TOA would like to acknowledge and express gratitude to the Government of the United Republic of Tanzania and the Prime Minister’s Office – Regional Administration and Local Government for forging a Memorandum of Understanding with the Japanese Government, financing and allowing Tanzanian staff to attend training on Decentralization in Japan since 2002 to present. Secondly TOA extends sincere appreciation to the Government of Japan and JICA for designing, supporting and funding the Osaka and Regional Post Osaka Training and production of this Handbook. TOA also would like to recognize and appreciate the Lessons implementation initiatives of the Regional Administrative Secretaries and Council Directors and their readiness to prepare detailed cases that appear in this Handbook.

The analysis and synthesis of the Best Practices in this Handbook was done by Mr. Paulo F. Faty (Lecturer at Mzumbe University) and Mr. Judicate Mwanga (Lecturer at the Local Government Training Institute – Hombolo) while the lessons learnt in Japan were explored by Mr. Michiyuki Shimoda (Senior Advisor at the PMO-RALG). TOA deeply commends their work and thanks them all. Lastly TOA would like to extend appreciation to all PMO-RALG staff, JICA staff and TOA staff who participated in various meetings that improved and concretized this Handbook. It is not possible to list down all contributors to this work however TOA values all offerings made by various institutions and individuals. Finally disclaimer; though many individuals and institutions have contribution in this Hand Book, TOA and the analysis team remain responsible for errors and omissions that might be perceived by readers of this Handbook.



TOA CHAIRPERSON

Preface (JICA)

Dear Distinguished Readers!

Implementation of Decentralization by Devolution Policy in Tanzania has taken more than 10 years now with the objective to improve service delivery by devolving functions, responsibilities and resources from Central Government to Local Government.

Based on the above, Japan International Cooperation Agency's (JICA) cooperation has been geared to support implementation of this policy by focusing on strengthening local level service delivery through Local Government Authorities (LGA) capacity development as well as Sector development in the fields of Health, Agriculture, Water & Roads.

Since 2002, JICA in collaboration with the Prime Minister's Office, Regional Administration and Local Government (PMO-RALG) has been conducting the training on Local Government Reform Programme which is called "**Osaka Training.**" It targeted top management officials in Local Government Reforms i.e. Regional Administrative Secretaries, Council Directors, PMO-RALG Officials and Higher Learning Institutions, with the purpose of learning experiences of Japanese Local Government Reforms. On their return, the knowledge and experiences were shared during Regional Post Osaka Training workshops (2003 – 2007). As a result, an Alumni "Tanzania – Osaka Local Government Reform Alumni" (TOA) was established in a view to establish a platform where members have opportunity to share experiences, good practices and challenges. JICA has been supporting the institutional building of TOA.

As a result of implementation of lessons learnt from Osaka training, a number of best practices were presented from LGAs in the Regional workshops conducted in six zones in 2011. Through verification and analysis of these best practices, this first version of "Best Practice Hand Book" is finally produced. This book verifies that ***we have to learn not only from other countries but also from many initiatives inside the country.***

I am happy if you learn some tips from the book and take small but concrete steps forward in improving the implementations at ground.

JICA plans to support TOA to conduct Regional training for Regional Secretariat staffs and LGA Heads of Departments by utilizing the book. We would like to explore the next Best Practices stimulated by the book and the training. We hope to establish the horizontal learning platform for field level in future.



Yukihide KATSUTA

Chief Representative - JICA Tanzania Office

List of abbreviations

AMCOs	Agricultural Marketing Cooperatives
ALAT	Association of Local Authorities In Tanzania
ASDP	Agriculture Sector Development Programme
AMSDP	Agricultural Marketing Systems Development Programme
BA	Bachelor of Arts Degree
CAG	Controller and Auditor General
CAMA	Computer Assisted Mass Appraisal
CBD	Central business District
CCTV camera	Surveillance cameras
CDC	Chunya District Council
CCBRT	Community Based Rehabilitation in Tanzania
CHUDET	Chunya Development Trust
CHMT	Council Health Management Team
CHF	Community Health Fund
CHSB	Council Health Service Board
CMT	Council Management Team
CG	Special Grant for Remote Districts
CRB	Contractors Registration Board
CRDB	Cooperative and Rural Development Bank
CM	Council Management
DANIDA	Danish International Development Agency
DADPs	District Agricultural Development Plans
DALDO	District Agricultural and Livestock Development Officer
DCDO	District Community Development Officer
DED	District Development Director
DRC	Democratic Republic of Congo
FBO	Faith Based Organization
FCDS	Fiscal Cadastre Digital System
FFS	Farmers Field School
FTC	Full Technician Certificate
GPS	Geographical Positioning System
GTZ/ GIZ	Germany International Development Agency

HQ	Headquarters
IDC	Ileje District Council
ICT	Information Communication Technology
KCMC	Kilimanjaro Christian Medical Centre
LGA	Local Government Authority
LAs	Local Authorities
LGCBG	Local Government Capacity Building Grant
LGLB	Local Government Loans Board
MCC	Mbeya Municipal Council
MDC	Mbinga District Council
MDC	Morogoro District Council
MVIWATA	Mtandao wa Vikundi vya Wakulima Tanzania (A Network of Farmer Groups in Tanzania)
MVI ARF	Multivitamin - Agricultural Research Fund
MPB	Mbinga Peoples' Bank
MEOs	Mtaa Executive Officers
MoUs	Memorandum of Understanding
OVOP	One Village One Product movement
POT	Post Osaka Trainings
PPP	Public –Private- Partnership
PRA	Participatory Rural Appraisal
RCC	Regional Coordination Committee
RLDC	Rural Livelihood Development Company
RUBADA	Rufiji Basin Development Authority
SACCOs	Savings and Credit Cooperative Societies
SARI	Selian Agricultural Research Institute
SDC	Same District Council
SEDP	Secondary Education Development Programme
SGR	Strategic Grain Reserve
SHERRIF	Mwanza City patrol agency for waste management
SIDO	Small Industries Development Organization
SMEs	Small and medium Enterprises
SUA	Sokoine University of Agriculture
TANZAM	Tanzania Zambia highway
TANROAD	Tanzania Road Agency

TASAF	Tanzania Social Action Fund
TAZARA	Tanzania Zambia Railways
TOA	Tanzania Osaka Alumni
TSCP	Tanzania Strategic City Project
TZS	Tanzania Shilling
UCC	computing centre
VAEOs	Village Agricultural Extension officer
VETA	Vocational Training Authority
WAEO	Ward Agricultural Extension Officer
WEO	Ward Executive Officer
WDC	Ward Development Committee
WHC	Ward Health Committees
WHCs,	Ward Health Committees
WPs	Ward Patrons

Chapter One: Introduction; Lessons Learnt from Japanese Experience

1.0 OSAKA TRAINING

This Handbook was elaborated by Tanzania Osaka Local Government Alumni Association (TOA). TOA is an alumni association of a training course offered by Japan International Cooperation Agency (JICA). The training is entitled “Country Focused Training Course - Local Government Reform Programme in Tanzania”, but more popularly known as “Osaka Training”. The Association is composed of all the RASs and the Council Directors of the Country.

“Osaka Training” started in 2002. During the initial five years, all the RASs from 21 Regions of the country (at that time) together with two Council Directors of the respective Regions were invited. Also high officials of PMO-RALG (Directors, Asst. Directors)¹ as well as the Secretary General of ALAT and some prominent academicians participated in the Course.

Due to the remarkable impact and outcome, JICA decided to continue with the same programme, widening its scope to three other African Countries that have been promoting or planning decentralization reforms, namely Kenya, Uganda and Zambia, in addition to Tanzania. Up to date, more than 100 Tanzanian reform leaders including RASs and Council Directors have directly benefitted from Osaka Training. Furthermore, those participants, after returning to their respective Regions, conducted local seminars called “Post Osaka Training” to share the experience and knowledge acquired in Osaka, inviting all the remaining Council Directors together with Head of Departments. Thus the beneficiaries of the said Training were expanded to more than 1,500, and the membership of TOA came to cover all the RASs and the Council Directors.

Based on various lessons learned in Osaka and Post Osaka Trainings, the participating LGAs elaborated Action Plans to improve their performance. Having more than 10 years of the history, it has been confirmed that there are a number of useful good practices emerging in many LGAs through implementing the above-mentioned Action Plans which could be worth sharing with others. It was therefore decided in TOA to verify and analyze such cases and compile this handbook, so that the LGA leaders can refer to such cases and apply any of them if they consider appropriate and feasible, with a view to improving their works.

¹ Including two former Permanent Secretaries, i.e. Ms. Tarishi M.K. and Mr. H.A. Kattanga.

Before going into the respective cases of good practice, however, we would like to see in this chapter why JICA decided to offer this training to Tanzanian reform leaders, what was the meaning of Osaka Training to Tanzania, and what kind of issues were discussed there.

2.0 BACKGROUND OF OSAKA TRAINING

Why did JICA decide to offer such course, and what was the meaning of it to Tanzania?

2.1 JICA's Views on the Decentralization Support

JICA has some unique views on the governance support which may differ from other development partners. It has been observing that many strong interventions have been made in the developing countries by the development partners such as the Structural Adjustment Programme (SAP) and the governance support including decentralization reforms. However, it can be said that these programmes and reforms applied in the developing countries are almost the same as what are currently tried in the developed countries, irrespective of the great difference in the background and the conditions between the former and the latter. Also it is often observed that these reforms are promoted under a strong pressure from the donors, without ensuring endogenous development process and ownership of the recipient country.

Based on the bitter experience of failures in international cooperation of this kind, JICA has the following principles in carrying out the decentralization support:

- (i) There is no universal model that can be applied to all countries.
- (ii) Decentralization itself is not an objective, but a means to achieve something.
- (iii) Internalization and endogenous development through nationwide discussion is essential.
- (iv) How to ensure National Minimum Standard² is essential in designing decentralization reforms.
- (v) Decentralization Reform is a long process, which should not be treated as a mere "project".
- (vi) Too rushed decentralization reform will rather bring chaos. In any reform efforts for D-by-D, it is essential to secure enough conditions on the side of LGAs and local society to receive such huge responsibilities devolved.

2.0 The Big Challenge of Tanzanian LGRP Observed by the Formulation Mission in 2002

Upon request from the Government of Tanzania for a training programme on local government reforms in 2001, JICA decided to dispatch a mission to analyze the situation and formulate a training course with most adequate

² National Minimum Standard is a concept that a minimum level of services must be secured even in poor remote rural areas just as in big cities.

contents to address the important issues. When the mission visited Tanzania in November 2002, it observed the following serious challenges that Tanzanian LGRP was facing:

- (i) Huge and detailed Log Frame (more than 80 pages!)
- (ii) LGRP was being implemented with such a beautiful but rigid Log Frame defining all the details of activities. The mission observed that there was very little room left for flexibility to allow “trial and error” that is considered to be essential. The mission felt as if everything was pre-determined and the Tanzanian Government was obliged to follow that rail without “deviation” and “going back”.
- (iii) Prepared mostly with strong “assistance” from the Donor Group
- (iv) The common basket funding donors formed the steering committee together with the Government. Programme design was contracted out to some external consultants and even implementation itself as well. The mission was worried that the Programme was elaborated without passing sufficient process of awareness building within the nation and consensus based on their own felt needs.
- (v) Danger in too much rushing to D-by-D

The policy of D-by-D promoted by the Government seemed to the mission as if Tanzania was looking for almost the same type of model as the recent trend in the developed countries. A question was raised if the capacity and mind-set of LGAs as well as that of the Central Ministries were ready for such a drastic change. The mission observed the following challenges in this regard:

- Resistance from the Sector Ministries
- Lack of in-depth discussion over D-by-D in the society
- Not sufficient capacity development in LGAs to assume the devolved duties yet

2.3 Possible Utility of Japan’s Experience in Nation Building and Decentralization Reforms – Message Given from Japan to Tanzania in Osaka Training

Having observed the above-mentioned situation of Tanzania, JICA considered that Japan’s experience of her nation building and long decentralization reform process could be fairly relevant and useful for Tanzanian reform leaders to learn and review their own reforms.

Japan is a small Asian country outside the Western Civilization that started her nation building as a backward country and later achieved remarkable development. She has ample interesting experience of applying external models (Western models), which other donors do not have. (European Countries have been always the frontrunner at the center of the world and no need to learn from outside.) In fact, Japan started her nation building and development, trying to copy Western models, but failed at the initial stages. Since then, it was a long process of “trial and errors” until eventually reached the creation of her own unique model called “Half-Japanese Half-Western Model”. Japan believes that this kind of creation process with strong ownership through repeated “trial and error” is very important for the Country’s sustainable development.

This process model that Japan took for establishment of her local government system as well as decentralization reforms is quite different from the European model that many of the developing countries are currently trying to

introduce. JICA thought that presenting such a “different model” could be useful by itself, since if they have only one model, it becomes the “absolute model”, but when they have more than two, they can start comparing and see which part of which model is more suitable to their own situation, which is an important first step towards creation of their own model.

The followings are just a few examples of the interesting learning points from Japanese model, among many:

(1) Very slow but steady reform process

Japan took 110 years since she started development of local government system and decentralization, and 55 years even counting from the start of major decentralization reforms after the World War II, before reaching eventual D-by-D which was realized in 2000.

The government tried to make sure that LGAs have acquired enough capacity before devolving functions, instead of rushing for institutional reforms of D-by-D.

This experience of Japan gives opportunities for Tanzania to think twice whether their speed is not too fast, and if at all they have to keep the current speed, then how to ensure adequate capacity development process of LGAs.

(2) Agency Delegated Functions (ADF)

In fact, during the above-mentioned 55 years, the government chose the modality of “delegation” called ADF as a transition measure, instead of jumping directly to “devolution”. Because of this modality, Japan has been criticized by the Western countries for long that she is not appropriately decentralized, and eventually the government decided to go for real D-by-D in 2000, getting rid of ADF.

However, it is now confirmed that ADF has contributed significantly to healthy development of the LG system and to the successful realization of eventual D-by-D in the case of Japan, especially in the following aspects:

- Thanks to ADF, LGAs worked in close consultation with the Central Ministries concerned, and could develop their capacity through On-the-Job Training (OJT) with close technical backstopping from the Ministries. Whenever LGA officers face difficulties, they could consult with Ministry officials by phone, and the latter kindly helped the former to solve the problem together. All these were possible because the work was supposed to be under the responsibility of the Central Ministries but delegated to LGAs. Thus there was no resistance from the Ministries but cooperation, unlike many developing countries promoting D-by-D.
- The whole idea was to make sure that the limited available resources in the country could be mobilized to the maximum extent towards one direction, i.e. development of the nation, instead of fragmenting them and creating conflict between CG and LGAs.
- It was especially important at the initial stages where LGAs’ capacity was weak. Without ADF during that time, LGAs could have neither performed their duties to serve for the people nor develop their capacity.

- Another important factor was “OJT”, as mentioned above. Thanks to this process of OJT for 55 years, all the staff of LGAs as well as their organization itself could develop their capacity enough, receiving transfer of know-how and expertise from the Ministries, and were ready when the government decided for eventual D-by-D.

This experience of Japan poses a fundamental question to Tanzania on how to ensure reliable and effective capacity development process of LGAs while proceeding with D-by-D, making sure the maximum mobilization of the limited resources of the country and avoiding resistance from the Sector Ministries.

(3) Personnel Exchange System between CG and LGAs

In Japan, during the initial stages of the reform, the modality of personnel exchange between CG and LGAs was used quite often as one of the most effective means to a) fill the gap of qualified staff especially in the poor remote areas, and b) promote transfer of know-how and expertise from CG elite to weak and inexperienced LGAs staff in order to develop capacity of those LGAs.

The Government created a big pool of elite officials in Ministry of Local Government and assigned them to difficult LGAs in the most remote areas in order to help them. This secondment was normally for 4-5 years, after which they returned to their respective mother ministries. The more capable they are, the more remote and difficult LGAs they were sent to. But when they succeeded in performing well in those duty stations, they were promised a good promotion upon their return, which was an important incentive for the elites to go to such unattractive places with high motivation. Also, many LGAs sent their staff to the Central Ministries to work there, with a view to getting OJT on certain subjects that the respective LGAs are interested in.

After repeating several cycles of such personnel exchange, a lot of know-hows and expertise were transferred effectively from CG to LGAs, which tremendously helped the capacity development of LGAs in Japan. Now, LGAs in Japan are self-sufficient in their human resources without any need to depend on CG anymore.

It is obvious that if too rigid human resources decentralization is carried out without careful provision of countermeasures, it will create a serious gap of personnel in the LGAs in poor remote areas. It was for this reason that Tanzania decided to “recentralize” major part of the human resources management. However, it does not make much sense to promote D-by-D without human resources decentralized. Instead of “0 or 100”, it is required to consider certain strategy on how to go about HR decentralization but avoiding at the same time the gap in rural areas, and ensuring a certain process to develop future capacity of such LGAs.

3.0 THE ISSUES RAISED AND DISCUSSED DURING OSAKA TRAINING

Due to space limitations, only a few most fundamental issues could be presented in the section above, among many messages given from Japan to Tanzania based on her own experience. Here, some other points will be itemized below with brief explanations.

3.1 General Issues

The following issues and questions were raised to be discussed during Osaka Training:

(1) Importance of capacity development of LGAs as necessary preconditions for successful decentralization

- Are there no risks of stagnation of the service delivery, decentralizing so much responsibility in such a short period?
- How to cope with the situation where LGAs need to be equipped with enough capacity to assume all the devolved functions?
 - What about recruitment? How to secure qualified personnel in the LGAs of poor and remote areas?
 - How to fill the gap of know-how and experiences in LGAs and develop them? Is it not necessary to ensure some mechanisms of transfer of know-how and expertise, as well as technical backstopping from CG to LGAs? Is it not important to nurture collaborative relationship between CG and LGAs, instead of always looking for external support?

(2) Decentralization and Development

- In order to achieve socio-economic development of the Country with very limited resources available, it is essential to seek for the best strategic mobilization of these available resources. (This is what Japan has been doing for her development.)
- How to manage the Country's development and decentralization together which are sometimes contradictory each other. How to make sure to avoid fragmenting the resources and conflict between CG and LGAs as well as among different LGAs?

(3) Decentralization and National Minimum Standard

- How to manage between decentralization and National Minimum Standard? How to ensure the LGAs in poor remote rural areas to have as good capacity as those in rich cities in terms of service delivery to the people? (human and financial resources)

(4) Reality of the LGAs' Capacity for Service Delivery

- A question was posed as to how many extension officers are there in one LGA including those who are deployed at Ward and Village levels, in order to let the participants realize what a harsh situation the Tanzanian LGAs are obliged to cope with. Compared to less than 100 in Tanzania, just taking one

example, Nagano Prefecture³ in Japan which is rather smaller prefecture in rural area has more than 1,500 agricultural extension officers. Moreover, there are 77 lower LGAs within the said Prefecture, each of which employs 20-30 extension workers. It means the farmers in Nagano Prefecture are enjoying the services provided by more than 3,000 LGA extension workers, compared to Tanzanian farmers who have less than 100⁴. Furthermore in Japan, there are a number of private companies that sell agricultural machineries, fertilizer, agrochemicals, seeds, etc. together with strong agricultural cooperatives, all of which provide a number of extension services and technical supports.

- We should recognize the above-mentioned harsh realities, and start our strategy from there. We should not dream as if it is possible in Tanzania to realize as good service delivery as the industrialized countries with such a small number of staff to cover such a huge area, if the Government is to do everything alone.

(5) Importance of people's self-help efforts, and collaboration between LGA and communities

- Because of the above-mentioned harsh reality, it is indispensable to make maximum use of people's potential for self-help efforts in order to implement better service delivery.
- It is JICA's belief that if people are properly guided and facilitated, they will be able to do a lot of things by themselves, including construction of primary schools, dispensaries and community roads, and maintaining them.
- In the case of Japan as well, at the initial stages of her development, the Government was too poor to construct primary schools, for example. It was the community people who contributed from their pocket and worked together to construct, and furthermore, looked for somebody who can teach and paid them their salary. That is why many of the schools at that time in Japan were not "public" but "private", which means "community owned schools". It was only after several decades that the government became well-off and started owning them as public schools.
- It requires a kind of mind-set change of the Government as well as people, from thinking that it is the government to provide all the services for people, into a perception that people can do a lot by their own self-help efforts and the government is to facilitate such process instead of implementing everything alone.

(6) Importance to define adequate size of LG units, and develop innovative mechanisms to reach out from LGAs to communities

- From the above-mentioned requirement, it is crucial to develop much stronger mechanisms for

³ Prefecture in Japan is somehow comparable to Tanzanian Districts in size. (Though in many cases, Tanzanian Districts are far bigger than Japanese Prefectures.)

⁴ Moreover, Japan is not an exceptionally better-off country in this regard. To the contrary, Japan is the country that has the least number of public servants per population among the industrialized countries. It means U.K., France, Germany, Italy, etc. have even more government personnel!

LGAs to reach out to communities. In Tanzania, Districts are too big, so it is important to think how to bridge between LGAs and communities.

- From the viewpoint of nurturing strong sense of local autonomy among people, the LG unit should be small enough so that people can feel that it is their own. On the other hand, the LG unit has to be strong enough to provide enough level of services, which requires certain size of unit in terms of financial and human resources. These are two contradictory requirements.
- In order to give a good answer to the above contradictory question, the only solution is a multi-layer system from LGA to communities. In Japan, this multi-layer system is well functioning. But Tanzania also has a very well established system of District-Ward-Village-Kitongoji. This is very advantageous to nurture local autonomy and collaborative development endeavors between LGAs and communities. Furthermore, O&OD could be an excellent platform to consolidate that system and make it function.

3.2 Human Resource Management and Its Decentralization

As having seen in the previous sections, Osaka Training had been rather warning the Tanzanian leaders during the initial few years to be careful about too rapid and drastic reform of D-by-D. However, as far as the human resource management aspect is concerned, the message became a bit different since it started observing the recentralization of the appointment authority of Council Directors and Head of Departments of LGAs as well as establishment of the Recruitment Secretariat for all the personnel of LGAs.

Japan did not go for D-by-D so quickly, keeping certain interventions of CG. In this sense, Japanese decentralization was not a perfect one for many years until 2000. However, as far as the human resource management is concerned, Japan made it completely decentralized from the very beginning of the reforms.

It was because the human resource decentralization is the most fundamental basis for decentralization. In Japanese local government system, everything is decided and carried out within each LGA without any CG intervention, right from recruitment, training, salary scale, transfer, promotion, till retirement. Japanese LGAs recruit new graduates every April according to their needs. After being recruited by one particular LGA, the employees will work for that LGA all through their life until retirement. There is no transfer from one LGA to the other in principle.

Furthermore, the Mayors are politicians elected by popular vote by the residents, and he/she will be the head of administrative branch of his/her LGA facing with the Council as the legislative branch. The technocrats will report to the Mayor and not to the Councilors, being represented and thus protected by the Mayor towards the Council and the Councilors.

In Osaka Training, the following three factors were emphasized as crucial elements to achieve the maximum human resource capacity of LGAs:

- 1) Recruitment
To recruit the best person apt for the organizational mission; and
- 2) Training
Then to train them towards achievement of the organizational mission (not for individual aims); and
- 3) Mobilization
To ensure maximum mobilization (exploitation) of the full capacity of all the members to achieve organizational goal

For those sakes, Japan considers it indispensable to decentralize the HR management so that each LGA can analyze its own situation, plan, recruit, train, assign, and mobilize its own personnel by itself. LGA staff should be somebody who love the area as well as the people there, work hard for the people, understand well about the situation of the area, know the people well and thus be able to work closely with the residents. These are the essence of decentralization. It is the experience of Japan that in those LGAs that are achieving remarkable success, there are officers who really work hard for the people and collaborate with the residents, and most of them were the ones who were born and brought up in the area and love their home town, together with the very strong leadership of the mayor who was also born there.

Another important element that makes Japanese LGAs stronger is their effective training of the staff. Japanese LGAs invest a lot on their staff through trainings as well as OJT which is given very strategically based on their institutional needs (not individual) and with longer perspective. It is possible in Japan because there is no transfer of staff to other LGAs and retention rate is so high, thus LGAs can invest without fear of losing their staff after training them. To the contrary, in Tanzania there are frequent transfer of important officials from one LGA to the other and difficulties in retaining staff. Under such circumstances, the big challenge is how to ensure the training outcome to be maintained and led to improvement of LGA's performance, and how to make the LGAs to be serious about their staff capacity development despite such high possibilities of losing them after training. A question was posed if it is possible for Tanzanian LGAs to prepare and implement an effective staff capacity development strategy (plan) with longer perspective under such circumstances.

On the other hand, Osaka Training presented the issue of "team work" and mobilization of 120% capacity of the existing staff towards the same institutional goal. In Japan, there are several elements of HR management system that are carefully elaborated for that sake, such as:

- 1) deliberately developed salary scale with a view to avoiding corruption and making staff to work hard until retirement;
- 2) Japanese unique "late promotion system" to make everybody work so hard for years (exploit 120% of the capacity of everyone);

- 3) Staff rotation system within the same LGA and accumulated evaluation system in order to make fair and objective evaluation to everyone as well as to identify capable staff who are apt to be promoted as Directors;
- 4) totally concentrated HR management function in Personnel Division to support 3) above;
- 5) Japanese unique working environment to facilitate “team work”, supervision by bosses, and OJT by the supervisors, called “Big Roomism” (open office).

All that are explained in this section are provided in Japanese LGAs for the sake of ensuring the three crucial factors of HRM mentioned above, i.e. 1) Recruitment; 2) Training; and 3) Mobilization. Question was posed, under the current circumstances of Tanzanian LGAs, how to ensure the above-mentioned three elements.

3.3 Local Finance and Fiscal Decentralization

a) Financial Basis for LGAs

Figures (1) and (2) provide a symbolic overview of the situation of LGAs in Japan from financial viewpoint.

Figure (1) indicates how big the role played by Japanese LGAs is in terms of each sector service spending. Looking at the health sector, LGAs spend 94% of the total national expenditure while CG spends only 6%.

In education, the proportion between LGAs and CG is 85% and 15%.

Considering the close correlations between amount of expenditure and volume of work, it can be analyzed that the Japanese LGAs are performing highly important part of the Government service delivery.

Oh the other hand, it is very important to note that such big amount of budget is actually allocated to LGAs to enable them to perform the heavy duties assigned (decentralized) to them.

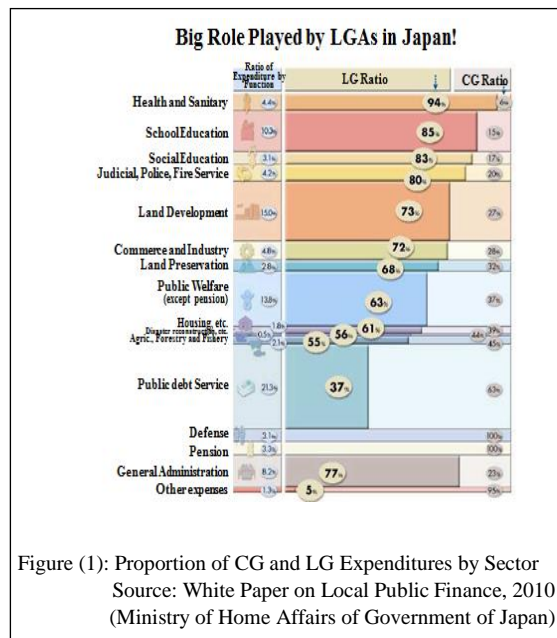
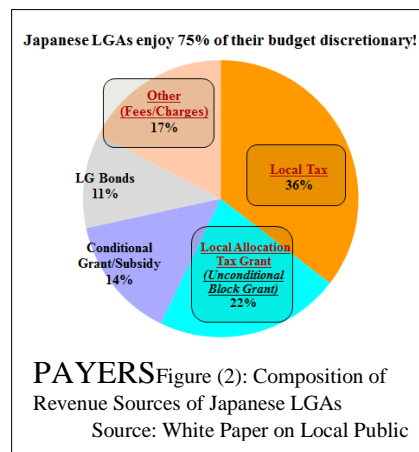


Figure (1): Proportion of CG and LG Expenditures by Sector
 Source: White Paper on Local Public Finance, 2010
 (Ministry of Home Affairs of Government of Japan)

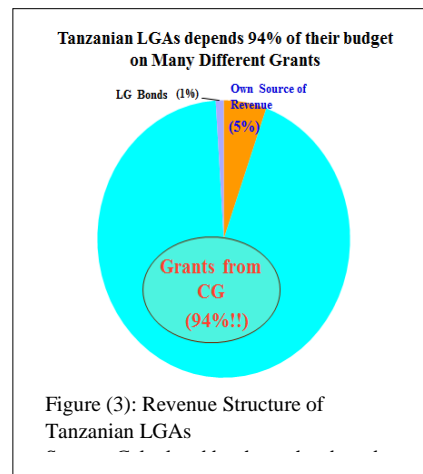
What about Tanzania? In fact, looking at all the functions devolved to LGAs in Tanzania, the volume of works assigned to them is almost the same as those given to Japanese LGAs. Nevertheless, the budget allocated to LGAs was less than 3 trillion Shillings out of the total national budget of more than 11 trillion in 2011/12.

Another interesting comparison is about discretionary nature of the budget of LGAs. The Figure (2) shows composition of the revenue sources of Japanese LGAs. As can be confirmed there, 51% is from their own sources (local tax and fees/charges). Furthermore there is a totally discretionary unconditional grant called “Local Allocation Tax Grant” (LAT Grant). LAT Grant is one single block grant. It is transferred from the Ministry of Finance into the general account of each LGA on the first day of every quarter. Calculating the amount of revenue from their own sources together with this LAT Grant, Japanese LGAs enjoy 75% of their budget at their discretion. This forms an important basis for Japanese LGAs to make their development plan realizable, counting on the sufficient and predictable budget every year.



Tanzanian participants reviewed the situation of their LGAs, and confirmed an unhealthy picture of the conditions that they were given, as shown in Figure (3).

Indeed it would have been still functional even in this manner if this 94% of grant were unconditional and discretionary. However in reality, it is composed of a number of different grants, many of which are conditional. Thus, even if the LGAs prepare a good development plans, it is so complicated to accommodate their priority projects because of this problem of conditional grants, which makes the development plans not easily realizable.



Furthermore, it should be remembered that the total budget allocated for all the LGAs is such a limited amount of 3 trillion Shillings out of 11 trillion. And that even this limited amount of just 3 trillion Shillings accounts for 94% of LGAs’ total budget, which shows how limited their own source of revenue is.

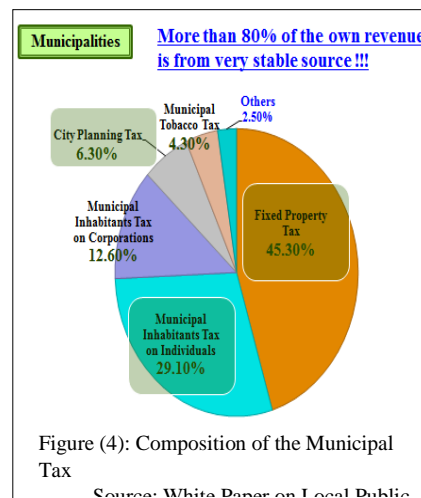
Osaka Training urged the Tanzanian leaders that if D-by-D is to be promoted and much of the Government function is to be devolved to LGAs, corresponding amount of budget must be allocated, either in the form of own sources or unconditional discretionary grant⁵. If at all the appropriate budget allocation is not possible, then the

⁵ In fact it is not recommended to promote a radical fiscal decentralization to give too much taxation authority to LGAs at this stage. Because it will make the LGAs in poor rural areas suffer since they don’t have tax basis, though those strong LGAs in rich urban areas will enjoy a lot of revenue from their own sources. Therefore it is

functions should not be devolved to LGAs. Otherwise, it will be a logical consequence that the decentralized service delivery will be paralyzed and it is the citizens who will suffer eventually. As having been able to observe, in Japan when 85% of educational service delivery responsibility is decentralized, the corresponding amount of the budget is facilitated to LGAs. Otherwise it is not fair to LGAs and actually to the people.

b) Local Taxation for Sustainable Vigorousness of LGAs

In Japan, there is a clear philosophy behind the definition of local taxes allocated to each of the two layers of LGAs. (Prefectures as Higher LGAs and Municipalities as Lower LGAs⁶) Although Prefectures being HLGAs, are comparable to Tanzanian Districts in area-wise, as far as functions are concerned, it is the Municipalities that have similar responsibilities to Tanzanian HLGAs. In Japan, most of the basic service delivery is provided by the Municipalities since they are closer to the people, while Prefectures are mainly concerned with economic development since it requires a bit larger area to plan and implement strategically.



Based on the above-mentioned nature of the roles expected to the Municipalities, the following is the clear feature of the taxes allocated to the Municipalities:

As can be seen in Figure (4), Fixed Property Tax accounts for 45.3% of the total tax revenue, which is almost a half. Together with “Municipal Inhabitant Tax on Individuals” and “City Planning Tax”, the share is getting more than 80% of their total tax revenue. Fixed Property Tax and City Planning Tax are imposed on the lands and buildings, which will not escape. As long as the lands and buildings are precisely registered, the tax revenue from those two sources is stably secured.

“Municipal Inhabitant Tax on Individuals” is a poll tax like Tanzanian abolished “Development Levy”⁷. This tax source is also stable since all the residents are registered and LGAs know where they are. Now looking at the

more realistic to make the grants unified in one single channel and totally unconditional and discretionary for the time being.

⁶ There are 47 Prefectures and about 1,742 Municipalities as of October 2012. Municipalities consist of **Cities, Towns and Villages**, which is a different classification from Tanzanian.

⁷ The only difference is that while the latter is imposed the same amount equally to everyone, the former is imposed according to the income level of the household. If there is no income or not up to a certain level of income, the family members of that household do not have to pay this tax.

Tanzanian situation, most of the tax revenue sources are economic based ones, such as Produce Cess (23%), Service Levy (18%), Guest House Levy (3%), License (10%) and Fees & Charges (17%), which fluctuates in accordance with the economic situation of the area, while the Property Tax accounts for only 8%.

Osaka Training urged the Tanzanian leaders that if LGAs are expected to provide needed services in a constant and stable manner, it is fundamental to develop a stable taxation system. From her proper experience, Japan believes that without putting emphasis on those stable tax sources like Property Tax and Pole Tax, it is not possible to expect much for LGAs to perform. In this context, it is critical to establish an accurate land register system as well as the resident registration, which will help a lot for the entire Country not only to have more revenue, but also for many other purposes.

In this regard, it is worth mentioning that there are some very interesting and encouraging practices of this kind in Tanzania already as the case of Mtwara Mikindani MC presented in Chapter Three.

3.4 Local Economic Development – Japan’s Interesting Experience of “One Village One Product (OVOP)” Movement

Local economic development has been always major concern of the Council Directors of Tanzania.

In this regard, there is a World famous experience in Japan called “One Village One Product (OVOP)” Movement, originated in Oita Prefecture that used to be one of the poorest Prefectures in Japan at that time. This experience could be very relevant and useful to Tanzanian rural development if it is properly interpreted and applied to Tanzanian context.

(a) What is OVOP?

OVOP is a collection of local development initiatives promoted by leaders of the respective communities in Oita Prefecture, who love their community and were worried about the poverty there. Although such individual practices had been existing here and there in the Prefecture since 1960’s, OVOP movement itself was officially initiated in 1979 by Dr. Morihiko HIRAMATSU, the then Governor⁸ of the Prefecture by identifying such cases and promoting them.

Talking about Dr. Hiramatsu, he had been a highly promised elite official of the then Ministry of International Trade and Industry (MITI) which was the strongest Central Government Ministry, but decided to go back to his home prefecture since he was worried about the situation of the prefecture that was remaining one of the poorest in Japan at that time. When he won the election and assumed office of the Governor, the first thing that

⁸ The post of Governor of the Prefecture is the leading post of Japanese Higher LGAs equivalent to the Municipal Mayors for Lower LGAs (See “3.2. Human Resource Management and Its Decentralization” for the Mayors.)

he did was to visit all the villages in the Prefecture. During these visits, he found various spontaneous but precious endeavors for development in the villages. He was moved at the fact that there were such good practices of local development spontaneously pursued by the villagers with passionate local leaders, and that those cases had been unknown to the government. He appreciated their efforts, and encouraged them. For those villagers many of whom had never even been out of their own village, it was really an encouragement that such a big man visited their village and admired what they had been doing. They had never imagined that what they were doing was something special and valuable. Since his visit, such endeavors of the villagers became more and more enthusiastic being proud of themselves.

In his part, Dr. Hiramatsu thought it an important role of the Prefectural Government to encourage and promote this kind of precious initiatives of the villagers to improve their life by themselves, and widely share such good practices with all the other village leaders in the Prefecture.

The core feature of each case of OVOP is to produce some unique products (including tourism), and achieve local development, using existing available resources in the village. However, even more important element in this movement was that: through the concrete experience of endeavors of their small local economic development activities, the villagers consolidated their self-organizing capability; were empowered; and strengthened the local autonomy in the village. The important fact here is that experiencing success and failure (and overcoming it), the community not only achieved the economic success but also got empowered and became stronger through the process. It is fundamental to note this fact in understanding the OVOP Movement. Because to get one time success in certain business is not all that difficult with strong injection from outside, but when they encounter some problem later, they will not be able to overcome it if they have not been empowered through the past process to solve problems by themselves.

In this sense, it is very interesting to observe that in most of the cases of OVOP in Oita, they went through the following process:

- Before OVOP, the villagers were poverty stricken, given up hope to change, envious and jealous even among themselves, and thus no collaboration among them to improve their life together. However, with the experience of OVOP, they started recognizing “Yes, we can if we want!” This was a remarkable process of mind-set change.
- Based on the above-mentioned mind-set change, they accumulated experience of collaboration within the community, sharing the common challenges and experience of overcoming them together. This process made them to be organized better and better.
- Through the same process, they also strengthened the relationship with outside supportive organizations including LGA and NGOs.
- Together with all the above-mentioned empowerment, the community achieved a tangible outcome of economic development.

(b) What did Dr. Hiramatsu do as the Prefectural Governor?

First and foremost, it should be clearly noted that OVOP was in no sense a “Top-down” programme that Dr. Hiramatsu created and told people to do something. Unfortunately, most of the developing countries that were interested in OVOP and tried to introduce it in their countries misunderstood this point. They just looked at the economic success of OVOP and promoted as a national policy giving instruction with top-down approach to each village to produce something that can be sold nationally or internationally. To the contrary, what Dr. Hiramatsu did in Oita Prefecture was, first of all, to visit all the villages, identified the already existing precious endeavors, admired and encouraged them.

Secondly, he informed the other villages and their leaders of those good practices so that they get inspired and start thinking of their own development using available resources in their respective areas, instead of complaining that they have nothing in their village and giving up hope. Thirdly, when he identified good products in some villages, he helped them to get market in and outside the Prefecture. Using his know-how, experience and connection developed since he had worked as a high rank official of Ministry of International Trade and Industry, he promoted these products nationwide. Fourthly, he promoted exchange of experience among leaders of respective villages so that they can learn from and get stimulated each other (horizontal learning, not vertical). He established “*Toyonokuni*⁹ Human Resource Development School¹⁰” for the village young leaders to get together and learn from each other. This stimulated the leaders so much which led to emergence of a lot more of OVOP cases.

As can be seen above, OVOP in its essence was a movement composed of various spontaneous local development attempts which were identified by the LGA, appreciated and encouraged. And the LGA played a role of “facilitator” and not “implementer” or “instructor”. What Dr. Hiramatus did was not to tell the villagers what to do and lead the movement, but respected their initiatives and ownership, and accompanied their efforts. Osaka Training emphasized this aspect of OVOP, and its close relevance to the situation of Tanzania, believing that there must be such spontaneous development endeavors in Tanzanian villages with good leaders who are concerned about their home. It could be highly effective for Tanzania to encourage such efforts and give them opportunities of horizontal learning. Osaka Training urged the Tanzanian leaders that they should not think there is nothing in their villages. There must be good practices but still unknown to them. They should start trying to identify such cases, encourage, and share with others. It would be much more effective than learning from outside or from textbook.

It is also from this viewpoint that compilation of this Handbook itself was decided.

⁹ “*Toyonokuni*” is a traditional name of the area of Oita Prefecture

¹⁰ It is called “school” but there is no physical facility. It is a sort of workshop type training programme for the leaders to get together.

3.5 Other Issues

It is a pity that we couldn't touch upon due to space limitation, but there are more issues that are important and relevant to Tanzania, such as the experience of Minamata ("Minamata Disease" and recovery from that tragedy); participatory local development planning; urban planning; land use and land adjustment, Japan's experience of economic development and roles played by LGAs, etc.

Especially, concerning the experience of Minamata, Osaka Training is putting a lot of emphasis on its importance, and believes that the developing countries have a lot to be able to learn from there. These issues will be touched upon in the next volume of the handbook.

4.0 FURTHER DEVELOPMENT AFTER OSAKA TRAINING THAT LED TO PUBLICATION OF THIS HANDBOOK

As described in Section 1. above, Osaka Training was conducted exclusively for Tanzania during the first five years (2002 – 2007), and continued for another six years extending its scope to three other countries (2008 – 2012). The most remarkable incident during these eleven years was the establishment of its own alumni association, TOA. It is a World exceptional and exemplar case to have a special alumni association for one particular training course and that covering all such important leading stakeholders of the reform as the RASs and the Council Directors together with high rank officials of PMO-RALG. It was also a pleasant surprise even for JICA that is offering thousands of training courses all over the country.

Moreover, TOA started series of seminars and workshops such as Post Osaka Trainings and Post Regional Workshops to share experience of the member LGAs. These opportunities, not only serving for experience sharing among the member LGAs, but became a rare arena to discuss and exchange opinions about the reality of D-by-D in the field and challenges of the reform implementation that they are facing. So far, there is no organization of this kind in Tanzania, composed of the top technocrats of LGAs and RSs. (ALAT is there, but the main actors in that association are the Council Chairpersons who are politicians and not bureaucrats.) In this sense, TOA has an interesting possibility to serve as a national association of all the top management of LGAs and RSs who are the expert practitioners of D-by-D reform in the Country, struggling in the reform implementation in the frontline every day. Their collective suggestions and recommendations could be very useful elements for more successful reform implementation.

Talking about the good practices, Tanzania has already accumulated more than one decade of experience in practicing D-by-D in each LGA. There must be a number of interesting initiatives and useful experiences in many LGAs all over the Country that are worth sharing with others. Japan believes that this kind of horizontal learning from such cases would be much more effective than vertical learning from outside, based on her own experience such as OVOP Movement described in 3.4. Above. This Handbook was compiled with the above-mentioned

background and considerations. It is a hope of TOA and Osaka Training that it will contribute to improvement of the performance of many LGAs, stimulating each other, and further good practices coming out, which leads to eventual success of D-by-D in this Country.

Finally, it is worth mentioning that based on all the remarkable outcomes of Osaka Training in Tanzania described in this chapter, JICA has decided to continue Osaka Training for five more years concentrating again on Tanzania with a special view to supporting TOA activities and its institutional building. Thus more and more Tanzanian reform leaders will be benefitting from Osaka Training to contribute to better implementation of D-by-D Reform of the Country.

Chapter Two: Local Governance and Human Resource Management

Chapter two is about local Governance and Human Resource Management (HRM). It should be recalled here that the ultimate goal of prime Minister's Office Regional Administration and Local Government (PMO RALG) is attainment of local autonomy at lower levels of local governments. Governance is the process of providing 'direction to society', whereby the emphasis is on the relationships between the state and other role-players, including business companies. Local governance hence refers not only to the role and functions of local government, but rather the manifold interactions between local government, local citizens and other groups. These interactions give rise to crucial aspects of sustainable development, such as service delivery, infrastructure development and spatial planning. The emphasis on governance relationships, rather than just the role of government organizations, is also based on the prevalent policy incentive to increase citizen or stakeholder participation in decision-making and planning (Hamann et al 2005). Local governance refers to the role of the Local government that focuses at the local level on fostering participation ('decentralization'), and recognizes the importance of society in producing outcomes ('civil society') (Klinken, 2003).

In the Tanzanian decentralization by devolution ("D by D") context and Local Governance refers to the way a local authority (LAs) fulfils its responsibilities towards the citizens in their areas of jurisdiction. It covers relationships between local authority leaders and the citizens, as well as political parties and non-governmental organizations, and the central government in all phases of formulating and implementing policies that affect people in their localities. The key observable indicators of the governance dimension in the cases below are (i) Local government autonomy (ii) Cross-sector integration (iii) Bottom up planning and (iv) Trust relations between the council staff and councilors, and between citizens and the council (Braathen, *et al* 2005).

In this chapter, four cases are presented; all are related to best practices on good governance and effective human resources management (HRM). The first case is from Mbinga DC and is about an innovative model on social accountability of councilors popularly known as Katanga Model. This case is very interesting and has attracted attention of many stakeholders in Local governance. It provides what should be actual role of Councilors to their voters and entire council. Mpanda DC case is about improving working environment for improved performance at all LGA levels. Specifically it concentrates on building modern office, retooling and staff houses at ward and village level and providing staff with transport facility. The Ukerewe DC case focuses on staff retention through improving working and living conditions. The case stresses on "humane leadership" towards council staff. The word humane refers to kindness, mercy, or compassion towards staff. It puts emphasis on humanistic values and concerns expressed by management. Chunya DC case is about staff tracking, motivation and retention in difficult and remote area. In this case some innovative techniques to attract and retain staff in remote and difficult areas are discussed. The case suggests that the government should have special

consideration in budget allocation, staff recruitment and hardship allowance as motivation for civil service workers in harsh environment.

For LGAs to be able to practice good governance, they need capable human resources and effective human resource management. Human resources are the people that staff and operate an organization. Human resource management refers to the management of an organization's human capital. Human Resource Management is the organizational function that deals with issues that relate to people such as the recruitment, performance management, development, motivation and the direction of staff who work in an organization. Contemporary human resource management is defined by a more holistic approach to employee relations". The current approach to HRM involves attending to individual workers' motivation, training, work life balance and personal and career development. Effective human resource management enhances organizational performance by improving employee's opportunities to be effective and productive. It involves the productive use of people in achieving the organization's objectives as well as satisfying individual employee needs.

In the Tanzanian decentralization human resource management has been an important component of reform and improvement. Apart from recruitment and selection of qualified staff the HRM component in the "D by D" context has been dealing with issues of staff training, motivation, retention, performance appraisal and capacity building. LGAs in Tanzania under the leadership of Council Directors are expected to have qualified; self motivated and committed staff right from the council, ward and village levels for quality service delivery to the communities within their jurisdictions.

The salient features emerging from the cases presented under this chapter clearly show that performance of LGAs in Tanzania depends mostly on the qualities of both appointed and elected leaders.

- If the process of seeking the LGA leadership does not emphasize on qualities, such as talents, capability, accumulated experience, attitude, advocacy, negotiating and community mobilization skills; and appropriate knowledge then we cannot expect much in terms of local social economic development. It is now obvious that what is required from LGA leadership is far beyond paper qualifications or ability to read and write.
- The second aspect is the required synergy between elected and appointed leadership. There must be strong collaboration and cooperation between and among the two levels in order to address LGA challenges as a team.
- Staff motivation is another important aspect required for quality delivery of services especially in remote, isolated and difficult areas. These areas must be identified and given special consideration.
- Financial, physical, and human resources (HR) are necessary but Human resource is of paramount importance since HR coordinate other resources for people's development.

- Access to information is also important and everyone in LGAS needs to cultivate a reading culture so as to be aware of what is taking place in development process. The following cases will explore deeper in these aspects with real field-based experience.

MBINGA DISTRICT COUNCIL



ACCOUNTABILITY OF COUNCILLORS TO DEVELOPMENT PROJECTS



Mbinga DC: Full Council in progress

1.0 INTRODUCTION

Social accountability is an approach towards building accountability that relies on civic engagement, in which citizens participate directly or indirectly in demanding accountability from service providers and public officials. Social accountability combines information on rights and service delivery with collective action for change.

Government institutions, service providers and representatives in decision making bodies in the developing countries like Tanzania too often fail the poor. The failures are many and they are deep: corruption; irresponsibility, services of low quality; and sometimes no services at all. The consequence is continued deprivation of the citizens: falling down school buildings, clinics with no electricity or medications, public offices with no furniture and stationeries, absent teachers and nurses, nonfunctional water points or no water, lack of road infrastructure, lack of markets for local produce, and lack of voice in important decisions.

The case of Mbinga District Council (MDC) in Tanzania is an excellent example of how the Councilors and bureaucrats (supply side) can effectively become accountable to their voters and tax payers (demand side) for improved service delivery. Equally, it demonstrates how demand side at large is responsible to take collective action in solving social and economic problems for improved livelihoods of the people. As a result of strong social accountability, since 1999 Mbinga DC has never experienced a “qualified opinion/ qualified opinion with points of emphasis” (*hati chafu/hati yenye mashaka*) during auditing of their accounts. It is on this premise, Tanzania Osaka Alumni (TOA) decided to take Mbinga DC model popularly known as “Katanga Model” as a representative best practices on good governance particularly on accountability of Councilors in Tanzania. It is known as Katanga model because of committed leadership and initiative of the former District Executive Director (DED) by the name of Hussein Katanga. It should be recalled here that Mr. Hussein Katanga was among the first Directors who attended governance training in Osaka Japan. Some of the initiatives in this documentation are coming from insight from Osaka training which are worthy copying by other LGAs in Tanzania.

2.0 BACKGROUND

Mbinga DC is among of the five councils found in Ruvuma Region that lies on the remote corner of Tanzania about 1000 km from Dar es Salaam. It is situated in the South – East part of Ruvuma Region, borders with Songea District Council to the East, the Republic of Mozambique to the South, in the Western part it borders with Lake Nyasa and Ludewa District Council to the North. The District covers 11,396 sq.km and has 49 wards and 233 villages; it is a mountainous area with a narrow strip of low land along the coast of Lake Nyasa. Its altitude rises between 900m and 1300m above the sea level with few areas of Matengo plateaus which rise up to 2000m above sea level.

Productive area is occupied by the Matengo people, who cultivate food and cash crops on steep mountains of up to 40% gradient. The Matengo people have developed a unique farming system that combines coffee cultivation

as a cash crop with an intensive, indigenous cultivation system called Matengo pit cultivation or “ngoro” in Kiswahili to grow maize and beans as staple foods. Mbinga DC depends largely on its quality coffee grown on volcanic soils which has high intrinsic values.

3.0 PROBLEMS EXPERIENCED BEFORE ADOPTION OF KATANGA MODEL

Mbinga District Council was experiencing a number of obstacles in attaining social and economic development in various sectors. Some of these problems were:

- (i) **Poor Councilors participation in project implementation.** It was considered to be the duty of bureaucrats to sensitize and mobilize community for development. Councilors were concerned with votes rather than peoples development.
- (ii) **Poor Councilors’ accountability in community development activities.** Councilors were rarely accountable for matters related to development activities. WEOs and other Council Officials were always to blame for poorly implemented projects.
- (iii) **Ineffective information sharing between the Councilors, Staff and other Council stakeholders.** There was no effective platform for sharing information about community projects and community development. Also there was no mechanism for feed back to community about their plans and budget.
- (iv) **Poor relationship between Councilors, Council staff and the Community.** There was no harmony between Councilors, bureaucrats and the community. Even the kind of language used among them was not a pleasant one. This was because expectation of each party from the other was not realized and each of them tends to blame each other as there was no collaboration among them.
- (v) **Poor community participation on development issues.** The community embarked on development projects unprepared. Councilors had a notion that by sensitizing and mobilizing the community to participate in development activities, they would become unpopular. Furthermore the contribution of the Council to development projects was not realized and if it came in, it was not in time.

4.0 OBJECTIVES

In order to address the objectives, the council was determined to pursue the following objectives:

- i. To enhance Councilors participation, commitments and accountability on projects implementation.
- ii. To strengthen bond of trust between Council staff, Councilors and Communities for effective information sharing.
- iii. To strengthen good relationship between Councilors and Council staff and Community.
- iv. To emphasize on Community awareness through social preparation to increase community participation in project initiation and implementation.

- v. To improve financial management discipline.

5.0 IMPLEMENTATION STRATEGIES

Mbinga District Council adopted strong emphasis on addressing problem through social accountability. In 1998 the accountability of Councilors to community projects (Katanga Model) was initiated by the former DED Mr. Hussein Katanga with strong backup from former Council Chair, the Late Lt. Colonel Jacob Likopesi Kulemba. The model was officially adopted in 2006/07. But what is Katanga model? What are the main components?

6.0 KATANGA MODEL

This is a development model that seeks to instill a sense of accountability among the councilors towards the priorities of the people they are representing in the council. In this model, Councilors and bureaucrats (WEO and Ward Patrons) are actively and collaboratively serving the society in an informed manner. In this model, Ward Councilors are duty bound to give account of all development initiatives taking place in their area of representation. The following are components in Katanga Model.

- (a) In collaboration with community, Councilors, Divisional Officers, Ward patrons monitors conduction of statutory meetings at hamlet (*Kitongoji*) level, Village levels and Ward development committee (WDC). In that way Councilors become aware of development initiatives taking place in the grass root and therefore own the process. Councilors participate in the kitongoji and village meetings to act as a bridge between Council and the community.
- (b) The reports from kitongoji level are consolidated to form a village report. Village levels reports are consolidated to form a WDC report. WDC report is thoroughly discussed and then put in format acceptable for Full Council presentation.
- (c) In order to maintain uniformity of the Councilors presentations, a reporting format was designed by the council to capture all necessary information on the grass root levels. This format includes implementation of the projects and practice of good governance. These reports are presented and discussed in day one of Full Council meeting.
- (d) Usually Full Council is a one day meeting but in Mbinga DC it is a two days meeting. In line with Local Government laws and regulations, the Council approved one additional day for the Full Council by revising the Council Standing Orders and obtaining approval from the Minister responsible for Local Government. The first day is specifically set for presentation of Ward Development Reports (*kikao cha Kazi*) tabled by respective Ward Councilor and the second day is special for the Full Council Meeting.
- (e) The full council is also attended by WEOs. During the first day of Full Council meeting, on behalf of the Councilor, each WEO presents the Ward progress report. The Councilors discuss the report, request for clarification from the respective Councilor and challenge underperformance.

- (f) During the second day of Full Council Meeting, the Economic and Planning department presents its implementation report enriched with pictures which serves as evidence for the report presented in day one meeting.
- (g) Resolutions and approved budgets for community projects are reported back to the community. For the projects that are not funded, the community is sensitized to contribute in kind and financially to avoid community fatigue and despair.
- (h) This system serves as a mechanism for check and balance at local level. Moreover, it rewards and recognizes best performers on matters of good governance at local levels.

6.1 Operationalization of Katanga model

In order to put the model in operation, some inputs and preparation are required. Councilors had to attend a two days training on good governance to acquire skills on social accountability. Ward/Village leaders and Councilors received trainings on leadership skills and ethics.

Each ward was assigned a ward patron/matron (*Mlezi wa Kata*) from among the district technocrats. A Patron/matron is not a substitute to WEO, rather he or she complements the roles and functions of WEO. Patron is a link or a hot line between the community and DED. He or she is expected to be concerned with development matters in the ward and is supposed to have first hand information and when necessary intervene before the situation is out of control. They are very active, once a month they join community for waste management campaign.

Staff Motivation: Once a month, DED Katanga used to meet WEOs to discuss pertinent issues that require immediate District attention. For WEO to meet DED is also a way to build a team work. It gives them a sense that they are important part of the council and there is someone above who cares for what they are doing. Whenever budget allows, all WEOs and Village Executive Offices (VEOs) are supplied with furniture and stationeries.

Owing to the nature of land terrain, transport is a necessary for WEO and heads of department to monitor development activities. All 49 WEOs and Ward Patrons/Matrons were provided with motorcycles on subsidized loan (50%). As a motivation they repay only 50% of market price basis in a span of five years. This was possible because of existing revolving fund maintained at district level.

Revolving fund is a special fund which was initiated and maintained at the district council. The aim of the fund is to ensure that all staff members have a appropriate means of transport for execution of their duties. The seed money was provided by the council and the fund is replenished by the monthly returns. When the fund is sufficient enough, a new batch of borrowers is provided with loans hence the fund is sustainable, refer the photo below.



Motorbikes owned by MDC staff through the transport fund

In the year 2004/05 the District Council facilitated acquisition of building plots for civil servants in the district. This went hand in hand with construction loans provided in kind (cement, iron sheet and iron bars). As a result most of staffs are living in their own houses and the staff retention is very high.

Infrastructure development: The district owns and maintains a set of heavy construction plants for infrastructure development. This includes motor grader, Buck hoe, Bomac compactor, two tractors and a heavy truck. Using these plants road works are completed in time and value for money realized. Whenever there is community which needs to use these plants to level the plots, they are freely given provided respective community can fuel them. Plants are also available for hiring to local contractors hence the own sourced income, refer the photo below.



Heavy Plants for infrastructure development

Institutional support: Financial service is important for development projects. With that in mind, Mbinga DC initiated Mbinga People's Bank (MPB) which addresses financial matters to farmer groups and SACCOs.

Economic development: A lot of efforts have been made by Mbinga people and private coffee companies to ensure Mbinga coffee is of high quality and that it fetches high price in the market. They established central pulperies, starting with 13 but currently over 100 of them are operational to ensure quality through processing. Moreover, not all coffee is exported; over 10% of the coffee is processed on site into aromatic brand of Mbinga coffee.



Coffee drying in one of central pulperies

7.0 RESOURCES USED

Resources that were devoted in this model include human resources, financial resources, physical resources, and time resources. Human resource includes Council Staff (Ward Patrons/Matrons), Councilors, Village Chairpersons, Ward and Village Executive Officers, and villagers. The trend of financial resources is indicated on Table 2.1.

Table 2.1: Financial trend before and after adopting the best practice

No	Type of meeting	Year	Amount spent for a meeting in TZS	Amount spent per year in TZS
1	Full council	2004	19,650,000.00	78,600,000.00
2	Full council	2005	19,650,000.00	78,600,000.00
3	Full council	2006	19,900,000.00	79,600,000.00
4	Full council	2007	21,500,800.00	86,003,200.00
5	Full council	2008	21,500,800.00	86,003,200.00
6	Full council	2009	28,745,000.00	114,980,000.00
7	Full council	2010	38,842,000.00	155,368,000.00
8	Full council	2011	38,842,000.00	155,368,000.00

Source: Mbinga DC, 2011

Physical resources involved include 49 motorcycles for front line staff and about 49 typewriters and stationeries were sent down to the grassroots levels.

In terms of time resource Wards Patron\Matron (49 of them) spends an average of two days quarterly to visit their wards for supervision; this is equivalent to eight days annually. About 10 days quarterly are used by Councilors and Council Management Team to monitor implementation of projects. Ordinary Full Council Meetings which last for two days are conducted quarterly. Kitongoji Meetings are conducted monthly, Village and WDC Meetings are conducted quarterly.

8.0 SUCCESS AND IMPACT

Behavioral and attitudinal changes: Through implementation of Katanga model (the Councilors' accountability system) a number of behavioral changes were realized in both supply and demand side. High level of social accountability has been achieved from demand and supply side. The system is very efficient on ensuring social accountability. Councilors are more aware of their duties and responsibilities than ever before. Councilors appreciate the role played by Council staff. There is better cooperation between political leaders and

bureaucrats compared to previous time. Mbinga people are more responsive and ready for change; they are adopting new development aspects than ever before.

Box 2.1. Stakeholder's remark

According to Council Deputy Chair person Hon. Prisca Haule

“ ..The new system has instilled social accountability to both demand and supply side. People are accountable for their own development and supply side (the Council) is committed to back up the people's development dynamics. Demand for ward report keeps every stakeholder in the ward alert to identify the challenges and successes, every Councilor must provide feedback to the people, moreover there is very high degree of transparency...”

Improved Communication: It has improved communication between Councilors and WEO, this situation has completely changed. There are no more misunderstanding between politicians and bureaucrats. Both politicians and bureaucrats are working as a team for improved service delivery. It is currently very common for Councilors to call upon any expert from the Council to visit the ward to clarify various matters arising without rigorous bureaucratic system.

Box 2.2: WEO Mkako Ward, Edwin Kiulu:

“...Through the new system there is improved trust between WEOs and Councilors; currently we have mutual consultations. Both elected leaders and technocrats are working together to solicit community contribution for development projects, it was not the case in the past!! The language of communication among us is friendlier than before...”

Genuine participation of community: Genuine participation refers to informed, free, fair and active participation of all stakeholders in development project without maneuvering or segregating some groups in the society. In Mbinga DC currently, there is genuine participation of people in planning, prioritizing, implementation,

monitoring and evaluation of their development activities. In reality they are practicing a bottom-up planning process.

Improved working condition: Of all staff consulted, none of them would like to be transferred or to relocate from Mbinga DC, implying that the Katanga model has some non salary motivational aspects. The model has helped to increase staff retention. It was remarked by the District Human Resource Officer that when newly recruited staffs are posted to Mbinga DC tend to resist, but after a short stay, none of them would like to be transferred.

Improved Social Service delivery: In every ward there are one or two secondary schools. Out of 233 villages 79 have already constructed dispensaries. Out of 49 wards there are 10 wards with operational Health Centers and the rest are at various stage of construction. In primary and secondary schools the community has successively constructed village offices, sufficient number of classrooms, latrines and houses for teachers. The Council has constructed a modern mortuary building and grade one ward for in patients at the district hospital. On top of that, Mbinga DC is running a community health fund (CHF), the fund is serving 10,000 out patients department (OPD) and 20000 in patients department (IPD).



A nurse in one of the health centres



Staff quarters

Kindimba village on the slope of Lake Nyasa is running its own hydroelectric power station. Beneficiaries include two villages and surrounding health centre based at Kindimba chini and Mbamba-bay. Table 2.2 shows the success in road construction. About 70% of all roads in the district are passable throughout the year and 4.15 km of bitumen road was constructed using own sourced funds. This is a remarkable achievement.

Table 2.2: Road construction in Mbinga DC

Type of road	km	Responsibility	Status
Trunk roads	122	TANROADS	
Regional roads	371	TANROADS	
District roads	1393.7	Mbinga DC	70% passable throughout the year
Community roads	800	VILLAGES, Council contribute, caraverts, bridges and supervision	
Urban roads	53.1	Mbinga DC, Road fund, Own source, LGCOG	4.15 bitumen road with council contribution

Source: Mbinga DC 2012

Use of local artisans and retired experts: Among innovative aspects in Mbinga DC is the use of own local artisan instead of contractors for minor works. This practice has proved to be cost effective. As a result, most of villages are able to attain infrastructure development at reasonable costs. Likewise, Mbinga DC is using experience from the retired officers in revitalizing their local communities. For example in Utiri Ward, the Councilor is a retired Regional Education Officer.

Improved practices on Good Governance. Communities at the grass root levels are willingly conducting and attending statutory meetings. There is increased use of notice boards as a method for community information sharing. In addition, there is a notable citizen curiosity to observe Full Council meetings than in the past. Of the most importance is improvement of community participation in planning, implementation and ownership of their projects.



Utilization of notice board to display necessary information

Environmental conservation: With respect to environmental conservation, Mbinga DC has established tree nurseries at community level in all 315 primary schools. This effort is aimed at promoting agro forestry by integrating the trees with food and cash crops. There are concerted efforts to protect community forests against bush fires at village levels. In Mbinga town centre, the Council has constructed waste collecting points and sewage systems. Moreover there are campaigns to educate the community on matters related to waste disposal in every ward.



Matengo pit cultivation system (ngoro)



Coffee farm on slopy area

Promotion of economic activities: Mbinga DC is promoting economic activities, commercial and food crops (cashew, coffee, banana, cassava, and paddy) and aquaculture. Mbinga is exemplary on supportiveness to small and medium enterprises (SMEs). Whenever there are peoples' initiatives the Council quickly responds to support them. The Council is distributing seeds, cuttings and seedlings of improved varieties free of charge to encourage productivity. They are also promoting agro processing industries. For instance there are over 100 centrally located coffee pulparies to ensure quality. In order to support these enterprises they have established a number of financial institutions.



Utiri Ward Community Bank

Muungano SACCOs and Kimuli AMCOs office

As indicated earlier, Mbinga Peoples' Bank (MPB) is dealing with farmer groups and SACCOs. In every ward there are efforts to establish Ward Community Banks (*Benki Kata*). Example in Utiri Ward, Muungano SACCOs has been transformed into a Ward Community Banks)

As a result of all the above efforts, the Katanga model ultimately contributes to improved Council own sourced revenue (Table 2.3). The model has also impacted on financial expenditure discipline. Since 1999 Mbinga DC has never experienced a qualified opinion/qualified opinion with points of emphasis during auditing of their accounts. This is a clear evidence on efficiency and effectiveness on expenditure of public funds.

Table 2.3: Trend of Council own source collection

YEAR	ESTIMATION	ACTUAL COLLECTIONS	%
2002/3	575,713,000.00	618,598,369.35	107.45
2000/4	261,988,961.00	150,449,953.39	57.43
2005/06	740,902,800.00	835,844,720.00	116
2006/07	752,000,000.00	1,042,445,687.19	138.62
2007/08	934,000,000.00	1,190,610,229.87	127
2008/09	1,184,660,720.00	1,428,065,019.19	121
2009/10	1,074,750,000.00	609,887,799.97	56.75
2010/11	1,289,700,000.00	2,133,966,435.00	165

Source: Mbinga DC 2011

Spill over

About five LGAs have already been to Mbinga for learning purpose. These are Songea DC, Namtumbo DC, Siha DC, Kilolo DC and Shinyanga TC. By the time of this publication, Tandahimba DC was on the waiting list. It is really a place worth visiting to learn how to become accountable.

9.0 CHALLENGES ENCOUNTERED

Due to efficiency and effectiveness of this model, the community is highly motivated and overwhelmed to extent of surpassing the capacity of the Council to support community projects. As a result, there are unfinished projects. In addition there is an increase on Full Council costs due to additional day of the Council Meeting.

10.0 STRATEGIES FOR SUSTAINABILITY

In order to address the challenges associate with Katanga model, Mbinga DC took Inventory of all unfinished projects. The priority is to finish all unfinished projects before embarking on new ones. The Council is making attempts to increase Full Council budgets through own sources. And for sustaining change, Mbinga DC has been promoting projects that are self initiated-self-managed using local resources. In this way community has something to even in absence or delay of Council contributions. It helps to contain community participation fatigue. Mbinga DC are also promoting the use of local artisans such as plumbers and masonries for project which does not necessarily attract contractors.

11.0 SECRET OF SUCCESS AND FACTORS FOR REPLICATION

The success documented herein is function of team work, political will towards development, talented and committed leadership. The late Chairman Lt. Colonel Jacob Likopesi Kulemba and Director Hussein Katanga were development oriented leaders. They put a lot of efforts to bridge the gap between Councilors -Staff - Community. According to consulted WEOs, the former DED Mr. Hussein Katanga, was strong, innovative leader, abiding to rules and regulations and he acted as a “shock absorber” to Council challenges. He was very good at delegating and motivating all staff to be accountable. Through delegation principle he established a very strong “ward patronage system”. It is not enough to have a ward patron/matron, what matters is how effective and proactive are they.

Economic power resulting from coffee revenue contributes very much to development activities. Mbinga farmers have pushed for various policy changes regarding coffee production, natural and social environment while making the best use of the lessons learned from experiences in the new market economy. The adverse effect of open market is weakness in quality control. While in other areas of Tanzania coffee is declining, Mbinga coffee is thriving and the main factor is the how the quality is maintained. There is systematic quality control right from the production point to value addition point. As a result “Mbinga coffee” is a unique brand of it type. Through the crop cess the council was able construct a bitumen road 4.15 km using own source.

Council ownership of well maintained heavy plants for infrastructure development is another factor worthy of been replicated to other LGAs. Having a set of heavy plants is cost effective way of maintain rural and feeder roads. However Maintenance of this machinery is the main concern. With high degree of accountability Mbinga council have been successful in this aspect.

Mbinga residents are unique character-wise. Through self-help initiatives they are accomplishing development projects on time. In the past two decades of economic liberalization, the farmers abandoned the state system, became economically self-reliant, and modified the structure of the rural economy. Moreover, community is willing to participate in development activities.

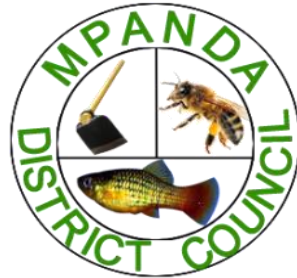
Mbinga people tend to pass to next generation the coffee production and Matengo pit cultivation skills. In this type of social education, a Matengo child is assigned a piece of land right from the early stage. Children participate in economic activities very early in life and when they grow up it becomes easy to cope with development challenges. Similarly Matengo people are innovators who are ready to try new development ideas. For example, every household is struggling to access piped water using their own skills taking advantage of steep gradient, water moves by gravity hence there little initial cost involved. Every household has cleared the way to make sure that motor cars can easily access their homesteads. This helps to ensure that the sick can easily be picked from household to hospital and the produce is sent to market using appropriate transport rather than head load which involves mainly women. At least every kitongoji has a privately owned milling machine hence reduced workloads for girls and women;. In every kitongoji there are more than 10 motorcycles rendering transport service to community. These are unique practices as compared to most rural areas in Tanzania.

Mbinga DC has two ward resource centers where the community can access the skills, information and technology. Some of available technologies are oxenization technology, power tillers, honey bee keeping, improved cattle and improved seeds. It is easy to govern well informed people than ill informed community. Moreover, Mbinga DC is making use of existing local expertise, knowledge and skills. They engage local artisans in civil works and make use of “retired but not tired” officers in various aspects of local development. Local development comes from within, hence LGAs must make use all locally available resources.

The Revolving fund in Mbinga DC is a very effective way to ensure the staffs are supplied with appropriate means of transport on subsidized credit basis. Revolving fund could also be used for provision of loans to government workers in order to construct their own residential houses. Once a worker has secured a loan, apart from been a motivation, it bind him or her to the council until the loan is recovered; and hence it acts as a retention strategy. Trust fund requires strict management and financial discipline. For example no one should dare to divert trust fund resources to unintended activities, as it will frustrate the staff on a waiting list.

As a result of transparency instilled in Katanga Model there is increased genuine-voluntary participation of community in their development projects. People are willing to contribute financially and in kind because they can see how their resources are used. This also a function of effective use of community mobilization skills by both elected and appointed leaders.

MPANDA DISTRICT COUNCIL



CONSTRUCTION OF INFRASTRUCTURE FOR STAFF RETENTION: WARD OFFICES, STAFF HOUSES AND TRANSPORT



NEWLY CONSTRUCTED NSIMBO WARD OFFICE – MPANDA DC

1.0 INTRODUCTION

Mpanda District Council is in the new Region of Katavi. The Council is among the oldest councils in Tanzania as it was established in 1947 by the British colonial administration. It covers an area of 47,527 square Kilometres ranging from 1000m to 2500m above sea level, within latitude 5'15" South and 7'03" North and longitude 30° to 31° East; bordering with Rukwa Region and the DRC to the West. Also the council borders Nkasi DC to the Southeast, Chunya DC to the East Kigoma DC to the West, Urambo DC and Sikonge DC to the North.

The DC has 8 Divisions including Nsimbo, Inyonga, Mpimbwe, Mamba, Karema, Mwese Kabugu and Ndurumo. The council has a total of 33 wards, 119 villages and 553 hamlets. According to the 2002 census the council has a population of 412,683 of which 202,466 are males and 210,217 are females. The average population growth is 3.6. The total local revenue for the year 2011/2012 was 1,876,432 TAS. Traditionally the Council economic activities are dominated by tobacco cultivation as a major cash crop, Maize production, bee keeping and cattle grazing. There are also fishing activities along the Lake Tanganyika and tourism activities in Katavi National Park area. All these contribute to the Councils local revenue.



Mpanda map - Source Mpanda DC 2011

2.0 THE PROBLEM

Mpanda District Council just like other councils in Tanzania is large in terms of land area with a dispersed population. The Geographical features in this District are complicate with varying terrain from low lands, savannah plains, hills and mountain ranges. Accessibility to the wards and villages is difficult due to poor infrastructure, heavy forests and wild animals. The feeder roads to some villages are only passable during the dry seasons. Some of the villages are separated by forests that one needs to travel for over 50kms to reach another village. This makes service delivery and supervision to be over-complicated. Table 2.4 shows the distances from the District headquarters to some of the wards.

Table 2.4: Ward-Mpanda Town Distance

Ward Headquarters	Distance from Mpanda Town
Usevya	Km 125
Mamba	Km 145
Inyonga	Km 120
Ilunde	Km 170
Mwese	Km 118
Karema	Km 120
Nsimbo	Km 20
Mishamo	Km 160
Ugala	Km 70

Source: Mpanda DC 2011

The major function of the District Council is service delivery in all sectors. The inhabitants of MDC live in a radius of over a 170 kms. The people living in those areas experience difficulties such as shortage of clean water and poor housing. Travelling to the MDC headquarters to get services is expensive and in some cases dangerous. These wards and villages also did not attract DC staff such as executive officers, teachers and agricultural officers to live in the areas due to lack of important utilities such as water and housing. This culminated into declining services for the rural populations in the district and increasing poverty.

3.0 OBJECTIVE

In 1996 the Mpanda District Council set a plan to improve service delivery in the District in all wards and villages. In the Post Osaka Training Workshop in Sumbawanga Town one item of the council action plan read “improving working environment by building office buildings and ensuring they are clean and retooled”. This was later translated into a clear objective of improving working environment for the lower level staff specifically the ward executive officers. The second objective of the council was to attract Tanzanians to work in Mpanda DC and to

retain those already posted to the Council by providing them with modern houses and offices, transport facilities and the best working environment. It should be recalled that the remote areas in Mpanda District were so difficult that ward and village executive officers, teachers and other staff avoided staying and working.

4.0 STAFF RETENTION STRATEGY

To achieve the objective of retaining staff in the district remote areas the council started with the construction modern Ward offices in all remote wards and other wards. These offices were designed to have rooms for the ward executive officer, a meeting room, councilor's office, and some rooms for the extension officers. The offices were also well furnished and retooled. The council also built modern houses for ward executive officers to make them live happily with their families and motivate them concentrate consistently on service delivery. The council also built executive bungalows for HODs near the council headquarters. This has guaranteed improved discipline, effective use of time in offices, reduction in spending for house rents and a marked improvement in service delivery.



KAREMA WEO'S HOUSE



KAREMA WARD OFFICE

The council purchased motorcycles that were given to ward executive officers to make them serve the villages surrounding the ward headquarters without delay. Transport facility in one among the most motivating factors in the Tanzanian workforce. Transport facility also increases the status of an employee. The MDC ward executive officers are highly motivated and their response to the needs of the citizens improved significantly due to provision of the motorcycles by the council.

The employees of MDC have SACCOs that helps them to make savings and access credits that are used to start small and medium businesses to complement their salaries. But the credits are also secured for other needs such as school fees, house furnishing and other social events. To make staff access more credits and to ensure that the SACCOS has liquidity throughout the year, the council as well contributes some cash. This strategy motivates workers as they are guarantee for credits.

The council also established and improved the center for information and communication technology that is used by council staff to get global information on various developments in service delivery and to be able to communicate with other councils and institutions. The centre guarantees employees access to information and the right of communication to the external world.

To ensure that the council is immediately informed of the citizens' needs and problems the council established a complaint desk in every ward which helps to track the problems that staff and citizens encounter. The desk also provides a tool for instant feedback to the council on the services delivered, projects implemented and the quality of staff performance in the ward and the council at large.

The council allocates a significant budget for purchasing important office equipment and working tools. This is intended to ensure that the Ward and village offices do not experience shortages in terms papers, pens and files for effective and efficient performance. The result of this is seen in improved staff performance.

Lastly the MDC commits a budget on annual basis for staff training and development. Some staff are given opportunity to attend short courses current issues referring to their professions, while most junior staff are allowed to join higher education and the council supports them by paying tuition fees and other college expenses.

5.0 IMPLEMENTATION RESOURCES

Staff retention is not an easy business. Several councils in Tanzania have tried to retain staff unsuccessfully due to lack of adequate commitment and improper plans on resources needed. In implementing the strategies for staff retention, the MDC had to commit a lot of human, physical and financial resources as indicated below.

- (i) Construction of 9 houses for ward executive officers and 2 HODs cost the council Tsh.205, 000,000 in 2010/2011
- (ii) In 2011/2012 the council allocated 120,000,000/= TAS for construction of 6 ward executive houses
- (iii) In 2012/2013 the council allocated 170,000,000/= TAS for finalizing the construction of ward executive houses in the remaining wards
- (iv) The construction of ward offices also used the following financial resources; 300,000,000/= TAS in 2010/2011, 40,000,000/= TAS in 2011/2012 and 300,000,000/= TAS in 2012/2013

- (v) In all these allocation and in every year the citizens in those wards contribute about 20% of all construction costs in terms of brick making, stone and sand collection and helping in the construction process.
- (vi) The purchase of the transport facility especially the motorcycles and the boats used the following resources; 74,000,000/= TAS for purchase of boats and 40,000,000/= TAS for purchase of motorcycles in 2010/2011, 40,000,000/= TAS for purchase of motorcycles in 2011/2012 and the same amount for 2012/2013.
- (vii) Improvement of the center for information and communication technology cost the council 2,500,000/= TAS for each publication of the “Mpanda Leo” Magazine. The council also uses 1,000,000/= TAS monthly for internet connection charges by TTCL
- (viii) Since 2010/2012 the council supports the staff SACCOS by making contribution of 30,000,000 every year.

6.0 ACHIEVEMENTS

Mpanda District Council has realized a lot in relation to staff retention and motivation. It is not possible to narrate all the achievements but a visit to the wards speaks it all. By May 2012 the Council had built ward offices and staff houses in 25 wards out of 33. The offices and the houses as seen in the picture below have resulted into improved performance by the executive officers in the wards, efficiency in running meetings and a prolonged stay in the offices for problem solving.

The ward executive officers and their families are happy and dignified due to living in modern houses in remote areas. Below Nsimbo Ward Executive officer confirms on the improvement in working environment and living standards.



KABUNGU WARD OFFICE

“.... I can tell you... as an executive officer, I used to stay in a grass roofed house and had to pay rent every month... my children and my wife had all sorts of problems with insects and especially during rainy season when the house would leak and make our mattresses soaked with water... we had a lot of problems... but now I am happy, the council and the people have done a great job... to construct the office... and the house I am living in... my wife and my children are happy... I like staying in this ward... I would actually stay forever.... The office has a lot of space, we hold meetings... it has also a lockup room for defaulters...”

**STAFF MOTORCYCLES**

Through the sustainable programme for provision of transport facility to its staff, the council has managed to possess 32 cars, 2 boats which are used for conducting surveillance along the borders of the Lake Tanganyika, 90 motorcycles and 68 bicycles. The council distributed the motorcycles and bicycles under several schemes such as direct provision to the ward executive officers, cost sharing and lending to staff and councilors. Table 2.5 shows the staff and councilors that received motorcycles and bicycles through lending.

Table 2.5: Distribution of Motorcycles and Bicycles

Staff	Type of vehicle	Number
Councilors	motorcycle	40
Ward Executive Officers	Motorcycle	30
Village Executive Officers	Bicycles	68
Extension officers	Motorcycles	8
Council clerk	Motorcycles	1

Community development Officers	Motorcycles	3
Human Resource officer	Motorcycles	1
Planning Officer	Motorcycles	2
Accountants	Motorcycles	3
Supplies Officers	motorcycles	2

Source: Mpanda DC 2011

The MDC has a well functioning ICT centre that is useful for information sharing. The centre is also a resources unit in which various books, papers and periodicals are kept and council staff are advised to visit regularly for knowledge development. Through the MDC website, www.mpanda.go.tz, the center and staff can easily access both local, national and international information regarding agriculture, value addition of raw agricultural produce and all development related information. Related with the ICT centre, the MDC has inaugurated a periodical titled “*Mpanda Leo*” which has increased the dissemination of Mpanda DC information to the Mpanda Communities, stakeholders and Tanzanians at large on Local Natural Resources, tourist attractions and various economic development initiatives and achievements.

The staff at the MDC are currently highly motivated when compared to the years before the programme. The increase in number of the houses for WEOs, clinical officers, teachers and other extension officers is the major cause for increased motivation. Others factors for high motivation and commitment include the provision of transport to staff and councilors as shown in table 2.6; the council arrangement to make annual contributions to the teachers, health workers and administration staff cooperative societies (SACCOS) and to allow staff to stay in council buildings without paying house rent.

Table 2.6: Number of SACCOS

SACCOS	NUMBER OF MEMBERS
TEACHERS SACCOS	215
HEALTH WORKERS SACCOS	155
MDC SACCOS	94
TOTAL	464

Source: Mpanda DC 2011

Staff retention and individual staff acceptance to live and work at MDC has significantly increased. This has resulted from improved infrastructure, construction of housing facility, provision of transport facility as well as humane management and leadership. A major example of humane leadership is the provision of loans for newly employed staff to make them start a life by buying basic living needs especially house ware Table 2.7.

Table 2.7: Staff Retention Indicators

CASE	2009/10	2010/11	2011/12
Staff leaving MDC	36	21	8
Staff moving into MDC	7	12	21
Staff resigning at MDC	14	9	4

Source: Mpanda DC 2011

The establishment of complaints desk on 14th December 2009 composed of five staff of various professions has facilitated the council to track quickly the needs and problems of the people in villages and address them. The desk staff are required to visit Wards and Villages and collect all views and complaints from the villagers that need Council attention and solutions. The collected views and complaints are forwarded to the CMT and dealt with. This has resulted into spillover effect in which the relations between the council and the people in MDC have become friendly and supportive. The members of the complaints desk are shown in Table 2.8 below.

Table 2.8: Complaints' Desk Members

MEMBER	TITLE	DEPARTMENT	DESK ROLE
Patrick Mwakyusa	Solicitor	Legal unit	Coordinator
Samson Medola	Human Resources officer	Administrative Department	Desk Chairman
Onesmo Gadau	Economist	Planning Department	Desk Secretary
Marcus Nazi	Technical Education Officer	Education Department	Member
Oscar Mkende	Community Development Officer	Health Department	member

Source: Mpanda DC 2011

7.0 CHALLENGES ENCOUNTERED

The MDC in general terms has successfully been able to motivate and retain staff since 2009 due to a commitment to improving working conditions in Wards, Schools, Health facilities and other sectors. The success however stumbled upon several problems, one being inadequate finances. The intention of the council was to

ensure that by 2012 every council staff had a house and a good office but finances have not been adequate to achieve the objective effectively.

Secondly, all the initiatives to retain staff in the council and in local areas could not only depend on the resources from the Headquarters; the role and contribution of the community has been important. Unfortunately in some Wards and Villages the community contribution in construction of staff houses and offices has been minimal leading to slow pace in staff retention. The council also has experienced an increasing number of complaints from communities and council staff which cannot be addressed operationally. Some need strategic and long-term approaches.

Lastly, it is important to acknowledge that geographically, the MDC is too large complex and difficult. This has complicated the implementation and supervision of the projects including the staff retention one.

8.0 STRATEGIES FOR SUSTAINABILITY

Mpanda District Council used various strategies to reduce the adverse effects of the challenges in implementing staff retention scheme. To curb the problem of inadequate finances the MDC requested various development partners to commit some finances for construction of staff houses and offices in Wards. For examples the Ward office and WEO house in Ugala ward were constructed through MASITO – UGALA programme funded by Jane Goodall Foundation.

In encouraging community participation in staff house and office construction the MDC conducted several sensitization programmes to make people realize the importance of participation in council initiatives. Also the complaints desk and the “Ward Matron/ Patron” system have both strengthened community participation and improved management of projects at Ward level.

The MDC has also set several strategies to ensure sustainability of favorable working environment. These include the following;

- (i) Annual budgetary allocations for construction of staff houses and offices at Ward and Village level. For example in the year 2012/13 budget TAS 190,000,000/= were allocated for rehabilitation and construction of WEOs and VEOs houses and offices, TAS 160,000,000/= for construction of HODs houses and TAS 20,000,000/= for rehabilitation of staff quarters at the headquarters. The MDC is also committed to provide transport facilities to its staff and for the year 2012/13 the council set a budget amounting to TAS 40,000,000/= for purchasing motorcycles that will be lend to staff.
- (ii) To endlessly motivate and retain personnel, the council has a programme of building the capacity of savings and credit cooperative societies (SACCOS) so that they can provide staff with loans that have low interest rates as compared to the Banks and other Micro Credit Institutions. To begin with, in 2012/13 budget the council has set TAS 30,000,000/= as a contribution to the three staff SACCOSs.

- (iii) The council is committed to building capacity of all staff through short and long training using council local revenue.
- (iv) Lastly the council is also committed to filling in all vacancies annually especially in agriculture, health and education sectors, improve rural communication by involving the cellular phone companies and construct teachers houses in all Ward Secondary Schools.

9.0 SECRETS FOR SUCCESS

When the District Executive Director (Eng. Kalobelo) was appointed the situation of Mpanda DC had several administrative weaknesses. For example many staff members were not working to the maximum extent while some used to disappear during the working hours; when told to remain after working hours or to work during weekends, staff used to complain that they were being forced to work without extra time allowances. The work was concentrated within few individuals who become very busy while the others were not having much to do. Generally the work at Mpanda DC was routine, not dynamic and no teamwork.

Under these circumstances Eng. Kalobelo came up with some goals;

- Let all the staff work to the maximum extent in their capacity,
- Let them be proactive on their own work with ownership, and not passive,
- Let all the staff play their respective roles, fairly distributed to each, and with mutual support,
- Develop a team work within the council and within each department,
- Grasp the realities of the residents in the district and realize projects and activities that respond to them dynamically and appropriately,

The Director tried various different measures to overcome the challenges and to achieve the above-mentioned set goals, such as:

- Introduction of a sort of an office "log book" for every officer. Each officer will record what time he came to the office, and what he did during the day and what time he left. This often shows how little work he/she did. After introducing it, it became difficult for many staff to claim for extra work allowance; since they know they did not work hard or fully to deserve extra remuneration.
- On the other hand, this same exercise made the staff to recognize the way they have been working (not working), and started changing the mind-set /attitude of each. They became more serious on their work and use of time.
- Also the Director introduced a working system to let each department prepare work plan in which they should indicate time frame (deadline) and the person primarily responsible. The heads of departments

were requested to distribute responsibilities to all the members of the department in a fair way. This was to ensure a fair distribution of work among staff, and it also brought about a better team work and collaboration among the members to help each other. (It was not given only to the person primarily responsible. The head of the department was tasked to think on how each work could be carried out well even when it is given to a weak person as the primarily responsible.

The director also forged desirable relationships with politicians who are the decision makers within the council. This was done within the meetings in which councilors were continuously reminded on effective and professional relationships that are health for development of the council, the wards and villages.

The establishment of a complaint desk in the council through which Mpanda Inhabitants can easily register their demands, needs and complaints helped to track with efficiency the staff needs in the council and address them. Together with Ward Matrons/Patrons working closely with staff at ward level the identification of problems, mobilization of local resources and implementation of projects became easier. Transparency on resource use through participatory reporting on material purchases, payment of masonries and other cost items facilitated communities to participate fully on construction projects without perceived resistance. The ultimate goal of retaining staff was achieved and maintained.

UKEREWE DISTRICT COUNCIL



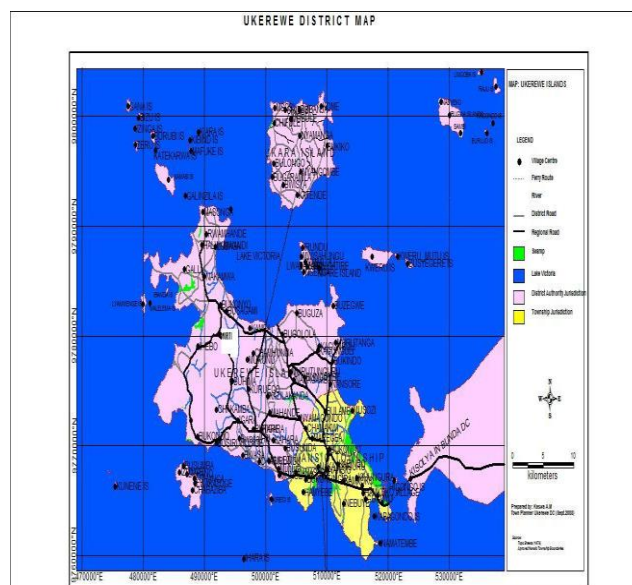
STAFF RETENTION THROUGH IMPROVED WORKING ENVIRONMENT AND STAFF HOUSING



REHABILITATED COUNCIL HALL AND OFFICES

1.0 INTRODUCTION

Ukerewe District council is one among other councils in Mwanza Region which is composed of one major island; Nansio and other 38 small islands within the great Lake Victoria. Out of the 38 islands, 15 have permanent inhabitants while the rest are used temporarily by fishing crew. The council has 4 divisions namely Mumbuga, Munlambo, Ilangala and Uhara, 24 ward and 73 villages. According to the 2002 census the council has a total population of 260,831 of which 128,842 are males and 131,989 females.



Source: Ukerewe DC, 2011

2.0 PROBLEM STATEMENT

Since its establishment during the colonial Tanganyika, Ukerewe District Council experienced several intricacies that forced personnel posted to the council abscond, resign and/or request for transfers to other areas in Mwanza Region or in Tanzania. The issues before 2006 included the following;

- (i) The office buildings were dilapidated with inadequate office space for all staff especially at the council headquarters. For example the Major Council Hall that was built in 1957 had never been rehabilitated before up until 2007. Other buildings such as those housing Water, works, Land and Natural Resources offices were scattered all over Nansio Town in a radius of about one km and they looked very old, compelling council staff to avoid using them.



The previous state of the Council's headquarters building since its construction in 1957 until 2006 being roofed with asbestos before its rehabilitation in 2007

- (ii) Staff houses posed a foremost problem towards staff retention. The Council Director, HODs and other staff used to rent poorly constructed and maintained local houses in the small town of Nansio which threatened to trigger serious health problems to the staff families. WEOs, VEOs and other specialized staff in rural areas did not have housing facilities and lived with their families in extreme poor conditions.
- (iii) The geographical setting of Nansio Island which is the HQs of the District is an intricacy in terms of accessibility and transport. Provision of services and supervision of projects in the 38 scattered islands is complicated. Council staff also avoided to stay and work in some of these islands which could only be reached through tiny local canoes posing grave danger to lives of staff as the lake most of is mostly windy, stormy and rough.
- (iv) Several of the inhabited islands lacked essential social services such as clean water, health facilities and effective security agencies (police). For newly recruited staff these social services are essential as they

provide guarantee for one's health and existence. Acute inadequacy of these community services contributed to unfounded resignations and requests for transfers away from UDC.

- (v) The UDC comprises 38 small islands that are isolated and used to be fragile to constant attacks by armed Piracy, robbery and burglary. The islands' communities and the Council Staff used to be attacked by buglers and gangsters and forced to submit their family and personal belongings. Controlling this situation was difficult due to the nature of the Lake and insufficient council surveillance equipment especially fast boats.
- (vi) The negative attitude towards Ukerewe area by Tanzanians emanating from a belief that the Ukerewe communities embrace and practice witchcraft and that it is easy for new inhabitants to get killed through what is literally known as " crocodile witchcraft". This created fear to new staff posted to Ukerewe District.

All in all, the problems mentioned above culminated into staff shortages within the UDC as about 20% of the staff posted to the UDC never reported, while 40% of those who reported requested for transfers or ended up quitting the LG Service completely. The heavily affected sectors with staff shortages were health, primary and secondary education, and planning.

3.0 PROGRAMME OBJECTIVE

The UDC realized an increase in staff turnover and declining staff motivation which resulted into poor service delivery to the ukerewe communities. In 2007 at the Mwanza Regional POT workshop, the council set a broad objective of improving staff motivation through improved office environment and living conditions. The objective was later narrowed down to focus into ensuring that 90% of staff posted to the UDC are retained and facilitated to attain appropriate level of work performance by June 2012.

4.0 IMPLEMENTATION ACTIVITIES

The UDC's commitment to motivate and retain both the available and the newly recruited staff was translated into concrete activities that are described below;

- (i) Collection of information regarding staff turnover and writing of a project document (write-up) for making a special financial request to the central government and other development partners
- (ii) Preparation of well argued reasons to convince the full council to prioritize on staff motivation and retention scheme through improved office environment and housing facilities for council staff
- (iii) To design and implement effective local revenue collection strategies and methods that would build the financial resource capability to implement staff retention schemes using own funds and reduce dependency from the central government and other donors

- (iv) To rehabilitate and enlarge the main council building to create a modern council hall, well equipped and furnished offices as well as large and section wise waiting lounges
- (v) Construction of fourteen modern HODs houses and one Rest House at low costs using local resources such as burnt bricks and local masonry experts. The Rest Houses is used for guests and reporting new staff before they are allocated with houses. Also the council constructed modern offices and houses for ward and village level staff
- (vi) The Purchase of modern working equipment such as computers, printers, photocopies and office furniture. The council also bought a car for the Council Director who used to have a very old and unreliable vehicle
- (vii) The purchase of three modern and fast boats for collecting revenue from the 38 scattered islands and conducting security surveillance in the lake to curtail piracy, burglary and robbery activities against the islands' communities
- (viii) Provision of loan guarantee to council staff and councilors who wished to acquire private transport facility. Several council staff and councilors purchased motor vehicles using loans from the NMB Bank.
- (ix) The payment of the LAPF loan that had accumulated since 2006 to an amount of TAS 329,882,449.40. The Loan threatened the Council staff's retirement benefits leading to dissatisfaction
- (x) Rehabilitation of the District Hospital and placement of improved furniture and hospital equipment. Improvement of the hospital involved construction of three hospital staff houses, a mortuary, and rehabilitation of a Maternal Rest House (Mama Ngojea) that was supported by the Rotary Club –UK
- (xi) The council facilitated construction of Police Posts and Primary Court buildings in Irungwa Island. This was intended to improve peace, security and justice services within the council and motivate specialized staff in these areas to remain in the UDC.

5.0 RESOURCES COMMITTED

Staff retention and motivation initiatives are usually not cheap. Apart from the financial resources, the UDC committed adequate human resources in terms of creativity, effective leadership, perseverance and commitment. Table 2.9 below provides details on the financial resources used in the staff retention and motivation initiative.

6.0 SUCCESS AND RESULTS

In implementing the project the objective of staff motivation and retention has been realized through the activities and resources detailed in section 4 and 5. Those have resulted into specific achievements as discussed below.



14 HODs Houses



Director's House

The council revenue has been increasing since 2007. This increase has enabled the council to provide better working office environment and housing facilities from 65% in 2007 to 85% 2011. The increase in revenue has also built the capacity of the council to provide salary advances to newly recruited staff to make them remain in Ukerewe while their salaries are being processed. The increase in revenue itself is a result of improved staff motivation towards working for the council. This has facilitated payment of various allowances without delay to the councilors, village chairpersons and other staff leading to increased morale and commitment to the job.

The rehabilitation and enlargement of the main council building (cf. picture in the title page) together with installation of modern office requirement and furniture has motivated the headquarters staff and increased efficiency in revenue collection, problem solving, decision making and communication with visiting service seekers. The improved Council Hall has attracted the people to visit the council headquarters especially during the Full Council and listen to the councilors' discussions and deliberations. Improved awareness and civic education noted in Ukerewe district is a spillover effect of staff motivation schemes.

The fourteen HODs houses constructed around the main Council Block is a great achievement. The HODs are now living happily with their families in modern houses less than five hundred meters from the Council Headquarters. HODs can now easily be summoned to attend urgent issues even during weekends. The housing project addressed all problems related with late coming to the office, tardiness and requests for attending family problems.

The presence of a Rest House (pictured below) has played a significant role in staff motivation and retention. Newly recruited staff are kept in the rest house comfortably until when they are sent to their work stations. The rest house is used by the council to host various guests an act that reduces costs that would be used in hotels and lodgings.



Ukerewe DC Rest House



A well furnished office

The council has realized good working environment for all staff within the headquarters because all offices have modern office equipment and furniture. All officers have access to a desktop computer, printers, photocopier and modern shelves. One officer reports, *“We used to scramble for a slow computer, papers and even office space... now we have computers in each desk, printers, in each room... we write letters and print them immediately right ... here in the office”*

The council initiative to guarantee staff loans from NMB has ensured effective use of time by councilors and officers. Cars, motorcycles and bicycles make movements from one area to



Staff Car



staff Motorcycle

another quick and easier than before. The output of improved transportation is improved and efficient service delivery by the council staff which spills over to community satisfaction and more involvement in development activities. All these efforts and activities have ultimately increased the retention rate of staff from 60% in 2006

to 85% in 2012. In other words the problems of non – reporting, resignations and requests for transfers to other LGAs have greatly been addressed.

7.0 CHALLENGES AND SOLUTIONS

The major challenge the UDC encountered is the scarcity of qualified and certified construction contractors. Ukerewe being a small and isolate island has complications in transporting heavy construction equipment from Mwanza port which results into inadequacy of advanced construction services. To address this challenge and move forward with construction projects the council used the local contractors and masonry experts in villages. The practice contributed to reduction in construction costs and capacity building of local expertise on construction. Secondly the council decided to buy a hydro-foam machine for making bricks which are quality and easier to handle during construction of staff houses and offices. The youth have been trained on how to use these machines. These initiatives have helped the council to complete construction of houses and offices in Divisions, Wars and Villages within planned time frame.

To ensure that the CMT initiatives are not rejected by councilors and communities the council submits all proposals for projects to the council committees where they are discussed and internalized before being forwarded to the Full Council, Workers Council and the District Consultative Committee.

8.0 STRATEGIES FOR SUSTAINABILITY

The UDC intends to eliminate staff turnover by 100% through staff retention and motivation schemes. The strategies set to ensure sustainability in retaining staff include the following;

- (i) To encourage staff to use ICT centre for personal career development and build skills in computing, internet usage and library searching.
- (ii) To construct an office building that will accommodate the Works, Water and Agriculture departments that are currently hosted in dilapidated old buildings
- (iii) To complete the construction of Ward and Village offices and staff houses
- (iv) To improve health services in Uhara island through construction of surgery building
- (v) To construct a hostel for nurses within the hospital
- (vi) To connect electricity to all staff houses to the village level
- (vii) To install water harvest equipment all staff houses at the village level
- (viii) To continue providing loan guarantee for staff to access credits

9.0 SECRETS FOR SUCCESS

Ukerewe District Council is one among many District Councils in Tanzania that have similar opportunities and problems. For the UDC to be able to reduce the turnover of staff is an achievement that other councils have

failed to address. One major question is what are the underlying reasons towards this success? The discussions with the director and HODs highlighted one major secret i.e. participatory management. Participatory management in UDC is reflected in the following practices.

- (i) The District Executive Director Dr. Leonard Mosses Masale critically thought about how to improve the working and living conditions within the UDC. It was clear that securing funds using the normal central-local fiscal relations would not suffice the urge for having motivated and committed staff within a short time frame. The Director and the CMT decided to write a project documented and tendered to the Ministry of Finance. The Ministry agreed to fund the rehabilitation and staff housing project. The most secret to win the Ministry support for subsequent funding was the arranged visits for the Ministry Personnel. The Director invited the Ministry of finance staff to visit and witness the improvements made through the funding. The value for money of the project was evident; the Ministry staff appreciated the initiative and continued to fund rehabilitation and construction of staff houses not only at the headquarters; but also the District Hospital.
- (ii) Daily morning short meetings of the Council Director and HODs on daily performance of the functions and matters arising from the daily activities of each officer
- (iii) Monthly meeting of the Ward Technical Committee involving the WEOs, VEOs and Extension officers. This meeting discusses and deliberates on sector and individual monthly performance.
- (iv) Quarterly Divisional meetings whose members are all extension staff, WEOs and VEOs in the specific Division. This meeting is based on promotion of community development initiatives
- (v) Quarterly supervision of projects implementation in villages by the council supervision committee. This exercise is conducted as an input to the discussions of the council permanent committees
- (vi) Establishment of revenue enhancement and collection team that meets with revenue stakeholders and tax payers to address challenges encountered in revenue collection
- (vii) An arranged meetings between the revenue collection agent and the council finance committee to improve the efficiency of revenue collection
- (viii) Village Council requirement to discuss and deliberate on council revenue collected at village level
- (ix) Selected HODs who are given the role of Ward Matron/Patron and whose duties include sensitizing the ward community to initiate development projects and monitoring of all activities related to Ward and Village project implementation

Table2.9: Funds used for office Improvement and construction of staff houses

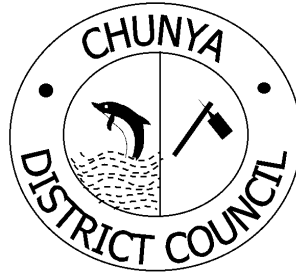
Project	2006		2012		Source of Revenue
	Number	costs	Number	Costs	

Rehabilitation of the main Council office building	1	0	1	276,000,000	Central Government
Enlargement of the Headquarters' building	0	0	1	453,000,000	Central Government
Constriction of HODs Houses	0	0	14	490,000,000	Central Government
Construction of Rest house	0	0	1	95,000,000	Central Government
Construction of Directors House	0	0	1	167,000,000	Central Government
Construction of Division Officers' houses	0	0	4	140,000,000	Own Sources (CDG)
Construction of Ward offices	0	0	5	120,000,000	Own Sources (CDG)
Laptops	1	2,000,000	13	26,000,000	Own Sources (CDG)
Desk top computer	4	6,400,000	16	256,000,000	Own Sources (CDG)
Printer	3	1,200,000	11	4,950,000	Own Sources (CDG)
Construction of Health workers' houses	0	0	3	105,000,000	MMAM
Construction of Maternal Ward	0	0	2	199,000,00	Own Sources (CDG)
Rehabilitation of a ward	0	0	1	33,000,000	SIDA
Construction of a dental clinic	0	0	1	59,000,000	Own Sources (CDG)
Construction of Hospitals' Administration office	0	0	1	141,000,000	Own Sources (CDG)
Construction of dispensary staff houses	0	0	4	100,000,000	Central Government
Construction of teachers houses	0	0	43	602,000,000	Central Government

Construction of primary court building at Irugwa	0	0	1	76,000,000	Central Government
Construction of police post at Irugwa	0	0	1	71,400,000	Central Government
Construction of police house at Irugwa	0	0	1	86,600,000	Central Government

Source: Ukerewe District Council 2011

CHUNYA DISTRICT COUNCIL



STAFF TRACKING, MOTIVATION AND RETENTION



CHUNYA DC: Staff Housing Facilities

1.0 INTRODUCTION

In Tanzania there are difficult areas which suffer from persistent staff shortage. Working in those difficult environments requires innovativeness of managers and employers in tracking, motivating and retaining the staff in various service delivery sectors. Chunya District Council (CDC) is one of those difficult working environment for retaining of public service employees. Health, education and agriculture are some of the sectors that were severely affected by poor staff retention. Chunya DC is such a vast land covering 46% of Mbeya region. Staff tracking becomes difficult with poor infrastructure. The Chunya DC headquarters (HQ) are located very far from sparsely located service receivers.

Managing employees in the field has always been a challenge. However, It is important to track and document the performance of employees throughout the employment relationship. Employees are "resources", all employer are supposed to track and recruit the best employees right from the college. Tracking employee attendance, performance, wages, merit increases, time and productivity is necessary for health of the council. Employee tracking is also important for employee's own wellness, safety, security and satisfaction which ultimately improve retention.

Motivation is defined as the process that initiates, guides and maintains goal-oriented behaviors. Motivation is the word derived from the word 'motive' which means needs, desires, wants or drives within the individuals to do something. It is the process of stimulating people to actions to accomplish the goals. One of the most important functions of management is to create willingness amongst the employees to perform in the best of their abilities. Therefore the role of a leader is to arouse interest in performance of employees in their jobs. Employee motivation and rewards, enhances positive morale. However, there are growing concerns that civil servants particularly teachers, doctors, nurses, extension workers in Tanzania, just like in other developing countries, are increasingly de-motivated, which is reflected in deteriorating work performance and outcomes.

Employee retention refers to the ability of an organization to retain its employees. Employee retention can be represented by a simple statistic (for example, a retention rate of 80% usually indicates that an organization kept 80% of its employees in a given period). However, many consider employee retention as relating to the efforts by which employers attempt to retain employees in their workforce. In this sense, retention becomes the strategies rather than the outcome. The goal of employers is usually to decrease employee turnover, thereby decreasing training costs, recruitment costs and loss of talents and organizational knowledge accumulated overtime.

In all three aspects above, Chunya DC is one of the good examples we have in Tanzania such that Tanzania Osaka Alumni (TOA) decided to pick it as representative best practice of improvement of working environment and staff retention.

2.0 BACKGROUND

Chunya district is among the seven (7) districts and eight (8) councils of Mbeya region and it has a total area of 29,219 sq. km.(this is 46% of Mbeya region area) According to 2002 National Population Census reports, Chunya district had a population of 206, 615. At present it is estimated that there are, 273,236 inhabitants. Compared with other districts in Mbeya region, Chunya is the least populated district with the population density of six (6) people per sq. km. The district has two constituents namely Songwe and Lupa.

The district has 4 Divisions, 30 wards, 73 registered villages and 1 Township Authority based at Makongolosi. Workers are distributed throughout the 30 wards according to their professional background. The district has 108 primary schools, 20 secondary schools, 38 health facilities, 30 Agriculture Extension Officers and about 26 natural resource professionals who are serving people in very remote rural areas. In order to provide services in all these institutions it is important to have sufficient number of motivated staff. The map below show the district headquarters located relative very far from settlements with population of people demanding the service of LGA.



Figure 2.3 Chunya district map

NB: This Map shows the position of Chunya HQ which is located on the extreme South Eastern corner implying high service delivery costs from the Centre to the peripheral wards and villages.

3.0 STATEMENT OF THE PROBLEM

It has been noticed that for past ten years workers were not ready to come and work at Chunya District because the district is very large, marginalized and the working environment at that time was extremely demoralizing. Similarly, workers who dared to come and work in Chunya district, stayed for hardly a few months and finally decided to quit. For example, in 2009, out of 10 Community Development Officers who reported to the council, six of them despaired after a short while leaving only four. In the same year all six secondary school teachers recruited at Kapalala secondary school decided to quit after few months. In fact there were many problems associated with the working environment in Chunya DC among others;

- (i) Inadequate staff houses especially in rural areas,
- (ii) long distance from district headquarter to villages and from one village to another,
- (iii) Inadequate social services at working place (rural areas),
- (iv) Shortage of human resources- required number was 1,691 but only 1304 are present> Thus there is a shortage of 386 staff.
- (v) Inadequate public transport due to rough roads within the district and from Chunya to regional headquarters- Mbeya.

In order to solve the aforementioned problems, the district initiated staff tracking, motivation and retention scheme which started 2008/09.~

Box 2.3: Remark from Mr. Maurice Sapanjo – DED Chunya DC



“Being a Director in Chunya DC is not an easy task! There are a lot of challenges as this district has scattered settlements (villages) constituted with sparse population and between one village/ward and the other there are thick forests where wild animals threaten life of staff working there. With such a working environment, operational costs are very high because the most remote point is 225km (Kambikatoto village) from council headquarters and the nearest point is 24km (Chalangwa village). The council is making efforts to make sure that life in remote areas is at least comfortable for staff working there by providing housing, transport and sometimes living allowance for newly recruited workers. There is need for central government to consider increasing operational funds for all districts with the same environment like

4.0 OBJECTIVES

In order to address the above problems, Chunya DC was determined to:

- (i) Ensure maximum use of skills and knowledge of staff to achieve organization goals
- (ii) Reduce number of days spent by workers from remote area to collect monthly salary at district headquarters
- (iii) Retain workers to work with the council
- (iv) Ensure availability of adequate and skilled staff at Chunya District Council.

5.0 IMPLEMENTATION STRATEGIES AND ACTIVITIES

The first strategy was to identify the number of workers who are working at remote areas. This was accompanied by documentation of distance from headquarters to specific locations where workers are working, while other staffs were walking hardly a km from the HQ. Some had to take unreliable public transport for 225 km to collect their salaries. A return trip could take minimum of two days and might consume a significant proportion of worker's income.

Second strategy was to provide transport and security services to remote staffs during their go and return for salaries collection. Initially every month the Mtanila Health Centre Ambulance used to ferry staff from Mtanila, Kambikatoto and Mafyeko wards to collect salaries. However, ambulances are not meant for salary collection. During the absence of ambulance, emergencies could occur.

A third strategy, Chunya DC decided to provide accommodation Table 1, living allowances and essential house ware for newly recruited staff. In pursue of this strategy, the council rented houses for six accountants and provide bedding materials and living allowance in order to retain them, Table 4.

The fourth strategy was to track health staff right from respective training institutions (Table 5). In this aspect, District Commissioner in person, and Human Resource Officer visited Sumbawanga Health Institute producing Assistant Clinical Officers and Namanyere Nursing School at Nkasi District Council to convince the prospective candidates to work in Chunya DC.

Fifth strategy was to provide means of transport (motor cycles and bicycles) to field staff, Table 2 and Table 3. In order to achieve this strategy a special grant for remote areas (CG) was initiated. Equally various stakeholders and programmes were invited to collaborate in this aspect. These include secondary education development programme (SEDP), district agricultural development Plans (DADPs), capital development grant (CDG), Chunya development trust (CHUDET) together they managed to construct 35 staff houses costing about one billion (TZS), refer Table 2.10.

6.0 RESOURCES USED

About TZS 1 420 000/= were spent monthly for transport and security services to remote staffs in order to ferry staff from remote areas to collect their monthly salaries. Four vehicles consuming 2000 litres were involved in four different routes. Four drivers and four police officers involved. The exercise took a maximum of two days and all members of staff in remote areas were happy and safe back to their working station with minimal disturbance of working schedules.

Other resources include about one billion TZS for construction of 35 staff house, procurement of 23 motorcycles worthy 12.5 million TZS and 15 bicycles for 1,695 000 TZS as shown in appendix tables 2.12, table 2.13 and Table 2.14 respectively. In addition, about TZS 1,950,000.00 was involved in staff tracking from the training institutions. About TZS 826,000 was used to buy beds, mattress and mosquito nets. In some cases cash donation was made to various institutions.

7.0 RESULTS OF THE INITIATIVE

The most remarkable impact of Chunya DC was that turnover rate was reversed. Instead, more members of staff have been attracted to work in the district, five more Nurses and six Assistant Clinical Officers have been recruited. Civil servants in remote areas are retained due to non salary incentives. The fact that District Development Director (DED) cares for their well-being and safety by providing transport to collect their salaries it made a significant impact in terms of behavioral change.

Provision of hostels, beddings (beds and mattress, mosquito nets) to secondary schools has tremendous impact to boarding schools especially for girls (Table 2.10). Students can concentrate on their studies if they sleep well and ultimately pass their examinations. The hostel below accommodates students and they are comfortable. The council constructed this hostel to serve students from drudgery resulting and dangers of threatening wild animals. Example new staff house (refer photo below) was constructed by Chunya DC Education Fund which receives contributions from Tobacco Growers.



Lupa Secondary School hostel

Box 2.4: Miss Mary Chekwe a teacher in Lupa secondary school Chunya DC



Miss Mary Chekwe is one of the teachers in Lupa Secondary School in Chunya DC She hold BA Degree in Education; she is comfortable working here and living in one of the staff houses.

The time which was spent to collect monthly salary by each individual has been reduced. More time is available for service delivery. Attendance in class by teachers is increased. More patients are attended by nurses and clinical officers. As a result work efficiency and effectiveness of workers improved compared to initial situation.

Staff houses have been constructed implying staff and their families are comfortably settled and they can now concentrate on their work and enhance service delivery. Provision of motorcycles and bicycles has improved place utility in service delivery. Outreach programmes have been made easy. Service providers can now attend a bigger area in short time, and can now access remote areas where cars cannot reach. For more details refer table 2.10

Box no 2.4: Patrick Mpemba is an Agricultural Extension Officer of Mafyeko Ward



Mafyeko ward is 148km from council headquarters. Patrick was posted here in 2009 as his first appointment. He feels privileged than his fellow officers by the fact that the Council provided him with a motorcycle to facilitate and simplify his work in this ward that has scattered inhabitants in two villages.



Extension Officer's House and Poultry Extension for improved family Nutrition

Table No. 2.10: Other Initiatives taken by District council living environment in remote areas

No	Name of recipient Institution /village	Item (s)	Km from headquarter	Amount	Sources of Fund
1	Kapalala Secondary School	3 bed nets,	152	30,000	Director's personal
2	Kapalala Secondary school	100 mattresses,	152	1,700,000	Own source
3	Isangawana Secondary school	48 mattresses,	113	816,000	"
4	Totowe secondary School teachers	3 mattresses, 3 beds	131	600,000	"
5	Namkukwe secondary School teachers	4 mattresses, 4 beds	171	800,000	"
6	Kapalala secondary School teachers	3 mattresses, 3 beds	152	600,000	"
7	Chunya hospital	1 mattress, 1 bed, Cash grant		412,000	Other Charges health sector
8	Mbuyuni health center	2 mattress, 2 bed, Cash grant	121	826,000	Other Charges health sector

Source: Chunya DC 2011

6. STAFF TRACKING

Table 2.11 shows the outcome of staff tracking in health sector. Although 15 candidates on nursing and clinical officer school accepted to work in Chunya after lobbying which was done by RC and DHRM, the recruitment procedure was centrally done by the Ministry of Health. So the Council had to make special request, despite all the effort, out of 15 candidates who were ready to work in Chunya DC, only 11 were sent in.

Table No. 2.11: Health Department outcome of staff tracking

Categories	No of staff who responded	Actual No of staff recruited
Nurse and midwifery	7	5
Assistant clinical officers	8	6
Total	15	11

Source: Chunya DC 2011

Secret behind success of Chunya DC include political will by Councilors which allows prioritization of staff retention initiatives. There is also strong commitment of the Council leaders and District leaders in this initiative.

7.0 CHALLENGES ENCOUNTERED IN THE COURSE OF IMPLEMENTATION

The main challenge is poor infrastructure. All major and feeder roads are rough roads hence it is difficult for service providers to reach villages and wards. Most of villages are scattered implying high operational costs. Equally there are thick forests with wild animals between villages and wards which hinder Division Officers and other Field Officers to move from one Ward to another or from one village to another. Poor in-flow of financial resources is threat to sustainability of staff tracking.



Rough roads across thick forests challenges provision of services in Chunya DC

8.0 THE STRATEGIES USED TO ADDRESS THE CHALLENGES

Chunya DC is undertaking spot maintenance of the roads. Chunya DC is also soliciting more operational cost funds from the Central Government. Chunya DC is looking forward to provide vehicles to two Division Secretaries to enhance their work considering the geography of Chunya district. Chunya DC will continue soliciting more operational funds from the Central Government to allow provision of staff incentives. More initiatives are being sought in order to increase staff retention.

9.0 SECRETS OF SUCCESS AND FACTORS FOR REPLICATION

In Chunya case, the success rests on leadership qualities (DED and Chairman) which are very important in development of Chunya DC. Executive Director Mr. Morris Sapanjo has personal attributes required of a leader. He is a talented, daring, committed and determined to leave a foot mark behind. It takes a daring and innovative mind to make decisions like those made in Chunya DC. Director summoned the actors in the district and reasoned together pertaining to challenges facing the Council as he knew without stakeholders' participation it would be difficult to achieve the goals.

Stakeholder participation was another important aspect for success in Chunya. Mr. Sapanjo was an effective mentor to CCMT and in return CMT was strong in implementation of council decisions. Moreover Technocrats in Chunya had demonstrated good negotiation skills to convince Councilors and make radical decisions aimed at motivating and retaining the staff in the council. Among the stakeholders are tobacco growers' cooperatives and Chunya development trust.

The third factor for replication is effective priority setting. In their planning process, Chunya DC realized that HR tracking and motivation was a priority number one for them. Therefore resources were allocated according to priorities.

Appendix Table no. 2.12: Number of staff houses built, amount of resources and source of funding

No	Name of Ward/village	No of houses	Km from headquarter	Cost in TZS	Sources of Fund
1	Namkukwe Secondary School	3	171	54,000,000	SEDP and Community
2	Gua Village	1	192	29,700,000	DADPS and Community
3	Mafyeko Village	1	160	29,700,000	DADPS and Community
4	Lualaje Village	2	128	59,400,000	DADPS and Community
5	Kapalala Secondary School	5	154	150,000,000	PEDP and Community(1) CG* (1) CDG (1) Community (2)
6	Mbangala Village	1	80	30,000,000	CG* (1)
7	Mwagala Secondary school	3	120	81,000,000	Community
8	Maweni Secondary school	2	72	60,000,000	CG* (1)
9	Makongolosi Township	2	41	60,000,000	CDG (1) CG* (1)
10	Lupa Secondary School	3	88	90,000,000	CHUDET
11	Isangawana Secondary school	3	113	90,000,000	Lake Rukwa project (2) SEDP and Community (1)
12	Chunya Town	9	0	270,000,000	CG* (6) CDG (3)
Total		35		1,003,800,000	

Source: Chunya DC 2011

CG* = Special Grant for remote Districts

Appendix Table No. 2.13: Number of motorcycles distributed to staff working in remote area

No	Name of Ward/village	Worker	No of Motorcycle	Km from headquarter	Cost TZS	Sources of Fund
1	Gua	Agriculture extension staff	1	192	6,500,000	DADPS
2	Ngwala	"	1	189	6,500,000	DADPS
3	Lualaje	"	1	128	6,500,000	DADPS
4	Sangambi	"	1	30	6,500,000	DADPS
5	Mbuyuni	"	1	121	6,500,000	DADPS
6	Matwiga	"	1	121	5,000,000	DADPS
7	Galula	"	1	106	5,000,000	DADPS
8	Chokaa	"	1	-	5,000,000	DADPS
9	Mkwajuni	"	1	72	5,000,000	DADPS
10	DALDO HQ	"	1	-	5,000,000	DADPS
11	Makongolosi	"	1	41	5,000,000	VECO (Belgian Govt. support)
12	Chalangwa	"	1	24	5,000,000	VECO
13	Kanga	"	1	94	5,000,000	VECO
14	Ifumbo	"	1	114	5,000,000	VECO
15	Mtanila	"	1	103	5,000,000	VECO
16	Makongolosi	Ward Executive Officer	1	41	5,000,000	VECO
17	Chalangwa	"	1	24	5,000,000	VECO

18	Kanga	“	1	94	5,000,000	VECO
19	Ifumbo	“	1	114	5,000,000	VECO
20	Mtanila	“	1	103	5,000,000	VECO
21	Namkukwe	Headmaster	1	171	5,000,000	Own source
22	Ngwala	Ward Executive Officer	1	189	5,000,000	Own source
23	HQ	Cooperate Officer	1	-	5,000,000	VECO
	TOTAL		23		122,500,000	

Source: Chunya DC 2011

Appendix Table No. 2.14: Number of bicycles distributed to staff working in remote areas.

No	village	Target	No of Bicycle	Km from headquarter	Cost TZS	Source of Fund
1	Igagwe	Village Executive Officer	1	99	113,000	Capacity Building Grant
2	Kalangali	“	1	93	113,000	“
3	Lupa	“	1	88	113,000	“
4	Igundu	“	1	18	113,000	“
5	Sangambi	“	1	30	113,000	“
6	Isewe	“	1	26	113,000	“
7	Itindi	“	1	112	113,000	“
8	Ileya	“	1	105	113,000	“
9	Maleza	“	1	84	113,000	“
10	Mbala	“	1	90	113,000	“
11	Iseche	“	1	82	113,000	“
12	Patamela	“	1	54	113,000	“
13	Mbuyuni	“	1	121	113,000	“
14	Mpona	“	1	155	113,000	“
15	Namambo	“	1	129	113,000	“
Total			15		1,695,000	

Source: Chunya DC 2011

Chapter Three: Fiscal Decentralization and Revenue Enhancement

Fiscal Decentralization means that the authority of tax collection or expenditure is transferred from superior offices (national) to subordinate offices (Local) for the purpose of producing appropriate public-services for improving the public welfare of residents. There are those who believe that there is a ratio of total national finance to local finance, or that a local government has the power of decision making for adjusting finances. Although there are various ideas about fiscal decentralization, in general, the amount of financial decision-making and authority a local government has increases as financial decentralization occurs on a local level. Necessary Conditions for fiscal decentralization include Elected Local Council, Locally Appointed Chief Officers, Significant Local Government Revenue Capacity, Significant Local Government Expenditure Responsibility, Budget Autonomy, Hard Budget Constraint and Transparency. The Desirable Conditions include Freedom from Excessive Central Government control, Expenditures Mandates, Unconditional Transfers from Higher Level Governments and Borrowing Powers.

According to the Tanzanian Local Government Reform Policy Paper (1998) The Tanzanian fiscal decentralization means making LGAs have their own sound sources of revenue, creating efficient intergovernmental fiscal transfers, providing efficient level of funding for the delivery of mandated services, improving revenue generation, guaranteeing transparency and fairness in fiscal allocations and ensuring equity in service delivery. Fiscal decentralization in Tanzania encompasses in principle the following facts;

- (i) LGAs should not be assigned responsibilities or mandates that are unfunded
- (ii) The grant system should allow national (priority) policies to be executed through LGAs, which could be funded with conditional grants and guided by national minimum standards
- (iii) The grants system should encourage LGAs to set their own priorities through the introduction of significant unconditional grants and development grants
- (iv) The unconditional grants should be provided in an equalizing manner by compensating LGAs which have weak resource base
- (v) Calculation of grants should be done on formula basis based on reliable, fair and objective criteria
- (vi) Grants from particular line Ministries' budgets should be avoided as much as possible

Revenue enhancement refers to the use of autonomy granted by the Central Government to the LGAs to raise revenue and spend depending on their own priorities. Revenue enhancement includes activities such as finding the sources for revenue, widening the tax base, encouraging economic development activities that increase the sources of taxations and enacting bylaws that enforce revenue collection and spending.

In this chapter, two cases are presented. Mtwara-Mikindani Municipal Council case is about innovative fiscal cadastre digital system in which a computer assisted mass appraisal system is used for property identification, digital mapping of properties, fair and equitable valuation of properties is discussed. A case of Mbeya City Council is about entrepreneurial efforts to enhance revenue through local investments. It demonstrates the courage and prudence required for LGAs to borrow from financial institutions and invest fast paying project. As the revenue allocation from central government are in decline and heavily regulated LGAs are forced to become active in soliciting revenue from alternative sources such as income generating projects. Analysis of cases in this chapter shows that:

- Property tax is a potential source own source revenue for most of LGAs but this source is still underutilized. The reason for underutilization includes unidentified, unregistered properties, poor record keeping, inequitable valuation, and out-of-date valuation rolls. To address these challenges, cadastre system could be very useful not only on revenue enhancement but also for capturing other important data for decision making.
- LGAs are legal self propelling entities. In this regards and considering the meager resources from central government, they must embark on big investments and entrepreneurial activities with potential of high revenue turn over. LGAs must be prudent and innovative to venture on real estates, mining, training, and tourism. In order to so they must take risk and borrow from existing financial institutions such as local government loans board, CRDB, Investment Bank, Millennium Village fund, Millennium City fund, UN habitat programme and many others.
- Management of public investment requires strict management, hence LGAs must collaborate with private sector through public private partnership spirit (PPP).

MTWARA MIKINDANI MUNICIPAL COUNCIL



REVENUE ENHANCEMENT THROUGH FISCAL CADASTRE DIGITAL SYSTEM



SAMPLE OF PROPERTY IDENTIFICATION NUMBER

1.0 INTRODUCTION

In Tanzania, most of the land parcels and land based properties are not registered. Since these properties are not identified and registered, it was not easy to estimate mandatory taxes such as property tax. This situation calls for comprehensive identification and registration of properties. This is a case about revenue enhancement through effective property tax collection through fiscal cadastre digital system (FCDS) in Mtwara-Mikindani Municipal Council. FCDS is based on Computer Assisted Mass Appraisal (CAMA) system. In this system all properties within the municipal boundaries are digitally surveyed, identified, registered and equitable property tax estimated according to market value rating. In this way, Mtwara MC intends to increase revenue resulting from property tax ten folds. This is a progressive case of its type picked by Tanzania Osaka Alumni (TOA) as representative for fiscal decentralization in Tanzania. Mtwara MC, of late has made notable improvement not only on revenue collection but also on efficient expenditure of public funds. For the past two years consecutively, Mtwara MC was awarded “unqualified opinion” (*hati safi*) by Controller and Auditor General (CAG). It is the first council to have comprehensive properties identification and is model that can automatically be replicated in other LGA with minimum modification.

Mtwara-Mikindani Municipal Council is found in Mtwara region in Southern Tanzania. It borders People’s Republic of Mozambique to the south, Ruvuma region to the West, Lindi region to the North and Indian Ocean to the East. It is the smallest of the six district of Mtwara region. It is the urban district of Mtwara-Mikindani covering 163 sq. km. Administratively it is divided into 13 wards and two villages. In spite of its remote location and economic backwardness, the region has made some economic progress.

Mtwara like the rest of Tanzania is predominately agrarian economy. The main occupation of the inhabitants of the region is farming. About 92 percent of the population is engaged in agriculture, apart from other rural activities like fishing, beekeeping and small scale industries. In the past, the southern zone as a whole and Mtwara in particular was unattractive to the new generation who moved out in search of greener pastures elsewhere in Tanzania. This trend had severe effect to economic development of Mtwara. However, from 2005 there is drastic improvement in road connections with the north and west which has open up the region to external markets. As a result settlement at Mtwara-Mikindani Municipal Council has rapidly increased. Property ownership has also improved drastically and it is one of the potential council revenue sources. In the past flat rate property tax of TAS 10,000 and TAS 20,000 for residential and commercial properties respectively were charged. Annual turnover from this source was merely TAS 20 million but when fully operation and with 100% compliance, this source alone will yield over TAS 200 million.

Fiscal cadastre system refers to improving revenue collection using a cadastral survey or cadastral map. It is a comprehensive register of the real property of a country. A cadastre commonly includes details of the ownership, the tenure, the precise location (some include GPS coordinates), the dimensions, and the value of individual parcels of land. Cadastres are used by many nations around the world, some in conjunction with other

records, such as a title register. In most countries, legal systems have developed around the original administrative systems and use the cadastre to define the dimensions and location of land parcels described in legal documentation. The cadastre is a fundamental source of data in disputes and lawsuits between landowners. It is however new in Tanzania and Mtwara Municipal Council is a pioneer of this important system.

2.0 PROBLEM STATEMENT

In 2002/03 rationalisation of local government taxes and, in particular, the abolishment of the development levy, had implication that many district councils, in the short run, would lose 40-50 percent of their own generated revenues. This raised concern among stakeholders at both the local and central levels that the financial autonomy of local authorities is undermined as a result of rationalization of Local Government taxes. Moreover, tax evasion was widespread, often reflected in persistent public resistance to pay. This situation led to a sharp decline of Local Government own sourced revenue and, it was decided to review Local Government taxes processes.

This review was intended to encourage local government authorities to broaden their tax bases. In Mtwara-Mikindani MC, the focus of review was on property tax enhancement. Fiscal cadastre system was one of ways to enhance revenue. The idea was discussed in the full council in 2003/04 and it was decided to review the existing and potential revenue sources. In that review it was revealed that:-

- Municipal council was using property valuation roll of 1992 which was outdated in terms of values and actual number of buildings existing in their area of jurisdiction.
- Though unavoidable, updating valuation was very expensive.
- Flat rate system (1 rate per / Mtaa) was extremely unfair and created discontent among tax payers hence disincentive for property rate compliance. Flat rate system did not consider the differences in quality attributes and size of properties.
- Poor record keeping of payments undermined enforcement by Municipal Council to defaulters. In manual record system it was easy to misplace, errors and omissions were common.
- Lack of payment options (only at 1 office) resulted in low compliance. All property tax payers had to visit Council headquarters to pay tax. This was unfair for those who were located on the periphery of the council frontiers. By widening the option to Ward or Mtaa level it could widen the option and reduce rate of defaults.
- Weak follow-up of tax collection. Council has very few officials to follow-up tax payer in entire council. This exercise was complicated by difficult in identification of properties.
- Insufficient awareness on Property Tax. Tax payers were not sensitized; little was known about importance local government taxes hence there was no incentive for them to pay tax.

- Discrepancy between estimated and actual property tax collection. Annual collections were not consistent to estimated potential (of more than: 10,000 households), as illustrated in table 1 below. This situation suggests that the council had no reliable data set of potential property tax payers.

Table 3.1: Property tax discrepancy for 2005-2010

YEAR	ESTIMATES (TAS)	COLLECTIONS (TAS)
2005/2006	26,000,000.00	39,234,325.00
2009/2010	65,000,000.00	49,203,004.85

Source: Mtwara Mikindani MC 2011

3.0 OBJECTIVE

In order to address the above problems, Mtwara-Mikindani MC decided to enhance revenue collection. Specific objectives were:-

- Updated information about all properties in its jurisdiction made available,
- Equitable and cost-effective distribution of tax burden among citizens realized,
- Efficient and automated administrative procedures effected,
- Increased Property Tax Collection, and
- Improved social and economic service delivery

4.0 IMPLEMENTATION STRATEGIES

Mtwara-Mikindani MC is a pilot area for fiscal cadastre system. The Fiscal cadastre system is implemented in collaboration with development partners including GIZ and World Bank. Implementation started on September 2009 as a pilot area. It is projected that when the system becomes fully operational and with 100% compliance the council will raise property tax from TAS 15-20 million to over TAS 200 million per annum. In order to realize the earmarked objectives, the following strategies were set

(i) Awareness creation to property owners

A number of sensitization meetings and workshops were organized at ward and council level to create awareness of the new system for property tax collection system.

(ii) Digitizing of cadastral maps, clarifying & drawing of Mtaa and block boundaries

The entire Council area was mapped using digital technology. Both aerial and surface maps were important in the digitization exercise. Photographs of all properties and property owners were taken for documentation and reference purpose. Naliendele Research Institute contributed map digitization facilities using Geographical Positioning System (GPS) Technology. Individual household survey was done in collaboration with Vocational Training Authority (VETA). Outsourcing of enumerators was intended to avoid biasness; hence VETA students were used for this exercise.

(iii) Assessment and valuation of properties

Valuation exercise was done by Valuers to determine the actual market value of each property as a bench mark for property tax estimation Figure 2. The result was disaggregated rates basing on property attributes, location, size, use and the type of property.

(iv) Fiscal Cadastre Construction

Using a Computer Assisted Mass Appraisal (FCDS/CAMA) the system was constructed (Refer table 3.1). Information communication technology (ICT) experts from University of Dar Es Salaam were instrumental in this exercise.

(v) Verification and pre-testing of data collection tools

The system was verified by pre-testing functionality of various components of the system. Necessary corrections were made prior to data entry table 3. 1.

(vi) Data entry

After confirmation of CAMA system, data from step ii and iii above were entered to the system electronically and some were done manually. Basing on location and property attributes, the system could determine the amount of property tax to be paid by the owner (demand notes) figure 3.2.

(vii) Property classification and labelling

Property labelling was done by sticking a permanent property identification number on each house. Properties are classified as privately owned or public (belonging to faith based organization and government organizations); residential or commercial purpose, figure 3.2 and schedule 3.1.

(viii) Institutional set up of fiscal cadastre system

The institutional set up of FCDS/CAMA is presented by figure 3.1 while construction cost are presented under table 3.2. According to the setup, University of Dar es salaam through its computing centre (UCC) provides technical backstopping to CAMA experts at revenue section of Mtwara MC. FCDS/CAMA experts are responsible in maintaining the system and to update data from the WEO. Experts print annual demand notes (bills) and send them to WEO. In turn WEO send the demand notes to Mtaa Executive Officers (MEOs) for distribution to respective property owners in the grass root. In response, tax payers pay their tax at ward level. Every Friday WEO delivers the revenue collected to Municipal Council and in turn 10% of collection is sent back to WEO as incentive. Legal section is there to ensure compliance by enforcing the property tax byelaw. Town Planning department is very important department to ensure all new properties are identified as per municipal master plan.

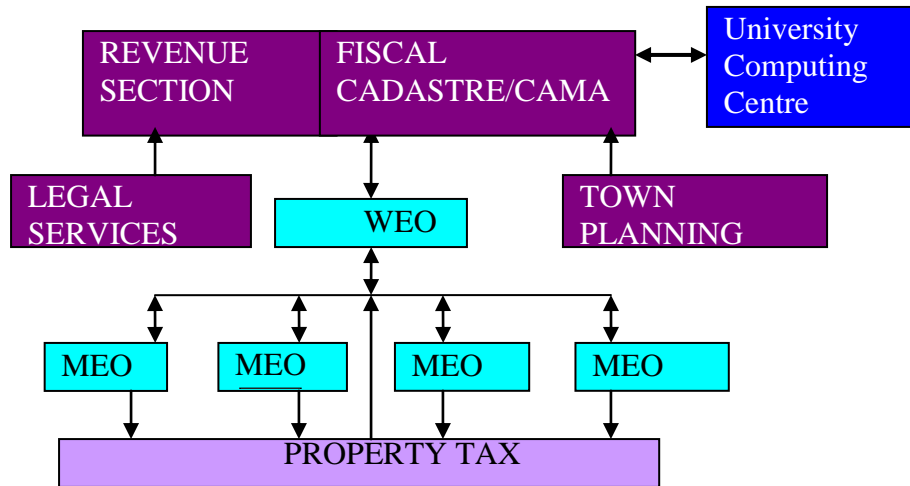


Figure.3.1: Institutional set up for fiscal cadastral operation

5.0 RESOURCES USED

Resources used to implement activities under this programme are from two main sources namely own source and donor funds as indicate in table 3.2. Funds from GIZ were the main part (90.3%) of the total and the funds were used for training, consultation fee, vehicles, transport, computers and software. Funds from Strategic Cities Programme which is funded by World Bank was used for training, Community mobilization and conducting seminars on willingness to pay property tax to grassroots leaders. Naliendele Research Institute contributed map digitization facilities using Geographical Positioning System (GPS) Technology. The Council contribution was (9.7%) of total and was used to pay allowances, salaries and other expanses to local consultants.

6.0 RESULTS AND ACHIEVEMENTS

A Software to operate the system (Computer-Assisted Mass Appraisal System) was developed and it is operational. Mtwara-Mikindani successfully digitized the map for entire council for easy property identification, figure 3. The digital process helped to collect and computerize data for 75% of all houses; provided door labels to all identified houses. The council has succeeded to undertake valuation of all houses with high precision and in consideration of equity. Through this automated system there is transparent property tax valuation roll upon which to issue property tax bills. As it can be viewed on property label figure 2 below), LAG identification is shown meaning that it can be replicated to other LGA is Tanzania. ID for Mtwara MCC HQ is 0905; located in ward ID is 052; in Mtaa with ID number 534; the block rate in this area is rated as block rate 01 on high potential area; Object (office block) ID is 0082 and it is referring to building number 01.

From December 2011 the system is operating and all property bills are issued by the FCDS/CAMA system, distributed through WEO and MEO. Property rates are paid through WEO offices. While waiting for review and harmonization of financial byelaw, the Council has adopted a flat rate of TAS 10,000; 20,000, 30,000 for residential houses and TAS 20,000; 40,000; 60,000 for commercial properties. About 12,000 properties out of 16,000 have already been identified. All Properties have been documented using a permanent GPS reference. Members of the staff from Finance and Land Departments were trained on FCDS/CAMA. Cadastre data collected through this system can be utilized by other departments e.g. Land fees, Hotel levy and Service fees.



Figure 3.3 Property Identification Number

Box 3.1: Stakeholders' views

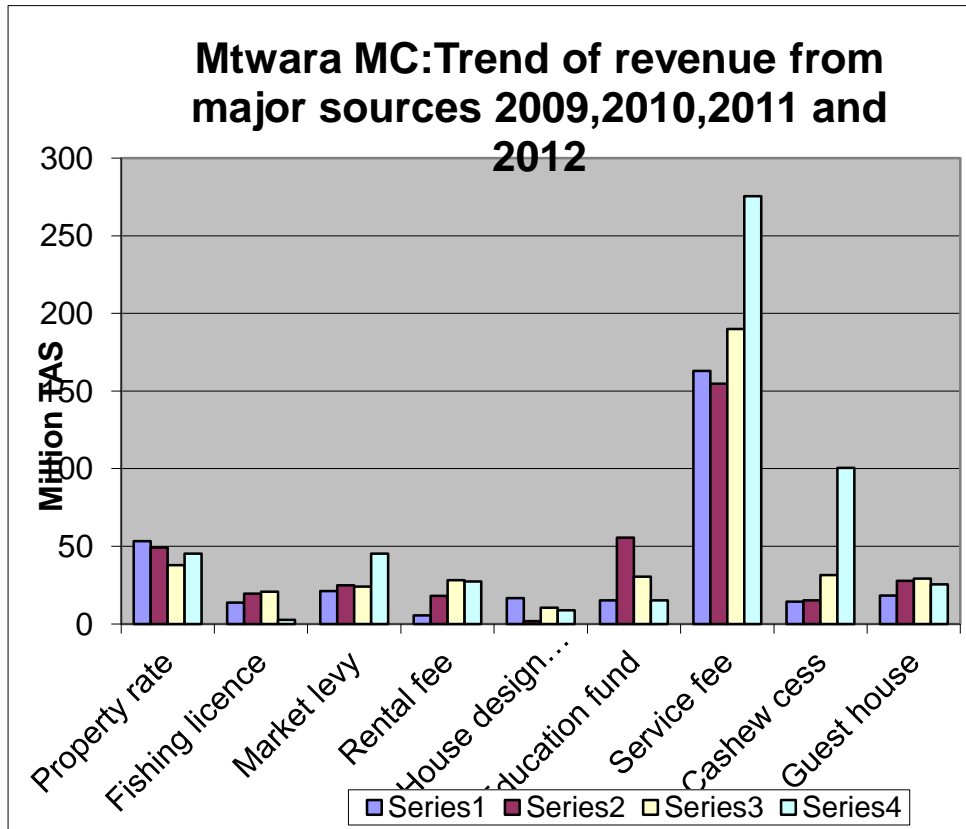
Mayor Hon. Selemani Mtalika:

According to Mayor Hon. Selemani Mtalika, the idea of fiscal cadastre system evolved from Local Government Reform Programme phase one (in 2002/03). “This system is better than the flat rate system; it considers market value and equity but it requires very close follow-up by Ward Executive Officers to note and incorporate frequent property changes. When fully sensitized tax payers will willingly pay their taxes. Moreover the system can be used for other purposes such as hotel levy”.

According to WEO of Chikongola Ward Mr. Justin Mkwara.

“The system is efficient as all the properties are recognized, registered, valued and labeled. All WEO offices are property tax paying centers. Every Friday we send weekly collections to the Council and about 10% of all collection in the ward is supposed to be remitted back to WEO’s office as motivation”.

Appendix table 1 shows the trend of own sourced revenue from major sources in Mtwara Mikindani MC for the past four years. The trends shows that property tax ranks second to service levy even before the new rates are affected refer the figure below. It is the most stable income across the years and hence most reliable source because permanent properties tend increase rather than decreasing the value. More properties are erected daily and low value areas will tend be uplifted to high value zone as business increases.



NB: Series 1=2009data; Series 2 =2010data; Series 3 =2011data; Series 4= 2012data

Source: Analysis from revenue data MMC 2012

7.0 CHALLENGES

(i) Shortage of staff

The system as presented above is under pilot. Currently there is no sufficient number of staff to operate the system as observed in table 3.3.

Table 3.3. Estimated versus actual number key staff for effective FCDS

Specialization	Estimate	Actual
Town planning	35	8
Legal services	5	2
ICT /FCDS/CAMA		4

Source: Mtwara-Mikindani 2011

(II) Ratable property

Under this system, data collection includes data from properties exempted by current legislation (e.g. Government Properties & those owned by Faith based organizations). This is important as it takes into consideration future changes of legal definition of ratable property. Those properties exempted today, may be liable for local taxes tomorrow.

(iii) Review and Harmonization of byelaw

Although FCDS is operational, there are legal issues which are pending. The Local Government Financial Act requires that in property tax estimation, one may adopt market value, replacement value or both in asset valuation to establish tax rate. Formally Mtwara MC was using flat rate while the current system is to set to use both replacement and market value. This change requires amendment of byelaw before it can be enforced.

8.0 SUSTAINABILITY OF THE SYSTEM AND THE WAY FORWARD

Sustainability is a function of availability of dedicated staff and political will of political leader as well as bureaucrats from Municipal Council. This type work requires qualified and dedicated staff members in ICT, Finance, Town planning, and legal services and at the grass root level. Also the unforeseen staff fluctuation in the Council e.g. transfers and long term training. Mtwara Municipal council will continue consulting with the Ardhi University – UCLAS and UCC to keep the system working. The council will continue with the awareness creation to tax payers, monitoring and evaluation of the system. The success of this pilot project will be rolled out in other LGAs. All other LGAs are welcome to learn about Fiscal Cadastre Digital System from Mtwara-Mikindani Municipal Council.

9.0 SECRET OF SUCCESS AND FACTORS FOR REPLICATION

The secrets of success in Mtwara-Mikindani lies on

- (i) Willingness of the council to adopt new approaches e.g. FCDS /CAMA system is of paramount importance. Initial costs are high but incremental benefits will last over the years. It is recommended for adopters of this system to consider initial cost and its implication to the council budget. In addition they should consider ICT capacity existing in their location.
- (ii) Mtwara-Mikindani is exceptional case in the sense that about 93% of cost was support from GIZ. LGAs with low liquidity but wishing to copy the model should look for development partners. However the amount for developing this kind of system is within the capacity of many LGAs. What is required is prioritization of projects and active seeking for partners and supports from various sources
- (iii) Determination of the council to identify, registers, and label all properties, plots and streets in the Municipality with or without computerized system. It requires determination to embark on this data intensive exercise. Considering that property tax is one of underutilized source of Income all LGAs should consider increasing property tax.
- (iv) Strong cooperation of stakeholders e.g. GIZ, land department, accounts department Research Institute, Ardhi University, UCC were instrumental in FCDS/CAMA achievement.
- (v) Change of bylaws is mandatory in order to conform to existing financial statues. Before any LGA can adopt this system they must consider review of their Local Government financial regulations. Most of LGAs are using flat rate but CAMA use disaggregated rates based on replacement and market value. Disaggregated rates are fair and equitable hence promoting compliance.

- (vi) Should some LGAs decide to adopt this system, then there is need to separate data collection and property valuation exercise to minimize conflicts of interest. These two important activities should not be done concurrently.
- (vii) In order to increase efficiency and performance it is important to outsource of data collection and enumeration services.
- (viii) Finally FCDS is useful in collecting useful data for other Municipal departments. It can be used for estimation of hotel levy as all hotels and guest houses are captured with the system.
- (ix) It can be used to collect demographic data such as age, sex, occupation and number of occupants of household.
- (x) It can also be used for analysis of economical potential of different zones in the city or municipal
- (xi) It is important for disaster management such as fire protection because it is based on comprehensive town planning. It make easy to leave sufficient space between properties and it make easy for fire brigade to arrive on scene without delay.
- (xii) The system is useful on environmental conservation. It ensures clean city development
- (xiii) It is a useful tool for city planning and re-planning of cities and towns.

Table 3.2: Fiscal Cadastre Construction investment

Items	GIZ	TAS.	M-M MC TAS.
Office Renovation (incl. furniture and AC)			9,000,000
Preparation of Base Maps and Rate block Maps	1,190,000		1,800,000
Preparation of Base Maps and Rate block Maps	500,000		
Preparation of Base Maps and Rate block Maps	3,345,000		
Survey Materials (Data Sheet, Stickers, Measurement	260,000		2,400,000
Systematic Property Data Collection	31,000,000		
Allowances			600,000
Supervision and quality Control	2,650,000		

Transportation	450,000	400,000
Equipment (Computers, Printers, Network, Cameras)	19,875,000	
Training and Maintenance of the Property Rate System	-	-
Sub Total	59,270,000	14,200,000
Soft ware Development of Data entry	25,850,000	
Property Mass Rating and Assessment Support	70,800,000	
Total	155,920,000	15,200,000
Percentage	90.3	9.7

Source: Mtwara-Mikindani Municipal Council 2011

Rate Assessment: Current and Proposed

Prop. Ref. No (PRN) + Bid No: 0905-052-516-001-0002 1
 Rateable/Non-Rateable: RATEABLE

LAND CHARACTERISTICS			
Land Use	Residential	Location Adj. Zone	AO
Road Access	Earth Road	Electricity	No
Water Supply	Metered / Main	Land Plot Area	0
Sanitation	Septic Tank		
Perimeter Fence Type	None	Total Fence Length (M)	0
Fence Condition	None	Avg. Fence Height (M)	0



Location Adjustment Rate 0.89


BUILDING CONSTRUCTION CHARACTERISTICS			
Building Type	Detached House	Number of Floors	1
Structure Type	Cement Brick		
Exterior Wall Type	Brick-Plastered	Roof Type	Metal Sheet
Floor Finish Type	Cement	Ceiling Finish Type	None
Construction Year	2008	Gen. Ext. Condition	Good
Reconstruction Year	0	Gen. Int. Condition	Good
		Total Bld. Area (M2)	41

Base Construction Cost per M2 (TSh)	350,000								
Base Flat Rate per M2 (TSh) @ 0.05%	175								
EWT	1.00	FFT	1.00	RFT	1.00	CFT	0.90	Product	0.90
Adj. Construction Cost per M2 (TSh)	315,000								
Depreciated Adj. Cons. Cost @ 10%	283,500								
Estimated Property Fiscal Value (TSh)	10,300,000								
New Tot. Flat Rates Liability @ 0.05%	5,000								
Current Property Flat Rates Liability	10,000								

Figure 3.2: Rate Assessment

Source: Mtwara-Mikindani Municipal Council 2011

Schedule1: Property Rate Data Sheet

	PROPERTY RATE DATA SHEET				Doc. Ref. No.				
	Mtwara-Mikindani Municipal Council				Year Bundle No. Page No.				
<input type="checkbox"/> New Record		<input type="checkbox"/> New Sales		<input type="checkbox"/> Update Rec.		<input type="checkbox"/> Delete Ppty		<input type="checkbox"/> Delete Bld	
Prop. Ref. No.		0 9 0 5		LGA Ward Mtaa Rate Block		Object No.		Shared Building No.	
Shared PRN		0 9 0 5		LGA Ward Mtaa Rate Block		Object No.		Non-Rateable	

PROPERTY LOCATION			
Street + Location:		Plot No:	Geo Code:
Existing Property Reference Number:			
OWNER / OCCUPIER / BENEFICIARY		TIN:	
<input type="checkbox"/> Individual First Name: _____ Middle Name: _____ Last Name: _____ Cell Phone No: _____		<input type="checkbox"/> Full Company Name Main Land Line Phone No: _____	
<input type="checkbox"/> Legal Entity Street + Location: _____ Plot No: _____ P.O. Box: _____		Municipality: _____ Ward: _____ Mtaa: _____ Email Address: _____	

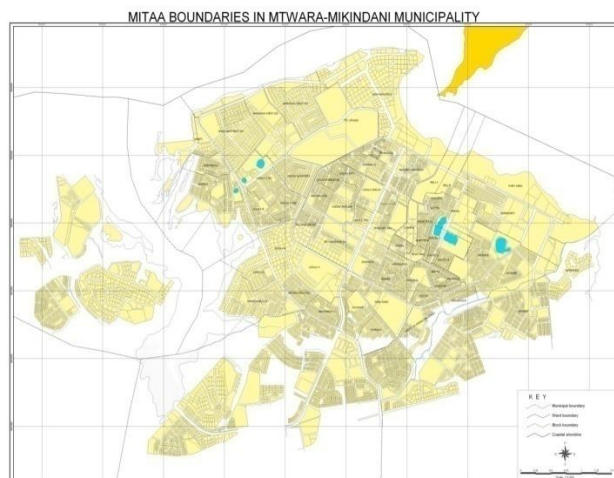
LAND CHARACTERISTICS			
Tenure: <input type="checkbox"/> Leasehold <input type="checkbox"/> Untilted <input type="checkbox"/> Other		Land Use: <input type="checkbox"/> Residential <input type="checkbox"/> Business/Commerce <input type="checkbox"/> Industry/Factory <input type="checkbox"/> Institutional <input type="checkbox"/> Agriculture <input type="checkbox"/> Other	
Electricity Connection: <input type="checkbox"/> Yes <input type="checkbox"/> No		Road Access: <input type="checkbox"/> Tarmac Rd <input type="checkbox"/> Murrum/Gravel Rd <input type="checkbox"/> Earth Rd <input type="checkbox"/> Water Supply (Municipal/Flat Rate) <input type="checkbox"/> Borehole <input type="checkbox"/> Stand Tap <input type="checkbox"/> Other	
Sanitation: <input type="checkbox"/> Sewer <input type="checkbox"/> Septic Tank <input type="checkbox"/> Pit Latrine		Perimeter Fence Type: <input type="checkbox"/> Steel/RoadBar <input type="checkbox"/> Brick Wall <input type="checkbox"/> Metal Sheet <input type="checkbox"/> Iron Mesh <input type="checkbox"/> Timber <input type="checkbox"/> Plant <input type="checkbox"/> Other <input type="checkbox"/> None	
General Perimeter Fence Condition: <input type="checkbox"/> Very Good <input type="checkbox"/> Good <input type="checkbox"/> Fair <input type="checkbox"/> Poor		Total Fence Length (M): _____ Avg. Fence Height (M): _____ Plot Area (M ²): _____ Loc. Adj. Code: _____	

BUILDING CONSTRUCTION CHARACTERISTICS				Under Construction
Building Type/Use: Commercial/Industrial <input type="checkbox"/> Shipping Store <input type="checkbox"/> Meat/Chill. Store <input type="checkbox"/> Shop/Workshop <input type="checkbox"/> Office/Bank <input type="checkbox"/> Hotel <input type="checkbox"/> Factory/Warehouse <input type="checkbox"/> Storage Tank <input type="checkbox"/> Other		Building Type/Use: Institutional <input type="checkbox"/> School <input type="checkbox"/> Sport/Recreation <input type="checkbox"/> Clinic/Hospital <input type="checkbox"/> Workshop <input type="checkbox"/> Government <input type="checkbox"/> Other		<input type="checkbox"/> Under Construction
General Exterior Condition: <input type="checkbox"/> Very Good <input type="checkbox"/> Good <input type="checkbox"/> Fair <input type="checkbox"/> Poor		Building Type/Use: Residential <input type="checkbox"/> Detached House <input type="checkbox"/> Semi-Detached <input type="checkbox"/> Apartment/Condo <input type="checkbox"/> Hut <input type="checkbox"/> Other		Structure Type: <input type="checkbox"/> Steel <input type="checkbox"/> Concrete <input type="checkbox"/> Cement Block <input type="checkbox"/> Clay/Brick <input type="checkbox"/> Timber <input type="checkbox"/> Other
Roof Type: <input type="checkbox"/> Concrete <input type="checkbox"/> Corr. Alum./Metal Sheet <input type="checkbox"/> Tiles <input type="checkbox"/> Asbestos <input type="checkbox"/> Grass/Palm <input type="checkbox"/> Other <input type="checkbox"/> None		Exterior Wall Type: <input type="checkbox"/> Concrete <input type="checkbox"/> Glass <input type="checkbox"/> Metal Sheet <input type="checkbox"/> Brick-Plastered <input type="checkbox"/> Brick-Clad <input type="checkbox"/> Timber <input type="checkbox"/> Mud <input type="checkbox"/> Other <input type="checkbox"/> None		Construction Year: _____ Reconstruction Year: _____
Number of Floors: _____		Elevator/Escalator (Y/N): _____		

ADDITIONAL BUILDING CHARACTERISTICS			
General Interior Condition: <input type="checkbox"/> Very Good <input type="checkbox"/> Good <input type="checkbox"/> Fair <input type="checkbox"/> Poor		Floor Finish Type: <input type="checkbox"/> Marble/Granite <input type="checkbox"/> Stone <input type="checkbox"/> Terrazzo <input type="checkbox"/> Concrete <input type="checkbox"/> Gypsum <input type="checkbox"/> Timber	
Total Building Floor Area (M ²) (see calc. in the back page) <input type="checkbox"/> Tiles <input type="checkbox"/> Timber/Wooden <input type="checkbox"/> Cement <input type="checkbox"/> Softboard/Hardboard <input type="checkbox"/> Chipboard <input type="checkbox"/> Other <input type="checkbox"/> None		Ceiling Finish Type: <input type="checkbox"/> Concrete <input type="checkbox"/> Gypsum <input type="checkbox"/> Timber <input type="checkbox"/> Softboard/Hardboard <input type="checkbox"/> Chipboard <input type="checkbox"/> Other <input type="checkbox"/> None	
Number of Full Baths: _____		Number of Toilets: _____	

SIGNATURES			
The information registered on this form is true and accurate to the best of my knowledge. Need Re-Survey? <input type="checkbox"/> Issue New Bill? <input type="checkbox"/>			
Date: _____	Date: _____	Date: _____	Date Entry Initial Date: _____
<input type="checkbox"/> Owner <input type="checkbox"/> Occupier <input type="checkbox"/> Beneficiary Enumerator/Surveyor ID: _____	Supervisor ID: _____		

Figure 3.4 Digitized Map of Mtwara- Mikindani Municipality
Source: Mtwara-Mikindani Municipal Council 2011



Source: Mtwara – Mikindani Municipal Council 2011

Appendix table 1: Trend of revenue collection from major sources

Main Sources	Year			
	2008/09	2009/10	2010/11	2011/12
Service fee	163044826	154630701	189986323	275423156
Property rate*	53307904	49203004	37841974	45229918
Cashew cess	14325862	15202600	31459880	100552480
Fishing license	13801700	19434600	20656000	2699300
Market levy	21132900	24837200	24098800	45339470
Rental fee	5489485	18093687	28121409	27263370
House design fee	16572580	1872600	10374010	8889907
Education fund	15174892	55605207	30459148	15145279
Guest house fee	18228751	27733400	29223267	25560800

Source: Mtwara Mikindani MC 2012

*NB: when in full operation new property tax system will provide stable income of over 200 million TAS annually.

MBEYA CITY COUNCIL



REVENUE ENHANCEMENT THROUGH ENTREPRENEURSHIP



MBEYA CC: MKAPA CONFERENCE CENTRE

1.0 INTRODUCTION

From 1996/97 the Government of Tanzania started to implement its decision of restructuring the regional administration and putting in place Local Authorities (LAs) which are well performing in the way of championing development and delivering of economic and social services to the people. In this regard, financial resources are basic working gear. Moreover, LAs require facilities and necessary infrastructure for service delivery. Although the functions of LAs are increasing annually, the financial resources allocated from the central government does not match the planned activities. This situation leaves a huge burden to LAs to seek for revenue from alternative own sources.

Mbeya Municipal Council (MCC) is one of those LAs which has suffered from under funding and low revenue from own sources. In response to the low revenue the council decided to construct an ultra modern multipurpose conference centre and hostel in order to enhance revenue, an innovative action worthy of been copied by other LAs in Tanzania. It is on this premise that Tanzania Osaka Alumni (TOA) decided to pick MCC as a representative best practice on revenue enhancement.

2.0 BACKGROUND

MCC is found in Mbeya district and is one of the eight districts of Mbeya Region. The district lies between latitudes 7° and 9° South of Equator and between longitudes 33° and 35° East of Greenwich. It is bordered by Mbarali district to the East, Rungwe and Ileje districts to the South. The district also borders with Mbozi district to the West and Chunya district to the North -West. Mbeya City experience temperate climate, with average daily temperatures ranging from 11°C to 25°C. The city is equipped with good communication services, i.e. it is linked with an air strip and a modern airport, TAZARA railway and TANZAM highway. It is also a major business centre for southern highlands and it has implemented various development projects by utilizing funds from the Central Government, own sources, donors and community contribution.

3.0 PROBLEM STATEMENT

Mbeya City Council was facing a problem of low level revenue i.e. The Council own source was 604,991,257/= per year in 2004/05FY (Fiscal Year). It had no conference facilities to host meetings at national and international level and collect potential revenue; and also Council hostel.

2. OBJECTIVE

The objective of MCC was to enhance own sourced revenue and ensure accessibility of quality social and economic services.

3.0 IMPLEMENTATION STRATEGIES & ACTIVITIES

In 2003, Full Council meeting which is the supreme organ for decision making and financial approval, decided to engage into construction of modern conference facility, which could contribute to additional own sourced of revenue in Mbeya City. In order to achieve this objective, the following activities were undertaken;

i) Identification of site

It was agreed to construct the modern conference centre at the former Community Centre area. The area is strategically located on the central business area (CBA) where there are a lot of social activities. It is also surrounded by supportive services such as guest houses, bus terminal, shopping centres, and religious institutions. Similarly, the site for Council Hostel was in a prime area formerly known as *uzunguni* area on the foot of beautiful Loleza Mountains.

ii) Feasibility study

Following site identification, a feasibility study was conducted to ascertain social, economic, gender, and environmental soundness of the project. This exercise was followed by design and approval of the council.

iii) Mobilization of funds

Funds for this project were generously mobilized from both own source and Local Government Loans Board (LGLB). The LGLB is a financial institution which serves as a source of loan capital finance to Local Government Authorities for investment purposes. The investments aim at stimulating economic development by supporting the implementation of economic projects, geared towards improving and/or increasing Local Government revenue capacity. Moreover, LGLB provide financial assistance by way of grants, furnishing of guarantees or in any other way. They also provide and operate services on behalf of or for the benefit of Local Government Authorities. Therefore this was appropriate source of loan for this project.

iv) Construction works

The formal procedures to procure contractor services were done and the success bidder was given the contract. A consultant and resident engineer supervised the work to completion.

v) Finishing works.

The project was finalized by ensuring that the necessary amenities and services are in place. Gardens, fence and park area were put in place. Implementation of this project started in 2003 and completed in 2005.

4.0 AMOUNT AND TYPE OF RESOURCES USED

The total cost for conference centre was TZS 450 million. MCC courageously borrowed 400,000,000/= from Local Government Loan Board and TZS 50 million came from own source. Table 3.4 provides a detailed costing of the project.

Table 3.4: Detailed costs for construction of MCC Conference Centre.

Level of implementation	Total cost in TZS
1. Feasibility study	10,000,000/=
2. Fence construction	40,000,000/=
3. Hall construction	340,000,000/=
4. Gardening	20,000,000/=
5. Finishing	40,000,000/=
Total	450,000,000/=

Source: MCC 2011

5.0 RESULTS AND SUCCESS

As a result of the innovative project by the Council, the conference is a magnificent centre named “**Mkapa Conference Centre**” in honor of his Excellence the former President Mkapa. The centre comprises of four conference facilities, three among them are used for commercial purposes and one as a Community Centre for residents of Mbeya city. Refer to Photo below.



Mkapa Conference Centre

As a result of this project, Mbeya residents have recreation facility which hosts variety of social events i.e. wedding parties, dance, bonanza, meetings, and promotions. Moreover, the facility provides conference and work shop facility of national and international standards on commercial terms. Figure 2 show an increasing trend of revenue collection from 2006/2007. Returns from this source contributes significantly to the council own source revenue refer Table 3.5. The increased own source revenue contributed to provision of improved services such as construction of dispensaries, class rooms, water and sanitation services and road infrastructure to MCC Community.

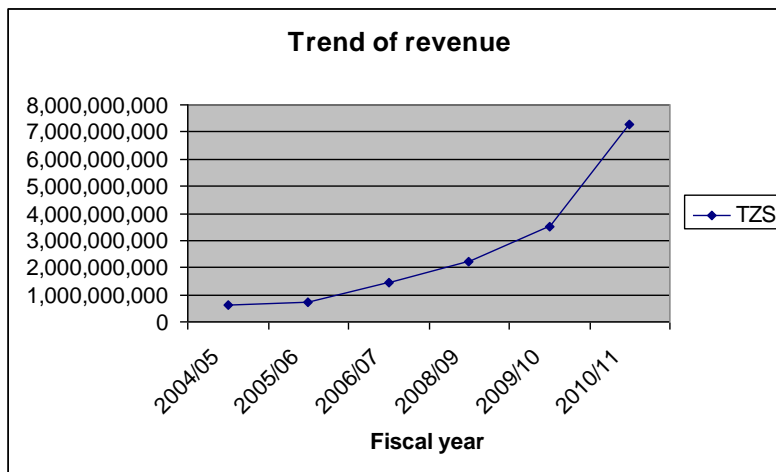


Figure 3.4: Trend of revenue collection
 Source: computed from data from MCC 2011

Table 3.5: Own sourced revenue

Fiscal Year	Revenue in TZS
2004/05	604,991,257
2005/06	721,777,973
2006/07	1,460,000,000
2008/09	2,200,000,000
2009/10	3,500,000,000
2010/11	7,300,000,000
Total	15,786,769,230

Source: MCC 2011

Council hostel

Both Mkapa conference centre and MCC hostel are intended to improve social service delivery in the city. A conference facility goes hand in hand with hostel service. With this in mind, MCC embarked on Council Hostel project. The Hostel has 42 self contained rooms and two executive suites. The total cost of hostel project is 876. The source of fund is another loan from Local Government Loans Board (TZS 650 million) and Council Own Sources (TZS 226 million). The project is at finishing stage and will started to operation during the third quarter of 2011/2012, refer photo below.



Mbeya CC Hostel

Revenue projection from MCC hostel

It is projected that hostel can generate a total of TZS 691,200,000 per year if the hostel operates at full capacity and that operational costs are covered by the recurrent expenditure from the council as indicated in Table 3.6 This projection takes into consideration the high demand of hotel facility in Mbeya city. If the facility operated at 50% then it may take two years to break even.

Table 3.6: Estimated returns from hostel project

Room type	no	Rate TZS per day	Returns TZS
Suites	2	120 000 x 360 days	86,400,000
Self contained	42	40 000 x 360 days	604,800,000
Total	44	Rate TZS per day	691,200,000

Source: MCC 2011

6.0 CHALLENGES

The main challenge encountered in course of implementation was rapid inflation. There was rise in prices of construction materials which led into reallocation of own source fund (TZS 50,000,000 was allocated for the accomplishment of the project).

7.0 STRATEGIES FOR SUSTAINABILITY AND THE WAY FORWARD

In order to sustain revenue enhancement, it was decided to outsource some of sources of revenue in order to increase collection and ensure timely implementation of planned development projects.

Property Management; Equally important, in order to oversee performance of the projects, it has been decided to establish a management team to monitor day to day activities and look for the improvement of service delivery. The team is mandated to establish small projects that will support the running cost of the projects e.g. by establishing stationeries and internet facilities.

MCC will be more prudent in enforcement of bylaw related with finance for the purpose of increasing revenue. In addition, the Council will improve the infrastructure leading to these two projects in order to attract and retain the customers.

8.0 SECRETS OF SUCCESS AND FACTORS FOR REPLICATION

The success in Mbeya projects lies depends on:

- (i) Creativity in revenue enhancement. The idea of conference centre and hostel was very innovative idea at council level worth coping by other LGAs. Mr. Kabwe a former City Director was the pioneer of the ideas of conference and hostel projects. It requires creative minds to come up with alternative source of income in LGA. It also requires leadership with entrepreneurial skills and risk taking attitude to embark on income generating projects.
- (ii) Some Organizations have fear to take loans but Mbeya CC was courageous to take risk and secure sufficient fund to invest on economically viable projects such as conference centre and Council hostel. Since there are financial institutions and funds waiting for productive ideas it is important for LGAs to make use of existing financial opportunities by writing proposals and bushiness plans to attract potential funding agencies.
- (iii) The CMT has demonstrated high negotiation skills to convince Councilors to venture into long-term investments.
- (iv) Management of the two projects is run by a special committee. The team leader is appointed from the City Council. The team is mandated to make sure that the council gets sufficient revenue by designing

subsidiary projects around these two facilities. They mandated to link with private sector in order to ensure the projects are competitive and attractive to the customers.

Chapter Four: Participatory Service Delivery

Participatory planning is step number one in service delivery. Planning is a continuous process which sets out objectives, identifies existing resources or potentials and implementation capabilities to achieve the objective over the specific period of time for a specific organization, government unit or administrative unit. Planning facilitates implementation in an orderly manner to achieve set objectives and enables assessment of resources available in order to overcome obstacles. In the Local Government context, planning assists to identify the most critical areas and needs of the community that need to be addressed using the available resources. Briefly planning assists in knowing the communities requirements, facilitates proper allocation of scarce resources and facilitates timely implementation of activities. A plan is actually a tool, which helps the management to supervise its development activities.

Participatory planning refers to planning where all stakeholders - beneficiaries, technical staff, donors and policy makers - come together to discuss and agree on an action or strategy. In lower level local governments such as the village in Tanzania the planning stakeholders must include the village council, the village committees, the village officers, the villagers, all other actors in development. All these stakeholders attempt to Carry out an analysis of existing situations, Determine a desired future situation, Decide on Appropriate action and implementation strategies, Discuss and agree on roles and responsibilities and Agree on appropriate time schedules and milestones.

The ultimate purpose of Participatory Planning is to promote active and collective involvement in decision making, effective utilization of locally available resources, development of consensus on their destiny, consideration of the interests of different groups and ownership and sustainability of the process and investments.

In this chapter, four cases on participatory service delivery are presented. Ileje DC is a case about participatory planning, prioritization, and implementation of development projects that meet the felt needs of community using locally available local resources, experience and skills. It a typical example of endogenous development based on arch bridges to solve problem of river and drainage crossing. Mwanza City Council Case is about effective participatory solid waste management and it venture on private public partnership approach. It presents an innovate approach of city patrol against defaulters. Nzega DC Case details on the Mambali Ward Environmental and Sanitation project which leads communities to change form traditions of avoiding using toilets to adopting construction and effective use of toilets in four villages. Lastly but not least the Igunga DC

case is focused on effective management of community health fund as an alternative option to finance health services in a country where health budget is always not sufficient.

Salient lessons emerging from the cases in this chapter indicate that

:

- Development of people will be brought about by the people. Tanzania should not emphasis on external assistance rather should put emphasis on endogenous development.
- With the right approach for community mobilization, people are ready for their development
- In Tanzania we have not explored much on local resources. There are a lot of idle locally available resources waiting for innovative minds to venture in. Tanzania should consider waste as resource rather than rubbish to be thrown away. This can take place if waste separation practice can be effected. Waste recycling should be promoted and ultimately reduce incidence of communicable diseases by proper waste management.
- Effective waste management goes hand in hand with appropriate town planning, bylaws enforcement and sensitization of community in order foster voluntary compliance.
- Public –private –partnership is of paramount importance in service delivery principle. Private sector, service delivery groups should be harnessed and regulated for improved service delivery.

ILEJE DISTRICT COUNCIL



CONSTRUCTION OF COST EFFECTIVE ARC BRIDGES



The Arch Bridge Council Construction Team Explaining the Efficiency and Effectiveness of Arc Bridges below



1.0 INTRODUCTION

This documentation is a follow-up on implementation of action plans drawn by Local Government officials trained in Osaka Japan under bilateral agreement between Tanzania and government of Japan. Ileje District Council (IDC) is one of the Local Government Authorities (LGAs) that are implementing post Osaka action plans. Ileje District Council was picked by Tanzania Osaka Alumni (TOA) as one of the representatives best practice case on how, felt needs of the community can be effectively addressed using locally available resources and through experience-based learning. It is a typical case of endogenous, people-centered development in Tanzania.

Although IDC had not rolled out the Opportunities and Obstacles to Development (O&OD) process, yet they were able to come up with list of priorities in every village using Participatory Rural Appraisal (PRA) tools such as, problem and objective trees. These priorities are reviewed and updated on annual basis.

The problem of drainage crossing emerged as number one in most of villages. Arch box caravets and stone arch bridges were sought as the most feasible solution to drainage crossing. Ileje is exemplary case not only on stone arch bridges, but also in other development projects. For instance, they have constructed village dispensaries, feeder roads, irrigation schemes, a number of drinking water projects and international maize market centre. Ileje DC is also an exemplified case on effective management of resources allocated to development projects. Value for money and utilization of locally available resources are insisted by both political leaders and bureaucrats. As a result for the past three years consecutively, they were awarded “unqualified opinion” or clean certificate by Controller and Auditor General’s (CAG) office. However, in this documentation, focus is on the stone arch bridges as appropriate technology to address drainage crossing problems.

Ileje is one of the districts Councils of Mbeya region located on the Southern Highlands of Tanzania. It is found on the periphery, bordering Malawi on the South, Kyela district on the East, Rungwe district on the North –East, Mbeya rural district on the North and Mbozi district on the West. Administratively it is divided into two divisions, 18 wards and 71 villages. Land terrain is divided into two main agro ecological zone namely Handali (mountainous) and Bulambya on the low land. Undali Mountains are popular for production of grade “A” coffee, banana, cardamom (*iliki*), timber and dairy cattle. Mountainous areas experience temperate type of climate. In terms of tourism, these areas are housing the rare species of white collabus monkey (*mbega*). It is the origin of a number of springs and drainages which feed into great Songwe river pouring water into Lake Nyasa. Crossing these rivers and drainages was and still a challenge to some communities and District Council. In mountainous zone lies over 100 million tons of coal reserve located on mount Kaguru (formally Kiwira coal mine). There are a number of waterfalls potential for small size hydro power generation. The most popular one are Ruswisi and Isoko falls. Moravian Missionaries developed Isoko hydropower and is offering electricity service to surrounding institutions.

The lower zone covering Bulambya division is mostly found on South part and South West and is potential for maize, beans, sunflower and across the border trade. Owing to its peripheral location, undulating land form, Ileje has been back-ward in terms of infrastructure development, business opportunities, and value addition industries and consequently is still one of the poorest districts in Mbeya region.

According to Council Chair person Mr. Mohamed Mwala, Ileje district is one of the peripheral districts and highly vulnerable. Therefore Ileje people had to be innovative and persuasive toward development. In recognition of their vulnerability and existing opportunities, Ileje DC has implemented in participatory manner a number of development projects to meet the demand of local communities namely: village dispensaries, feeder roads (which are not supported by TANROAD) to link communities to trunk roads, irrigation schemes in Sasanga, Mbebe, Ikumbilo, Ilulu villages. Others are surface drinking water projects from natural springs in Ibaba, Malangali, Luswisi and Mbege village. Moreover, IDC has attracted an international maize market centre at Isongole close to Malawi border. This centre provides market opportunities for maize farmers from neighboring districts as well as those from Malawi's North district of Chitipa. It is also a collection centre for Tanzania agency for strategic grain reserve (SGR), market out let to Malawi, DR Congo and Zambia. Through this market, the Council is receiving crop cess, a number of members of community are employed as casual labourers and business transaction is flourishing. Despite all these, poor infrastructure is a barrier to economic development. Ileje DC could gain more if there were sufficient infrastructure and hence their concerted efforts on stone arch bridges.

2.0 PROBLEM STATEMENT

As indicated in the background, Ileje DC topography comprises of mountains and deep rivers that makes difficult communication between villages especially during rainy season. For example, Kikota village in Ikinga ward is separated from Ibeta village by Shija River. Before 2010, people from these two villages were experiencing difficulties to cross this river particularly during rainy season. It was difficult for them to access economic and social services including transportation of agricultural products (banana & beans), timber, or accessing social services such as schools, market and health services from hospital or nearby dispensaries. Moreover, there were two cases of deaths resulting from drowning in attempt to cross flooded river. Basically this problem was not only affecting the two mentioned villages, but the rest of IDC community since there was no alternative means of crossing to either side of the river during rainy season. This kind of vulnerability motivated the community to mobilize themselves, plan and prioritize their needs and they decided to construct permanent structures.

3.0 OBJECTIVE

The main objective of community was to overcome the problem of communication between Kikota and Ibeta villages in Ikinga ward and other surrounding communities by constructing a permanent stone arch bridge.

BOX 4.1: What is stone arch bridge?

- Throughout history arch bridges have been created by nature when soft materials erode and leave a rocky bridge span. The Romans adopted stone arch technology over two thousand years ago.
- The arch structure is preferred due to the great strength and stability they are able to endure. They applied this technology to bridges they constructed across the known world and examples can still be seen today. An arch bridge is a bridge with abutments at each end shaped as a curved arch.
- It is constructed using stones and high ratio of sand and cement. Arch bridges work by transferring the weight of the bridge and its loads partially into a horizontal thrust restrained by the abutments at either side Figure 4.1. During construction, the success depends on the art of placing the key stone as indicated in Figures 4.2.



Figure 4.1: Arc bridge abutments bearing the load

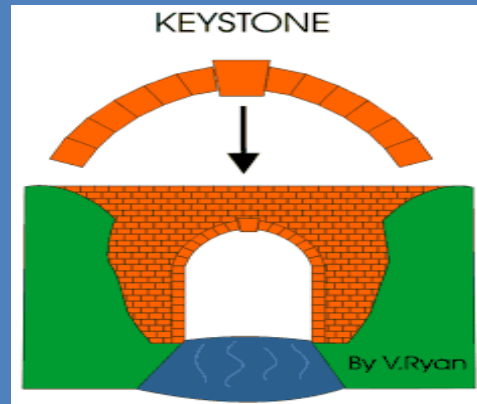


Figure 4.2: Placement of key stone on the centre for

Box 4.2: Why stone arch bridge?

Ileje people opted for stone arch bridges as an appropriate technology because of the following attributes:

- **Strength:** experience from the small arch bridges constructed by RC priest in 1970 have demonstrated that this type of bridge is very strong and can support heavy weight than conventional flat bridge
- **Durability:** this type of bridge is durable
- **Easy construction: arch bridges do not require complex expertise**
- **Cost effectiveness: they are economic and can cut cost up to 50% less than reinforced bridges**
- **Use local resources: they are constructed using locally available resources including stones, sand , cement and labour**

4.0 IMPLEMENTATION STRATEGY

The first step was to organize the meeting between the residents of Kikota and Ibeta village with the experts from the District Council. The aim of this meeting was to discuss on how drainage crossing problem could be solved. After the meeting and exchange of ideas between the community and the District Council, it was agreed to construct a permanent stone arch bridge to replace temporary suspension bridge.

Stakeholder's engagement

The site for building the bridge was chosen along Shija River with support of DANIDA experts under DADS program and community members participated in collecting sands and stones. Transport was provided by District Council and local artisans were engaged in civil works. Experts from District Council and DANIDA supervised construction of the bridge. In the process, skills on construction of arch bridge were imparted to village artisans. The locally available construction materials were provided by the beneficiaries, while all financial support for material which were not locally available i.e. cement was provided by District Council and DANIDA. One point of emphasis is that there was strong collaboration between inner society (households and local community) and outer society (Council, DANIDA, and DASP).

Recognition and utilization of local capability

Owing to peripheral nature of the district, Ileje DC had to recognize and utilize the local engineers and artisans. For instance, three local artisan groups (*vikundi vya mafundi mchundo*) have been recognized ready to be registered. These groups are spontaneously and strategically formed to execute minor works which do not attract contractors' attention and actually these groups have proved to be very effective. One of the groups by the name of SHITUPOKA meaning "it is ours together" has been given the task to finalize construction of National Housing Corporation houses abandoned by contractors. These groups are also given the minor works of rehabilitating spot maintenance of the roads within the district in line endogenous development spirit. Recognition of local artisans is in line with the strategies of Contractors Registration Board (CRB). According to CRB, the main condition for registration of local artisans groups is that there must be at least one Full Technician Certificate (FTC) holder.

5.0 RESOURCES USED

Contribution of key stakeholders is indicated in Table 1. Community contribution was (9%) and was provided in kind i.e. (Labour, stones, timber and sand). Council provided (56%) of total cost in terms of salaries, allowances, cement, aggregates and nails wire and transport. Foreign component from DANIDA was 35%, mostly in terms of training expenditures as indicated in Table 4.1.

Table 4.1: Contribution of different stakeholders

Stakeholder contribution	Amount in TAS	%
DADS/DANIDA	7,328,000/=	35
Peoples/beneficiaries	1,832,000/=	9
Ileje DC	11,598,600/=	56
Total	20,758,000/=	100

Source: Ileje DC

6.0 RESULTS OF THE PROGRAMME

Arch bridge was constructed at low cost along Shija River to connect between Kikota and Ibeta village in 2010. People from both sides Kikota with the population of 3,010 and Ibeta 1,070 are now able to cross the river with their agricultural products throughout the year without any worry. Presence of this bridge is a bench mark for revitalization of Ikinga society as well as economic development activities to the people of Kikota and Ibeta. It provides stable communication network with neighboring districts (Kyela and Rungwe) and easy access to social services in Isoko designated Hospital, Kafule secondary school and open markets. It is anticipated that in the near

future, with the improved economy people will access quality education; reduce poverty and ultimately improve their health ultimately raise life expectancy above 51 years of age at present.

Construction of arch bridge has proved to be of lower cost compared to reinforced concrete bridge. For example 18 Meters arch bridge at Kikota village costs TAS. 20,758,000 (40.7%) less than a small span 8 meters reinforced concrete bridge at Luswisi ward across Makoga river which has cost TAS.35,000,000/=. Due to cost effectiveness in construction of arch bridge, IDC has succeeded to construct similar bridges as indicated in table 4.2.

Table 4.2: Number of stone arch bridges in Ileje since 2005

Ward	Number of stone arch bridges
Ikinga	1
Kalembo	1
Chitete	2
Itumba	1
Total	5

Source: Ileje DC 2011

Village artisans, district engineers and technicians involved in implementation have acquired arch bridge construction skills through experience based learning. These experts will serve as a resource pool to the council and other councils which may embark on arch bridge construction.

Box 4.3: Stakeholders' views

Council Chair person, Hon. Mohamed Mwala ..“this type of bridge is an appropriate one in our area, and I wish they could be constructed in all part of Ileje Council. They are cheap, durable and easy to construct...”

Local artisan Mr. Lusubiro Swila ... “these bridges are very strong and are probably more suited in drainage system of short spans (narrow rivers)..”

7.0 CHALLENGES OF ARCH BRIDGES

Construction of stone arch bridge requires very close supervision. The basement where foundation is to be laid must be on a hard rock which will bear the weight of entire bridge hence the challenge of site selection. Once started the bridge must be completed on nonstop basis implying that sufficient resources must be mobilized beforehand. Arch bridges require large supply of stones of similar shape and size such that where there is no sufficient supply of stones it may elevate the construction costs. It requires at least four artisans at a time, one at each of the four corners of the bridge. Since there are no reinforcements, the sand-cement ratio must be higher than the normal ratio.

8.0 STRATEGIES FOR SUSTAINABILITY

District council sets aside financial resources for regular maintenance of the bridges. Similarly village leadership and community members demonstrated sense of ownership and are committed to safe guard the arch bridges. Ileje DC has been developing local capability at various levels. Currently there are four members of staff with advance diploma in planning, five technicians in water, irrigation and civil works, besides, seven local artisans are recognized and three groups of local artisan have been formed. About 59 percent of all wards have extension officers in agriculture, livestock, community development, and forestry fields whose functions in the grass root community are cross-cutting.

2.0 SECRET OF SUCCESS AND FACTORS FOR REPLICATION

According to Council chairperson their success was prompted by innovativeness of the people. Having realized their vulnerability as peripheral district, community was committed to identify their felt needs and set realist priorities. Strong leadership at all level was another important factor. Moreover, there was strong and smooth interaction of inner (community and households) and outer society (LGA, Development programmes). Last but not least the cooperation of different departments at district level e.g. engineering, planning, DALDO and DCDO was very important of success. Specifically they were success because of:

- (i) Cooperation of members of community, CBOs, and LGA staff was very strong in this case. There was very strong cooperation between different programmes e.g. DADPS, TASF and self-help groups such as local artisans.
- (ii) There was strong collaboration among the LGA departments e.g. Community Development, district engineer and DALDO. Whenever necessary they were sharing resources such as transport.
- (iii) The CMT in Ileje DC was committed to oversee development activities and they were motivated by the success achieved.

- (iv) CMT decided to mobilize local resources, experience and skills for endogenous development. Example they are promoting local artisans in local minor works. Ileje DC were very effective in community mobilization in order to ensure community participation.
- (v) Ileje DC through experienced-based learning has produced a pool of experts with experience and skills on arch bridge construction. Should any LGA in Tanzania decide to construct this type of bridges then we have local experts in Ileje DC. Moreover it is worthy visiting the Council for learning purpose and experience sharing.
- (vi) Finally Ileje DC was successful because of active participation of community members, NGOs, DADPS, TASAF, FBOs and the Council. The synergy among these parties was and still is very important in service delivery.

MWANZA CITY COUNCIL



EFFECTIVE SOLID WASTE COLLECTION AND MANAGEMENT



CHASAMA WASTE COLLECTION AGENT (MWANZA CBD)

1.0 INTRODUCTION

Mwanza City is located on the southern shores of Lake Victoria in the Northwest of Tanzania. It covers an area of 1,325 Km² of which 900 Km² is covered by water and the remaining 425 Km² is Land. Approximately 86.8 Km² is urban area while the remaining Km² consist of forested land, valleys, cultivated plains, grass and undulating rocks and hills.

Administratively the City Council is made up of two Districts namely Nyamagana and Ilemela, 21 wards; (12 wards in Nyamagana and 9 wards in Ilemela). According to the 2002 National Census, Mwanza City has a total population of 476,646 i.e. 210,735 for Nyamagana District and 265,911 for Ilemela District). The current population is estimated to be 800,000 with an annual natural growth rate of 3.2% and rural to urban immigration of almost 8%. The population density is 134 people per sq. km, being the second in the country after the City of Dar es Salaam.

The Mwanza Population is dense and produces heavy waste both liquid and solid. Mwanza City as stated above has a hilly and rocky terrain which complicates not only city planning but also designing waste management and disposal systems. Lake Victoria surrounding the City needs to be clean and natural. To ensure the Lake and Land ecology is not destroyed waste collection and disposal becomes a critical function of the City Council.

This being the case the Council has a strong department of Health within which the Environmental, Public Health, Waste Collection and Disposal Sections are hosted. The sections also have qualified and skilled staff who oversee the day to day performance of the various actors involved on ensuring the City is clean, gardened and beautiful. The City Council uses households, informal business units, private companies, public organizations, Community Based Organizations and Sheriffs to ensure the City is gardened, clean and waste free.

2.0 PROBLEM STATEMENT

The Population of Mwanza City grew significantly between 1990s and 2000s. By the year 2000 the Council had experienced exponential growth of squatters especially in the hilly and rocky areas with hundreds of households. The Mwanza Hills are currently hosting a significant number of inhabitants in the form of unplanned settlements. At the same time the City planned settlements have also doubled in terms of size and population. The economic activities of fishing, mining and wholesale and retail businesses all have contributed to unprecedented increase in settled and daily influx population. The economic activities as well in terms of manufacturing, hotels, Training institutions, Public Organizations, private businesses and the informal sector grew considerably in the same period adding pressure to waste generation on daily basis.



IGOMA WASTE COLLECTION POINT

The growth in population and economic activities during the 2000s resulted into estimated generation of 220 tons solid waste per day. Unfortunately the City Council capacity to collect solid waste and transport it to the Dumpsite stood at 72 tons only per day. In other words even the waste generated within the CBD alone could not be collected in whole on daily basis. Most parts of the City were covered with huge humps of waste in collection points, dirty and rotten scattered organic residuals and speckled flying plastic materials.

The City Council also did not have a focused and sharpened bylaw for Solid waste generation, handling, collection, transportation and disposal. The department responsible for solid waste had only 58 workers (including officers) to clean

and collect generated solid waste throughout the City and its suburbs. Lastly, the department had only three trucks for transporting waste to the Dumpsite, dilapidated equipment, un-informed community and households and non-involving business community. It is no wonder that by the year 2000 Mwanza City was filthy and unattractive.

3.0 OBJECTIVES

In year 2000 the Council Management Team noted the problem and decided to set a broad goal that read; Mwanza City should become a “Clean and attractive City through efficient and effective system of managing solid waste”. The specific objectives for making Mwanza clean and attractive were (i) to enact and enforce waste management Bylaw that will govern waste management service delivery (ii) to increase amount of solid waste collected and disposed off and (iii) to increase community awareness on solid waste management.

4.0 STRATEGIES AND ACTIVITIES

The Council Management Team designed a programme with detailed activities to be performed to achieve the objective of clean and attractive City. The first activity involved enactment of a bylaw to enforce waste management. In year 2000 the council enacted bylaw on Refuse Collection and Disposal that introduced participation of private operators as a solution to underperformance in waste management. Before the enforcement of the bylaw, many consultation meetings to foster community willingness to pay for waste collection service were done in all urban wards. Finally it was agreed that solid waste collection tariff be set at TAS 800 per household per month. The 2000 bylaw did not cover adequately the on the participation and the

role of the growing manufacturing industries, retail businesses and public organizations on solid waste generation, collection and disposal.

In 2007 the Mwanza City Director attended Osaka Training and Conducted Regional Post Osaka Training Workshop in Mwanza Region. The action Plan for Mwanza City Council among other lessons learnt in Osaka Training read “environmental improvement and conservation” in which environmental improvement focused on City cleanliness and tidiness while conservation reflected on protection and maintenance of the environment.

The POT action plan spearheaded the enactment of a new waste management bylaw in 2010. This bylaw created an instant fine of TAS 50,000 for any individual, household, business or organization caught mishandling solid waste. It also established a special prosecution unit under Health department and sheriffs who are responsible for controlling improper waste handling and environmental pollution. The sheriffs also collect the fines from the defaulters.

Another major activity that the City council did was to ensure the availability of adequate and reliable solid waste management equipment, working tools, competent staff and effective organization structure. For example in 2002, the Council took initiative to involve the private sector in waste collection and transportation and purchased new trucks to make in total 5 trucks.



MITAMBO YA USAFI YA JIJI

Some of waste management trucks and wheel loader for loading solid waste

The city was also divided into three waste management zones. i.e. Zone 'A', 'B' and 'C'. Zone 'A' consists of 6 wards in Central Business District which are: Pamba, Nyamagana, Isamilo, Mirongo, Mbugani and Kirumba Wards. This zone is served by Private companies (Sheriffs) which clean (sweep) the roads, drain standing water, collect solid waste and transport waste to the landfill without receiving subsidy from the Council. They recover their costs by collecting service charges from service beneficiaries.



SHERRIF IN PAMBA WARD

Zone is 'B' has 4 wards namely Kitangiri, Nyamanoro, Pasiansi and Nyakato. Most operators in this zone are community Based Organization (CBOs). They are responsible for cleaning and collecting waste from generation points to the designated collection points where City trucks collect and transport waste to the Landfill for final disposal. CBOs receive monthly grant from the City Council payable according to the area size serviced daily.

Zone 'C' comprises of 8 peripheral wards which are Igogo, Mkuyuni, Butimba, Mkolani, Buhongwa, Ilemela, Mahina and Igoma. In this zone operators clean and collect solid waste from producers to designated collection points and they are paid collection fee by the service beneficiaries and the Council pays a monthly grant for cleaning public places.



Photo showing Nuakato CBO sweepers at work

Table 4.3: List of Private operators and their areas of work

S/N	NAME OF COMPANY/ CBO	AREA OF WORK/WARD
1.	CHASAMA	PAMBA, MIRONGO AND ISAMILO
2.	ALLY ENTERPRISES	AKRABI NYAMAGANA AND MBUGANI WARD
3.	MEMCO	KIRUMBA
4.	MAENDELEO MBUGANI	MKOLANI AND BUHONGWA
5.	BORESHA MAZINGIRA	BUTIMBA
6.	HIMAJA	MKUYUNI
7.	KENYAGESI IGOGO	IGOGO
8.	TUFUMA	NYAKATO 'B'
9.	UZOTA	NYAKATO 'A'
10.	MKUWA	IGOMA
11	MUFAJUS	MAHINA

12.	CHARITY ORGANIZATION	KITANGIRI
13.	WAJANE	NYAMANORO 'A'
14.	MAENDELEO MKUDI	NYAMANORO 'B'
15.	PATUMA	PASIANSI
16.	GILGAL	ILEMELA

Source: Mwanza City Council 2011

In Zone B and C, solid waste collection is done by private and community based operators listed in the table above from points of generation to 32 designated collection points. As in July 2012 the City had 250 Street litter bins placed in various streets for controlling littering.



Street litter bin and skip bucket for solid waste collection

Table 4.4: Solid Waste Collection Points

S/N	AVAILABLE SOLID WASTE COLLECTION BY ZONE					
	ZONE A		ZONE B		ZONE C	
	POINT NAME	WARD	POINT NAME	WARD	POINT NAME	WARD
1.	Soko kuu	Pamba	Kwa Msuka	Nyamanoro	Igogo sokoni	Igogo
2.	Mission		Ghana quarters		Mchafukoge	
3.	Bugarika		Soko la Kitangiri	Kitangiri	Mkuyuni	Mkuyuni
4.	Makoroboi	Nyamagana	Pasiansi	Pasiansi	Mkuyuni sokoni	
5.	Custom		Buzuruga	Nyakato	Butimba corner	Butimba
6.	Capri point		Soko la Mwendesha	la Mahina	Nyegezi corner	
7.	Zimamoto		Nyakato nundu	Nyakato	Nyegezi bus terminal	
8.	Seth Benjamin	Mbugani			Mkolani	Mkolani
9.	Mabatini sokoni				SAUT (University)	
10.	Mlango mmoja				Buhongwa market	Buhongwa
11.	Community center	Mirongo			Ilemela	Ilemela
12.	Furahisha	Kirumba			Sabasaba market	
					Igoma	Igoma

Source: Mwanza City Council 2011

Solid waste transportation is done by using 8 City Council Trucks and 8 Private Operator's Trucks from 32 collection points listed in table 2. Waste is transported and dumped at a landfill at sited at Buhongwa for final disposal. Another important activity for Mwanza City Council is solid waste disposal and treatment. These processes involve waste reduction which is done through Recovery, Reuse and Recycling.

These processes are explained below;

- (i) Waste reduction is done through incineration of Health Care Waste to ashes in 42 Health facilities, this reduces the volume of Health Care Waste by 80%

- (ii) 1.5 tons of plastic waste materials are collected for recycling daily. Individuals pick plastic wastes from generation and collection points and sale the waste to three major collectors who transport the load to recycling factories in Mwanza, Morogoro, Dar es Salaam and Mombasa.
- (iii) Two tons of scrap metals likewise are collected daily for recycling at Nyakato steel Mill and Sayona steel mill in Misungwi District.

Solid waste Disposal is the last activity done at the Landfill. Currently 296 tons out of 518tons of solid waste generated per day are collected, transported using Council and Operators Trucks and disposed of at Buhongwa Landfill that is located 15 km from the City Centre along Shinyanga Road Table 4.4.

Table 4.4: Solid waste collection and daily disposal versus daily Solid waste generation

Type of solid waste	Amount generated	Amount collected and disposed
Domestic waste	330	240
Commercial and Institution waste	132	
Industrial waste	56	56
Total	518	296

Source: Mwanza City Council

Buhongwa landfill has an area of 99 hectares. The method of dumping applied is crude as waste is not sorted to categories such as organic and inorganic or soft and hard. There is as well no regular waste covering due to unreliable wheel loader and bulldozer. For this reason the Landfill is not timely (or not at all) maintained and leveled. The council hires private wheel loaders for landfill maintenance quarterly.



Hired wheel loader working at the landfill

Mwanza City is currently the leading clean and attractive City in Tanzania. For the last five years the City has been receiving trophies in City Competitions conducted by ALAT because of its cleanliness, tidiness and scenery. The activities discussed above are not the initiatives that have made the City Clean. Mwanza City Council has forged several agreements and MOUs with various organizations to ensure that the surroundings of these organizations are clean and tidy. And it is an offence not to maintain the surroundings in the form of cleaning and gardening. This in general has contributed to the great Mwanza scenery.

The Major Public Areas such as the roundabouts and parks are maintained by both private and public organizations. The City Council enters into an MOU with a specific organization for ensuring that the parks are cleaned and maintained. The organizations such as the BOT and Coca Cola use their own resources to clean, garden and maintain the parks and roundabouts without prohibiting the public from using the facilities. It is evident that these organizations enter into such agreements for promotional and corporate social responsibility purposes as they do not collect any user fees or charges.

The last activity that Mwanza City Council has used to ensure solid waste accumulation becomes history is the fixing of surveillance cameras in most parts of the CBD. In collaboration with the Police the CBD streets, collection points and litterbins can be seen/viewed centrally even within the City director's office and the Health

department. This has helped immediate actions against solid waste accumulation, uncontrolled littering and illegal dumping of waste.

5.0 RESOURCES UTILIZED FOR THE PAST THREE YEARS

Waste Collection and Treatment is exceptionally essential for quality living but it is an expensive business Table 4.5. For the past three years, Mwanza City Council has spent a total of TAS 1,680,168,906.00 for solid waste management services as per the table below:

Table 4.5: Waste Management Costs (2009 – 2012)

SOURCE OF FUND	2009/2010	2010/2011	2011/2012
Basket fund	39,208,500	61,221,750	64,203,756
Block grant	110,205,200	130,353,200	1,967,000
Council own source	-	474,887,000	508,375,700
Capital Development grant	289,746,800	-	-
TOTAL	439,160,500	666,461,950	574,546,456

Source: Mwanza CC 2011

Table 4.6: Monthly Grants for Community Based Organizations (CBOs)

NAME OF COMPANY/ CBO	MONTHLY GRANT
MAENDELEO MBUGANI	1, 084,000.00
BORESHA MAZINGIRA	1, 035,090.00
HIMAJA	775,000.00
KENYAGESI IGOGO	862,000.00
TUFUMA	1, 152,800.00
UZOTA	831,500.00
MKUWA	666,000.00

MUFAJUS	936,000.00
CHARITY ORGANIZATION	959,000.00
WAJANE	1, 022,000.00
MAENDELEO MKUDI	846, 000,00
PATUMA	722,000.00
GILGAL	1, 111,500.00
TOTAL	12, 002,890.00

Source: Mwanza CC 2011

6.0 RESULTS AND ACHIEVEMENTS

Mwanza City Council has a long history about Solid Waste Management. The 2002 decisions and bylaw, the 2010 bylaw and the current organization of the Solid Waste Management have resulted into a number of achievements; the major one being “clean, tidy and beautiful Mwanza downtown”. Other achievements include;

- Collection of solid waste has increased from 72tons per day (32%) in year 2000 up to 296 tons per day (57.14%) in 2012
- By using Public Private Partnership i.e. (3 private companies and 3 CBOs) approach Mwanza City Council manages to clean 62 km of tarmac road, 120,000m² of public places and 96 km of storm water drainage each day.
- Private sector is now providing solid waste management services satisfactorily
- Polluter pay principle has created discipline amongst the community and visitors of Mwanza City
- Human Resources have increased from 58 workers in 2000 to 320 workers in 2012. The number is the result of the participating private sector (and not increase in City Council Staff)
- Solid Waste Equipment, trucks, tools and litter bins have exceptionally increased and properly used. For example Refuse collection trucks have increased from 5 in 2002 to 16 trucks in 2012 (8 council owned and 8 private owned)
- Mwanza City council has been selected as the cleanest city in the National health and Environmental Sanitation Competitions for seven consecutive years



IGOMA WARD SHERRIF



Trophies awarded to Mwanza City as a clean city

- Mwanza City Council has managed to prevent infectious diseases like cholera for more than 10 years. Cholera is rampant in several urban areas in Tanzania.

7.0 CHALLENGES

The success by Mwanza City on Solid Waste Management and to attain a clean and tidy City in general encountered a number of challenges particularly on community and resource aspects. These challenges include;

- A substantial community unwillingness to pay for solid waste collection services
- Low capacity of private companies and CBOs in terms of manpower and equipment to manage solid waste
- Inadequate plants and equipment for landfill maintenance
- Lack of weighing bridge to measure amount of solid waste dumped to the landfill
- Lack of fence to exclude scavengers and waste pickers at the dumpsite
- Intermittent political interferences in Council initiatives to involve stakeholders of all kinds in waste handling and collection

8.0 STRATEGIES TO ADDRESS CHALLENGES

Mwanza City Council has persistently stressed on maintaining cleanliness and antilittering through the following strategies;

- Continuous community sensitization and awareness programmes to establish antilittering behavior
- Enforcement of the existing bylaw through sheriffs and Council Police

- Advocating solid waste management services so that capable companies and CBOs can apply for the services
- Procurement of 2 skip loaders by using funds from council own source
- Rehabilitation of grounded wheel loader for landfill maintenance
- Negotiating with Development partners and other stakeholders to invest in solid waste management and Landfill management (Clean Development mechanism project) in particular.
- Requesting technical support, equipments and plants for solid waste management services from Tanzania Strategic Cities Project (TSCP)

9.0 FACTORS FOR SUCCESS

Mwanza City Council is one among other cities in Tanzania and functions in the same Tanzanian environment. The major question is; what are the major underlying reasons for the success on solid waste management and clean city. Some of the major factors include the following;

- Profound appreciation of the cleanliness, recycling and reuse of waste in Japan through Osaka (and Post Osaka) Training laid down the motive within the Management team to emulate the same in Mwanza City. This is indicated the POT action plan, 2007.
- Effective teamwork of the CMT, the Health department and the Waste management section in particular which regularly meets with the stakeholders to address various issues related to Waste Management proactively and not reactively
- Designing of an effective plan and structure to work with CBOs, Providing CBOs with grants and zoning the City for waste collection purposes
- Effective enforcement of Waste Management bylaw through Sheriffs, prosecution unit, instant fining of defaulters and the use of surveillance cameras. The presence of SHERRIF in the city centre helps to monitor the defaulters. SHERRIF is part of private sector therefore the success of Mwanza city rests on participation of different stakeholders.
- Determined resource commitment and proper spending on solid waste management from the council own source
- Utilization of intentions of the Private institutions to gain a “clean public image” and robustly Committing property owners and public institutions to maintain cleanliness of their surroundings for enhancing City beautification. It has been agreed that every property owner (industry, factory, institutions, stores) must maintain cleanness of their surroundings and good scenery by establishing gardens and water fountains because they face major streets, avenues and roads. In Cleanliness of the Gardens and Public Surroundings maintained by the Private and Public Institutions benefit from a “Clean Image” perceived by the Citizens

- The city is surrounded by rocks. The rocks tend to beautify the city naturally. In this way Mwanza city is utilizing all the available resources. Mwanza is making use of existing rocks to construct stone roads.
- There are CCTV cameras installed in central business district (CBD) and are directly linked City Directors' offices. Through the cameras the Director can monitor waste management, defaulters and traffic jams which are part of waste. In collaboration with private sector BAMEDA, for example, the Police can advise the Drivers to change routes through City Radio. The City Director and Waste Management Unit can contact the nearest sherrif to apprehend a defaulter identified by the CCTV. For those who are aware of about CCTV camera tend to be scared to litter the city hence helps to keep the city clean.
- Effective sensitization by the Council, the Use of Sherriffs and close collaboration with CBOs has created community's commitment to cleanliness. People's commitment to comply with bylaws and adherence to city plans by sending their waste to collection points. Hence every household is duty bound to have a dustbins and frequently move the waste to collection points allocated on strategic areas for easy lifting by trucks.

NZEGA DISTRICT COUNCIL



MAMBALI WARD ENVIRONMENTAL SANITATION PROJECT



MAMBALI SAMPLE TOILET TYPE 1



MAMBALI SAMPLE TOILET TYPE 3

1.0 INTRODUCTION AND PROBLEM

Mambali Ward which is in Nzega District Council has a total of four villages and 2469 households. In 2008 a survey study was conducted in Mambali village which revealed that a significant part of the village community was living in an unhealthy household surroundings due to lack of toilets or pit latrines, use of bushes as toilets and use of mud house walls as night toilets. These practices degraded the village and households environment leading to air and water pollution. The study also found that the Mambali community had negative attitudes towards the use of toilets due to awful traditions. Some of these traditional views include (i) elders should not be publicly seen attending toilets (ii) women should not share toilets with their fathers in law and (iii) generally family members should not share one spot (one pit) for toilet purposes.

This study noted that out of 620 households visited in Mambali village only 365 household had a toilet of some kind which is equivalent to only 59%. Out of 365 households only 5 households had a standard toilet that was properly cleaned and used.

Resulting from these practices the study established that the increase in gastrointestinal diseases in Mambali village was largely caused by unavailability of toilets In the 59% of the households, the misuse of toilets by some households (98% of the households that had toilets) and adherence to bad traditions regarding the use of toilets.

1.2 OBJECTIVES OF PROGRAMME

Nzega District Council participated in the Tabora Region POT workshop in 2006. The Council Action Plan that emanated from the workshop had an item related to environmental cleanliness and sanitation. The study in 2008 also triggered the council to design and implement a project with a major objective of improving environmental cleanliness and sanitation towards reduction of diseases caused by dirty and polluted environment. Nzega District council designed and implementation strategic to achieve this objective starting with Mambali village as a field school and disseminate the success to other villages in other wards within the District.

3.0 IMPLEMENTATION STRATEGY

The implementation strategy involved committing a specialist in Public Health to be close to the Mambali Community and work jointly with the village council, the health centre and primary school teachers. The activities in this strategy include the following;

- (i) Provision of proper education on the importance of having hygienic and sanitary household environment. This was conducted in 2008 in four villages of Mambali, Kikonoka, Mbutu and Nkindu

- (ii) Community sensitization on changing their mentality and traditions regarding individual and community health, using and sharing toilets as well as cleaning the household surroundings. The sensitization programme was implemented jointly with an NGOs christened SEMA from Singida Region. The participatory methodology that was used is known as “Mtumba” a variation of PRA that has fewer days in terms process but ensures wider community coverage.
- (iii) Practical training of villagers on construction of improved toilets among the Mambali village community. This started with training few volunteers who spread the toilet construction skills and knowledge to other villagers and in other villages.
- (iv) Information the Mambali Ward community on the importance of personal and household cleanliness and hygiene. The information also involved the methods to clean the households and their surroundings
- (v) Conducting training of first sixteen toilet construction crew on the types of toilets, their costs, the building materials and how to build them. At this level also the twenty four community sensitizers were trained on best ways to sensitize Mambali Ward inhabitants on constructing and using toilets. The programme also covered two hundred heath-friends in the four villages. The training to the mambal communities used public meetings, poems, songs, dramatization and role plays.
- (vi) Construction of twelve sample toilets in the Mambali sanitation project centre and designing fliers for each toilet type for villagers and visitors to read. These fliers are stuck on the wall of each toilet type.



Sample Toilet with a Flier

- (vii) Conducting of entrepreneurship training for the sixteen toilet construction crew from the four villages. The training concentrated on how to make savings and invest in small businesses for themselves and for the sanitation project centre
- (viii) Conducting training to primary school pupils christened “child to child training” in ten primary schools. The “child to child” training intended to prepare changed future elders who appreciate the construction of toilets and their use. The training also aimed at dismantling filthy traditions before children acquired them

4.0 THE RESULTS OF THE PROJECT

The mambali sanitation project has realized several achievements some of the concrete results are described below;

- (i) A practical training centre is in place and providing practical training on toilet construction. The centre also displays twelve types of pit latrines and toilets as shown on the cover page picture of Nzega DC and on this page. Most of the materials for construction of the toilets are local. These include grass, sticks, poles and bricks.
- (ii) The formation of a well organized group of toilets constructors who manage the centre, conduct training to villagers, give briefings to visitors and manage the centre finances. The group has a revolving fund procedure which in July 2012 had TAS 590,000.80. The funds are used in revolving manner buy construction materials and pay the toilet building crew
- (iii) The programme has seen 3,757 households (about 87%) out of 4,317 construct toilets in Mambali village alone i.e. the project has been able to change the Mambali inhabitants to adopting new life behaviors. The construction of standard and quality toilets has taken place in 1906 households equivalent to 44% of all the households that have toilets while the 1851 households have constructed low quality toilets equivalent to 43% of all the households that have toilets



Toilet Seat for Disabled and Elderly



Sample Toilet Type 4

- (iv) A major change has taken place among the Mambali community as the villagers have accepted new living codes and standards by constructing toilets and using them.
- (v) A remarkable decrease in gastrointestinal diseases has been noted over the last four years. Table 4.7 below shows the decrease in four diseases.

Table 4.7: Decrease in Diseases cases

Disease	2008		2009		2010		2011	
	Under 5	Over 5	Under 5	Over 5	Under 5	Over 5	Under 5	Over 5
Diarrhea	671	141	530	394	112	74	52	6
Intestinal Worms	36	89	205	264	42	102	17	61
Skin infections	143	77	198	114	122	141	88	90
Schistosomiasis	8	113	0	61	0	0	4	20

Source: Mambali Ward Health Centre 2011

- (vi) Toilet construction activity has become a sustainable business for the centre toilet constructors. Also the construction of Mambali type toilets has been spreading widely to other wards in Nzega district and other districts in Tabora and Singida Regions
- (vii) Nzega District Council has established environmental sanitation and toilet construction centers other two wards. These have the same management and operations as the Mambali centre.

- (viii) People in Mambali Ward have adopted cleanliness behaviors and practices such as washing hands before eating and having water in their toilets
- (ix) The Mambali Ward has been receiving visitors in terms of individuals and groups that want to learn on toilets construction. For example the centre received Chamwino DC Councilors in 2012, EYEWASH Group, Iramba DC staff and several NGOs from Kenya and Uganda in 2011.
- (x) The construction crews are also used to spread the improved toilets technology to other areas in the country. Recently SIHA DC invited the toilet construction crew and conducted training on toilet construction in SIHA DC.

4.0 RESOURCES USED

The Mambali Ward sanitation project was implemented jointly by the district council, NGOs and the community. The initial financial resources involved a total of TAS 27 million of which development partners (water aid) contributed TAS 24 million while the Mambali community contributed 3 million. The project took 45 days to accomplish

5.0 CHALLENGES

The Mambali Environmental Sanitation Project is a successful change programme because rural communities in Tanzania are generally very rigid when attempting to change their traditional values and practices. The success of this project is however encountered several challenges.

- (i) Unavailability of construction materials due to Mambali Ward remoteness from Nzega town where the materials are found
- (ii) Household Poverty in terms of incomes constrains the project to achieve 100% its objectives. Some households have failed to meet the costs for constructing even the lowest quality type of pit latrines due to lack of cash
- (iii) The community sensitization Teams do not have reliable transport to make frequent visits to the households and reinforce the change process. Also the team are poorly motivated to engage sustainably on toilets construction and sensitization
- (iv) Some households live in soft soils that do not guarantee duration of the ground toilet pits. Also some soils have underground water within less than two meters from the ground making durability of toilet pits short and unpredictable
- (v) The Mambali Ward Community has a segment of society that is pastoralist in nature. These are used to moving with animals for pastures. It has been difficult to make these communities change. Also a few villagers tend to return back to their traditional behaviors

6.0 STRATEGIES FOR SUSTAINABILITY

The Mambali Environmental Sanitation Centre and the Nzega DC documented the challenges and have set some strategies to mitigate the drawbacks. These include;

- (i) Continuous community sensation by the sensitization teams and the Mambali toilet construction group. This involves frequent monitoring of the community behavior on toilet construction and usage
- (ii) The Nzega DC is set to provide some incentives for the sensitization teams and the constructors to make them motivated sustainably towards toilets construction and usage within the Mambali ward communities and other wards in Nzega DC.
- (iii) The Nzega DC has also endorsed a decision to allocate 7.2 million annually for maintaining the projects results. The activities in this case include continuously training local toilet constructors to avoid creating increased demand of constructors and hence increase construction costs
- (iv) The Nzega DC also intends to make all villagers acquire the toilet building skills and make toilet construction and maintenance a routine household's activity.

7.0 SECRET FOR SUCCESS

It is true that the council Director and the CMT got determined to change the traditional behaviours of not using toilets. As seen in the resources used, the CMT did not use lot resources because of the decision to use a participatory approach that is known as Mtumba. As adopted from Water Aid (2007) Mtumba Approach is the major secrete for success in Mambali Sanitation Initiative. The Major processes that lead to success are

- (i) Sanitation and hygiene committees i.e. the community is in the driver's seat in making sure every household provides sanitary facilities and in this case improved latrines and to stop open defecation where applicable
- (ii) **'Triggering which** seeks to initiate community action by exposing communities to a disgusting or shameful situation or crude facts about open defecation and its negative impacts on their health. Mtumba adapts this approach as follows:
- (iii) **Community sanitation mapping** is a way of engaging community members and encouraging them to analyse their own situation, by identifying households and institutions without improved latrines and areas where open defecation is practiced e.g along valleys, bushes or near water sources.
- (iv) **Transect walk/health walk.** The transect walk is used to confirm the information that has been mapped.
- (v) **Sanitation and hygiene animators.** Community sensitisation, carried out by animators, is a pre-requisite to promotion of sanitation and hygiene.

- (vi) **Sanitation artisans.** Local artisans are trained to overcome the above mentioned challenges. Local artisans are also coached in order to improve their entrepreneurial and marketing skills. They also regularly follow up on the implementation of activities.
- (vii) **Sanitation centres.** Sanitation centres are used to show different latrine options to the target community, based on their preferences and needs as expressed in previous community meetings.
- (viii) **Lobbying and advocacy at district ward level and private sector.** Lobbying is done to solicit the support of the district, ward and private sector in the promotion of sanitation. Artisan groups may need to be registered and to have bank accounts, which requires the support and facilitation of the district and ward. The role of the private sector is essential for ensuring supplies of building materials and sales of sanitation facilities.

IGUNGA DISTRICT COUNCIL



EFFECTIVE IMPLEMENTATION OF COMMUNITY HEALTH FUND INITIATIVE



CHF BENEFICIARY HOUSEHOLD

1.0 INTRODUCTION

Since independence Tanzania government has been fighting diseases in the community as one of the three main enemies of the nation. Efforts of the Government and other stakeholders have been to strengthen health systems, policies and interventions in ways which benefit the poorest who are majority and the most vulnerable. Community health fund (CHF) is one of the strategies to encourage community participation in health services.

The CHF is a voluntary scheme based at the district and established under the Act No.1 of 2001 which allows mobilization of financial resources from the community for provision of health care services to its members. CHF entails pre-payment of pre-mium for health care and risk sharing by the way of provision of user fee. There is exemption mechanism for poor and vulnerable groups. A waiver is granted to those patients who do not automatically qualify for statutory exemptions but are in need of the same and are classified as “unable to pay”. The scheme operates in partnership with communities and the Government. The Government provides “Matching Grant” to CHF scheme at district level while communities can pay premium contributions during harvest time and enjoy services throughout the year. Agrarian communities depend on sales from their crops which take place seasonally. Community Health Committees mobilize and manage the fund; however CHF scheme is not intended to replace the government funding for health services.

CHF provides quality and affordable health care services through sustainable financial mechanism. It improves health care management in the communities through decentralization. It ensures adequate medical supplies and equipment at health facilities. CHF improves quality of health care services by ensuring availability of adequate, skilled and motivated health providers and above all it improves community participation.

Igunga District is one of the six districts in Tabora region. It is situated between Latitudes 30⁰ and 40⁰ South of the Equator and between Longitudes 30⁰ and 33⁰ East of Greenwich. According to National Population and Housing Census of 2002, the district had a population of 324,094 people; out of which 158,817 were males and 165,277 were females. The current population projection is 452,278 whereby 223,502 are males and 228,776 are females, forming 59,012 households. The District has 4 divisions, 26 wards and 98 villages. There are 54 health facilities out of which two are hospitals, one owned by the Government and another by faith based organization (FBO), five Health Centers, four owned by the Government and one by FBO. There are also 47 dispensaries, 45 of which are government facilities and two belongs to FBOs.

In Igunga District Council (IDC) CHF scheme was a result of studies conducted at national level in 1990 to 1992 which showed that the majority of people in rural and urban areas were willing to contribute in order to tackle the problem of shortage of drugs and medical supplies in health facilities. Since its inception, CHF in Igunga has been performing exceptionally well such that Tanzania Osaka Alumni (TOA) decided to pick it as a best practice

on “health complementary financing” option in Tanzania upon which other LGAs in the country can go and share experience.

CHF was designed in 1995 by Tanzanian consultants and piloted in Igunga District Council in 1996. According to the survey conducted in 1996, 21,046 people out of 26,308 accepted to contribute for Community Health fund. Before the implementation of CHF each facility received essential drugs through “push system¹¹” worth TZS 150,000 per kit, the supply was 45% of the requirements of the health facilities. The funds generated bridge the gap between health care needs and the limited local resources for health services. Community Health Fund was a mechanism of mobilizing local resources to complement the financing of health care services.

To enforce the implementation of CHF, the district made CHF By-law of 2002 and established Council Health Services Board under the Section 86A of Local Government, District Authorities Act No. 7, 1982.

2.0 PROBLEM STATEMENT

Before the introduction of Community Health Fund in 1996, the quality of health services were inadequate and the real working situation was poor. According to the National Health Policy of having a dispensary in each village and a health centre in each ward, the requirements were 96 dispensaries and 26 Health centers, Table 4.8.

Table 4.8: The status of health facilities in Igunga DC

Facility	Private/FBO owned	Government owned	Total	Requirement	Deficit
Hospitals	1	1	2		
Health centres	-	4	4	26	22
Dispensaries	2	18	20	96	76
Total	3	23	26		

Source: Igunga DC 2011

Before implementation of CHF, the situation was pathetic. Existing health facilities were serving the population of 203,341 which is far beyond its capacity. Patients had to walk long distance about 15-20 Km to seek for health services while recommended distance is maximum of 2 Km. In health facilities there was critical shortage of

¹¹ Push system is when drugs and medical commodities are delivered to health facilities without pre ordering. It is a distribution of medical supplies from the main storage point to a lower level store or health facility. In this system “higher level” a Central Medical Store Department usually knows better what is available in central stock and pipeline. This system creates gap between what is required in a particular health facility and what is available. Hence the need to secure medical supply from alternative sources

necessary drugs and other essential medical supplies. Low income of the community members made it difficult to meet the cost of medical services hence resorting to local medical practices as an alternative. Consequently, there was high maternal mortality rate of 362/100,000 while infant mortality rate was 99/1,000. Poor community participation in decision making and contribution on matters affecting their health, specifically women and under fives was the underlying factor for this situation.

3.0 OBJECTIVES

Stakeholders in Igunga DC decided to reverse the poor health situation by pursuing the following objectives which include to:

- (i) Improve health care services management through decentralization by empowering the community in making decisions and by contributing on matters affecting their own health
- (ii) Mobilize financial resources from the community for the provision of health care services to its members and reduce risks through prepayment method.
- (iii) Provide quality and affordable health care services through sustainable financial mechanisms.
- (iv) Improve efficiency, equity, quality and financial sustainability in the financing and provision of health services

4.0 IMPLEMENTATION STRATEGY

(i) CHF member's enrollment

As aforementioned, membership to the CHF is voluntary and each household within the district contributes the same amount of membership fee as agreed by members of the community themselves and is given a health card as an identity. Enrollment and contribution are reflected in Figure 4.5 and Appendix 4.1. The data indicate that the number of beneficiaries, community contribution and fee was increasing steadily across the years. On the contrary, matching funds from the central government was coming in intermittently. For instance, in the year 1996, 1997, 1999, 2003, 2005, and 2008 the government did not inject in CHF any matching fund. (refer Figure 4.5 and Appendix table 4.1).

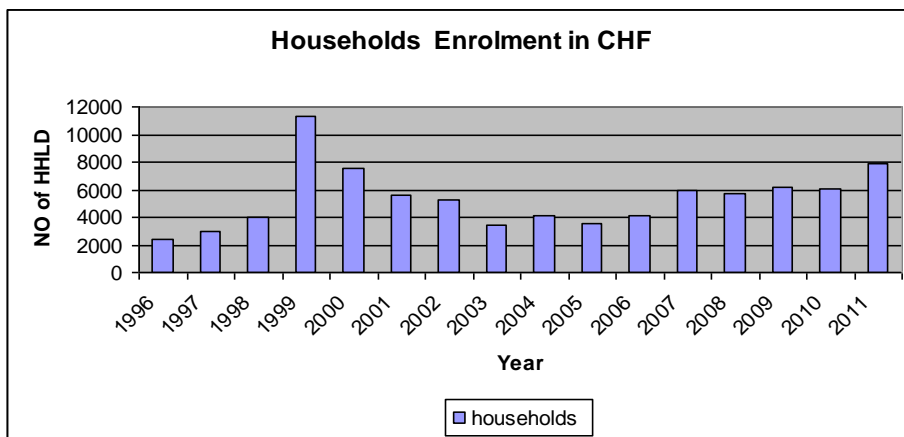


Figure 4.5: Trend of household enrolment

Source: Computed from data provided by Igunga DC 2011

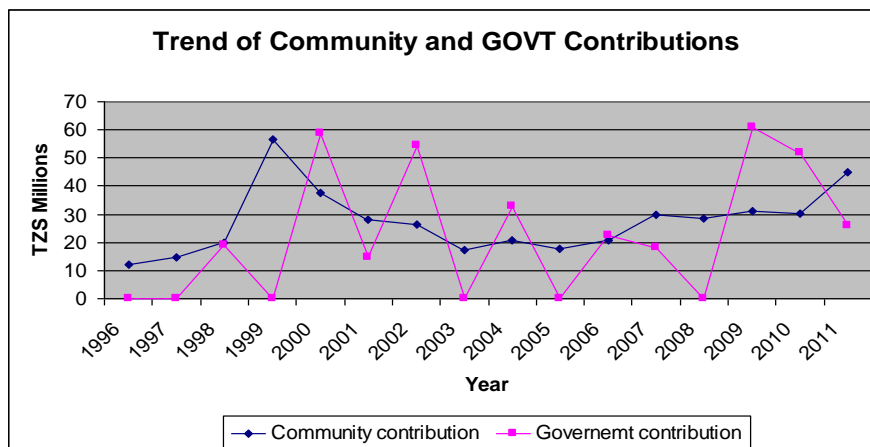


Figure 4.6: Trend of matching funds in relation to community contribution

Computed from data provided by Igunga DC 201

(ii) The establishment of Council Health Service Board

The Council Health Service Board (CHSB) was established comprised of four community service users of health services of who two are females, one representative from a nonprofit voluntary organization, and one representative from private for profit health care facility. Others are the Council Planning Officer, the District Medical Officer who is the secretary, one representative from Council Hospital and one representative from the Regional Health Management Team and the chairperson of CHSB selected from the members.

(iii) The establishment of Ward Health Committees

The Ward health committees (WHC) were established comprising of the Councilor of the respective ward, Ward Executive Officer, one Head Teacher from a primary school located in the Ward on rotation basis who shall be appointed by the Ward Development Committee (WDC), two members from the Community of whom one is female and a Health facility in charge who is a secretary to WHC; one member appointed by the WDC and one representative from a community based organization appointed by the WDC.

(iv) Empowerment of Council Health Service Board and Ward Health Committees

The CHSB and Facility Governing Committees have been very instrumental in pushing for the CHF implementation. Major areas where these organs assist in order to improve the quality of health care services provision are planning, sensitization campaigns, supervision and monitoring the fund. Better understanding of CHF by households will increase their willingness to pay and ability to join the scheme. Monitoring and evaluation are important to gauge success of the fund and seek appropriate strategies to maintain membership and increase enrolment rate.

(v) Supply of additional drugs and medical supplies to health facilities

In order to meet the needs of community some drugs had to be procured to supplement those accessed through a formal medical supply system in the Ministry of health. Table 4.9 presents the trend of expenditure on additional drug procurement using CHF. For three years the cost for additional drugs was about TZS 52,680,000/=, the trend shows a fluctuating rate implying that formal medical supply cannot sufficiently supply the required medical supplies in CHF. Declining rate implies that there is improvement in government medical supplies, hence the need to procure supply from other sources is declining.

Table 4.9: Drugs purchased by CHF from alternative sources 2009-2011

Year	Value TZS
2009	17,738,000.00
2010	19,350,000.00
2011	15,592,000.00
Total	52,680,000.00

Source: Igunga DC 2011

(vi) Rehabilitation of health facilities

Between 1998 to 2005, CHF was used to rehabilitate 20 health facilities based at Simbo, Nanga, Ziba and Choma health centres; Buhekela, Uswaya, Tambalale, Igumo, Mwisi, Mizanza, Ulaya, Mwamashimba, Itunduru, Isakamaliwa, Kininginila, Itumba, Mwalala, Mwamashiga, Bukoko, Igurubi and dispensaries refer photo below.



Igurubi Health Centre renovated using CHF

(vii) Sensitization on Community

The community also needs to be engaged in this process and have access to information concerning the performance of their scheme. In Igunga DC there are frequent CHF sensitization visits in order to ensure the community is made aware of the scheme. Outreach visits helps to increase enrolment and identification of vulnerable households in implementation of waivers to protect the poor. In 2011, a total of 32 out of 98 villages were out reached for sensitization.

(viii) Purchase of Furniture

Furniture is among necessary supplies in CHF system to ensure that there is favorable working environment. Igunga DC has procured furniture for six dispensaries namely Mwanzugi, Mwabubele, Mwanyagula, Bukama, Majengo, and Igunga worth of TZS 11,197,000.

(ix) Conduct supervision, monitoring and review implementation of the Fund

An important component of CHF is monitoring right from the grassroots level. There are a number of ways in which this could be strengthened. The simplest approach would be to instruct health centres and dispensaries to submit monthly, quarterly, or annual reports of the operation of CHF to the district thus assisting stakeholders to have knowledge on schemes operations.

(x) Establishment of referral system to Nkinga Hospital

There are cases which cannot be handled in dispensaries or health centres hence they must be referred to the District Hospital.

(xi) Creation of temporary employment for health staff

In hospitals, health centres and dispensaries there is always a shortage of staff necessitating CHF management to engage temporary health staff. About six temporary employees were contracted through CHF in five dispensaries and one health centre.

5.0 AMOUNT AND TYPE OF RESOURCES USED**Financial resources**

CHF collections from 1996 were TZS 936,163,580.00. for 16 years consecutively. The sources involve Matching Fund from Central Government, members' contribution and user fees, see Table 4.10. In 2008 TZS 3,935,650 was spent to referral of 277 patients to Nkinga referral hospital and in 2011 TZS 6,000,000 was spent for referral of 184 CHF members. About TZS 131,896,555.00 was used to purchase a vehicle using CHF.

Table 4.10: CHF collection for 16 years starting from 1996

Category	Amount TZS	%
User fees	136,950,310.00	15
Community contributions	436,375,000.00	47
Matching fund	359,838,270.00	38
Total	936,163,580.00	100

Source: Igunga DC 2011

Human resource

CHF activities are supervised and managed by Councilors, District Executive Director, Council Health Service Board, District CHF Coordinator, CHF accountant, Ward Health Committees as well as Facility Governing Committees. There are six temporary employees working at rural dispensaries.

Physical resource

CHF services in the district are performed in a single room office within the District Hospital. The Council has purchased one vehicle. The vehicle (a Land Cruiser Hard Top) is used for distribution of drugs and medical supplies to health facilities; conducting supervision, monitoring and Community sensitization on CHF.

6.0 THE SUCCESS OF CHF IN THE DISTRICT

Improved service delivery

In Igunga DC performance of CHF is so impressive. Quality of services has tremendously improved in terms of provision and access. Regular availability of essential drugs has improved from 45% in 1996 to 80% in 2011 and other medical supplies have improved from 35% to 75% respectively. In 1996 when CHF was established, 2448 members were enrolled, but by the end of 2011 the number of members had increased to 7,856. However, this is only 30% of the targeted 26,560 households. The District Council managed to employ six temporary health staff through CHF. Igunga DC pays 5% of the total CHF collection to health providers in CHF facilities as incentive package.

After implementation of CHF, the distance from households to health services facilities was reduced to average of 10 to 15 Kilometers. Maternal mortality rate has decreased from 362/100,000 in 1996 to 145/100,000 in 2011; and infant mortality rate reduced from 98/1000 in 1996 to 56/1000 in 2011.

Medical infrastructure development

CHF has financed construction of ten new dispensaries at Akimbo, Nyandekwa, Mwashiku, Ikunguipina, Kidalu, Mwanshoma, Ntobo, Igumo, Ibole and Kagongwa villages according to the national target of a dispensary to every village. (refer Photo below). Six health facilities have been connected to the national grid power supply and operational costs settled by CHF. Power connectivity includes Nanga and Choma Health Centers as well as Ndembezi, Mwisi, Igunga and Ziba Dispensaries.



Igumo dispensary which has been constructed using CHF

Improved referral system

The District has managed to establish a referral system for CHF members to District hospital. The Fund has procured a vehicle to improve service delivery, supervision, monitoring, community sensitization and distribution of drugs and other medical supplies to the rural health facilities. (refer Photo below).



The District CHF vehicle

Spillover Effect

Igunga DC has been a model case in CHF implementation since 1996. Out of 133 LGAs in Tanzania mainland, a total of 102 have organized study visits to Igunga to share experience on effective implementation of CHF. Nzega DC, Urambo DC, Kiteto DC, Sikonge DC, Rorya DC, Rufiji and Misenyi DC are among them. This good practice is not only felt in Tanzania, but it goes beyond the borders. In 2008, under the sponsorship of GTZ a delegation from Mozambique came to learn from Igunga. In 2010 Igunga DC was among the eight best CHF in Tanzania and

in 2012 it was given a trophy and cash prize of TZS 150,000/=.(refer Photo below).



Director for Igunga DC displaying to CMT the prize for best performing CHF in 2012

Stake holder engagement

There is always a need to convince different stakeholders in rural settings to support the CHF efforts, for instance, religious organizations, cooperative unions and other community groups were involved. Igunga CHF has been innovative to cooperate with key stakeholders in the district. Three NGOs and four primary cooperative societies have contributed TZS 5,450,000/= to the Fund as presented under Table 4.11.

Table 4.11: Contributions to CHF by various partners in 2011

Partner NGO	Grant in TZS	Number of beneficiaries
YADEC	500,000	100
JIDA	900,000	180
TDTF	250,000	50
Sub total	1,650,000	330
Partner Cooperative society		
Mwamashimba	2,000,000	400
Kinungu	800,000	160
Itunduru	600,000	120
Bukama	400,000	80
Sub total	3,800,000	760
Total	5,450,000	1090

Source: Igunga DC 2011

7.0 CHALLENGES ENCOUNTERED IN THE COURSE OF IMPLEMENTATION

The institutional and management challenges facing CHF implementation include inadequate human resource, inadequate health facilities, loss of resource as a result of exemptions, waivers, and limited number of health staff houses in rural health facilities.

Inadequate skilled Human resource. Requirement of health workers in the district is 565 permanent employees of different cadres. Currently there are 314 employees out of whom 140 are skilled and 174 are semiskilled personnel. There is shortage of 251 health workers which is equivalent to 44% of total requirement.

Inadequate public health facilities. There are only 4 health facilities in Igunga Township Authority. About 46 (47%) villages do not have access to public health facilities.

Broad exemption Policy. The exemption policy excludes special groups and provides waiver to under five, pregnant women, orphans, elderly, and those identified as unable to pay. This policy leads to poor contribution from households having these groups. About 90% of the population depends on Agriculture hence the households' incomes are seasonal. Unreliable rainfall and effects of climatic change result into low yield ultimately hindering household to contribute premiums to CHF hence forcing expenditure of user fee to complement premium.

Inadequate health staff housing. Staff in 37 (74%) of all health facilities live in temporary houses which are of low quality located in remote areas as indicate in table 5.

Table 4.12: Igunga DC staff housing status by December 2011

Type of facility	Requirement	Available	Deficit
Dispensaries	90	12	78
Health Centre	40	23	17
Total	130	35	95

Source: Igunga DC 2011

8.0 THE STRATEGIES USED TO CURB THE CHALLENGES

On annual basis there is recruitment of more health service staff. When necessary CHF shall be used to employ temporary health staff. In the Financial year 2012/2013, using the Council budget Igunga DC intends to recruit 97 health staff.

Igunga DC is mobilizing funds from the community to accomplish construction of health facility buildings in the villages and ward level as per government regulation. Moreover the Council will continue to sensitize community on the importance of contributions to CHF to improve health services. In order to finance the revenue loss as a result of waivers and exemptions, innovative solutions are being sought. For example, religious organizations and other cooperatives are requested to subsidize part of the cost.

9.0 STRATEGIES FOR SUSTAINABILITY AND THE WAY FORWARD

Igunga DC will continue to strengthen the capacity of the CHSB, WHCs, CHMT and health service providers by equipping them with appropriate skills and information on the benefit, cost of CHF. In addition, the Council plans to introduce study tours to institutions which have high reputations of performance in CHF within and outside the country.

In the financial year 2012/2013, the council has set aside a budget of TZS 165,000,000.00 to accomplish construction of 10 health staff houses based in 10 village dispensaries; and TZS 42,632,833 to accomplish construction of eight new dispensaries.

Moreover, it is projected that by 2015 about 45% of all households in the district will be registered as CHF members. The membership contribution rate has been increased from TZS 5,000.00 per year in 1996 to TZS 10,000.00 in August 2011. This was a necessary measure to buffer service cost caused by the inflation and depreciating value of TZS. The Council is organizing the use of flying doctors from Comprehensive Community Based Rehabilitation in Tanzania (CCBRT) and Kilimanjaro Christian Medical Centre (KCMC) to improve health services. This move will help to improve services and reduce the referral cases.

10.0 SECRETS OF SUCCESS AND FACTORS FOR REPLICATION

- (i) Commitment of CMT to ensure CHF is performing well. All members of CMT are working as a team to ensure the success of CHF.
- (ii) Strong committed heads of departments e.g. their vision to purchase a vehicle specifically for CHF activities shows their determination to ensure quality services from CHF.
- (iii) Innovativeness to institutionalize the fund management from district to the village level. There is a coordination unit at district levels, which coordinates all activities of CHF and sensitizes the community to contribute towards the CHF. The structure is functional and is very useful for check and balance.
- (iv) Stakeholders' participation was the main secret of success. There was cooperation between (households and village governments) and CHF staff at dispensary, ward staff, district level. The Council had good cooperation with central Government hence the improved flow of medical supplies. Cooperative society and FBOs were also active participating e.g. the referral hospital in Igunga is owned

- by FBO. Cooperatives were ready to contribute to their CHF members. Above all community participation was instrumental in success of the scheme in Igunga compared to other LGAs In Tanzania.
- (v) Finally the CHF had systematic referral system. The complicated cases are referred to Nkinga referral Hospital. Unlike other referrals systems where the patients are supposed to take care of themselves at referral hospitals, in Igunga CHF, for every referred case TAS30,000/= are paid to meet the referral costs. The fund is considering the idea meeting at least transport cost to Bugando and Muhimbili referral Hospitals.

Chapter Five: Local Economic Development

Chapter five presents' four best practice cases related to local economic development efforts in relation to newly introduced one village one product movement. It is focused on endogenous development theory by means of promoting and branding unique products such as vanilla found in various localities. Same DC presents an OVOP movement on ginger production and value addition for increased farm produce and profit hence improved household income. Chamwino DC case is about innovative model of "collective" grape production and promotion in Dodoma Region. The case shows how a District Council can mobilize villagers towards production of new crops that have added advantages in incomes than the traditional crops. Iramba DC Case concentrates on value addition of sunflower seeds through the use of PPP initiatives and effective agricultural support services.

The 'One Village One Product' (OVOP) movement originated from Oita Prefecture, Japan, in the late 1970s, and aimed to vitalize the prefecture's rural economy. The original concept of OVOP was to encourage villages in Oita each to select a product Distinctive to the region and to develop it up to a nationally and globally accepted standard.

The "One village one product" Concept is targeted to achieve social and economic development of the regions through voluntary capacity building of the people from grass level. Prior to the introduction of the OVOP movement in Oita, the founders of this movement had to consolidate social capital through softball tournament; and an overseas sister city relationship. These strategies were aimed at building bonding and/or bridging social capital, impacting upon community capacity development and knowledge creation and sharing and the subsequent introduction of higher value-added community policy, supportive structures, new or unique produce, agricultural processing techniques, tourism and ways of conceptualizing community.

OVOP should therefore be built on strong social capital. In addition it should not be interpreted literally to limit the village to select just a single product, rather community is free to select one or two or even three products in which the local community has comparative advantage in terms of productivity, weather, soils or other natural resources, access to raw materials, experience, skills, knowledge and markets. Also OVOP is not a top-down approach, it require intensive sensitization to convince the beneficiaries. When decisions are made, community concentrates on production of those unique products performing better in their area. Local Authority is duty bound to backup community initiatives through extension service, processing, branding and marketing. This includes promoting local production for local consumption. Local consumers and local tourism should form the primary markets even before thinking of external markets.

The OVOP development is seen as a way of enhancing local communities' entrepreneurial skills by utilizing local resources, knowledge and experience; creating value adding activities through branding¹² of local products; and building human resources in the local economy. In particular, the use of knowledge and local resources without jeopardizing environmental soundness is a critical element of OVOP development, which also can be associated with endogenous development theory. In OVOP movement, there are popular phrases such as "think globally but act locally".

Box 5.1. Think globally, act locally

The phrase "Think globally, act locally" or "Think global, act local" has been used in various contexts, including town planning, environment and education. This slogan urges people to consider the health of the entire planet and to take action in their own environment surrounding communities and cities. Long before governments began enforcing environmental laws, individuals were coming together to protect habitats and the organisms that live within them. These efforts are referred to as grassroots efforts. The slogan began at the grassroots level; however, it is now a global concept with high importance. It insists on the practice of conducting business according to both local and global considerations.

Salient features emerging from cases presented under this chapter are:

- OVOP is not a top down approach, therefore In order for LGA to succeed in local economic development there must be concerted efforts by LGA experts and leaders to undertake sufficient social preparation. Social preparation can be done by way of critical sensitization of community on existing opportunities, setting and strengthening of producer organizations, establishing rules and regulations guiding producers, and networking the producer groups to markets and financial institutions. This should be part of nurturing process until producer groups are considered to graduate.

¹² *A brand is a product with unique character, in design, taste or image; it may include a name, slogan, design scheme or logo. It is a trademark or distinctive name identifying a product or a manufacturer. A successful brand name makes the target audience remember a product when they shop and are automatically enticed to buy e.g. coca cola, Colgate, Dodoma wine e.t.c.*

- Product markets and marketing of local product is a main challenge of all LGAs. When there are reliable markets, supply side will respond to demand created. It is the role of extension workers to keep the farmers well informed and linked to input and product markets.
- Product branding is a very effective marketing strategy. In Tanzania we have very few branded products example “Matombo sweet” is a brand for Matombo oranges. More brands must be identified e.g. Dodoma wine, “Same ginger”, “Morogoro Vanilla”; “Kula na Bwana” ,“shingo ya mwali”rice brands, “liquid gold” meaning Singida sunflower oil; “Itigi honey” unique honey produced from Itigi thicket. e.t.c. There are so many unique products but little has been done to brand them.
- Effective facilitation is the engine to success of entire OVOP movement. Facilitators are the links of producers to various institutions, such as research for technology, universities for specialized knowledge, market for market information, financial institutions for financial services, consumers for consumer preference and exchange visits for experience sharing. Qualities of facilitator will determine their performance, therefore the council must provide series of training to facilitators to sharpen their knowledge, skills, and shape their attitudes towards local economic development. Therefore quality and number of facilitators is very crucial to success of OVOP
- Visionary leadership is a key to success of OVOP. It is imperative that once a DED or someone else has initiated an OVOP somewhere in our LGAs, he or she must be given sufficient time of stay in the district to guide and realize outcome. This is because there is no assurance that the successor will have the same interest. Unless there is continuity there is tendency to frustrate the farmers from realizing their final outcomes.
- It should be the goal of stakeholders to add value to all the products; introduce appealing packages, and attractive labels in accordance to international standards. Producers should refrain from selling raw materials, hence the stakeholders are duty bound to support producer groups in value addition chain.
- Value addition and value chain is the answer to farmers’ problem of low productivity and food insecurity. Value chain should be well coordinated to add value at each stage. OVOP should be a market led approach responding to local, national and international consumer demand. Moreover, it should not be restricted to crops. There are so many natural resources, waterfalls, caves, hot springs(maji moto) unique stones, trees, local foods, local houses to capitalize upon hence “The best for Tanzania is yet to come”.

MROGORO DISTRICT COUNCIL IGUNGA DISTRICT COUNCIL



PROMOTION OF NON TRADITIONAL CROPS



Morogoro Vanilla



Morogoro Ginger

1.0 INTRODUCTION

In recent years, OVOP concept has spread into neighboring countries and to other developing areas, including Africa and Latin America. In Tanzania, this concept was recently brought in by local government officials who went for training in Japan, and it is in initial stage. Morogoro DC is one of the few types of council in Tanzania which has adopted OVOP movement. The Council is endowed with diverse agro ecological zones, which support wide range of crops and vegetables including high value crops such as vanilla, cardamom and ginger, fruits, black pepper and vegetables. High value crops are being promoted and farmers have been sensitized to expand production and value addition. The efforts demonstrated by officials and local society in Morogoro District Council (MDC) in promoting nontraditional crops prompted Tanzania Osaka Alumni (TOA) to pick it as a representative case on OVOP Movement in the country where other Local Government Authorities (LGAs) can undertake training visits. The former District Executive Director Mr. Munisi was the pioneer of OVOP movement in Morogoro. He was good not only on OVOP, but he managed to attract and retain staff in mountainous difficult areas of Uluguru mountains.

Morogoro District Council is among the six Councils in Morogoro Region that has great potential of economic development and prosperity. The Council has a very good climate and land favourable for agriculture and other economic investments. It is located North East of Morogoro Region between 6°00' and 8°00' Latitudes South of Equator and between Longitudes 36°00' and 38° East of Greenwich. It is bordered by Bagamoyo and Kisarawe Districts (Coast region) to the East, Kilombero District to the South and Mvomero District to the North and West. MDC occupies 11,925 km² or 16.34% of the total area of Morogoro Region which has 72,973 km². According to 2002 census, its population for 2011 is projected to be 304,019. Table 5.1 shows the administrative units of MDC.

Table 5.1: Distribution of Administrative Units in MDC

No.	Division	Ward	Villages	Hamlet
1	Bwakira	5	20	121
2	Mvuha	5	26	154
3	Mikese	3	11	54
4	Mkuyuni	4	23	118
5	Matombo	7	38	170
6	Ngerengere	5	23	99
TOTAL		29	141	716

Source: Morogoro District profile, 2010

Average temperatures range from 20^oc to 30^oc. Average rain ranges from 600 -3000 mm per annum. Most of MDC receive sufficient amount of rain and there are two rain seasons, short and long rain seasons (*vuli and masika*). Short rains starts on October –December, long rain season starts from March to May, with dry spell between January and February. August to November is usually a dry and hot season. MDC is endowed with an extensive land with fertile soils. The types of soils vary from sandy soils, clay soils, and loam soils. It has about 75321ha of arable land for different crops.

MDC is endowed with diverse agro-ecological zones including: High mountainous zone that covers 25% of the whole area of this District of Morogoro which is found on Uluguru ranges above 1200 m.a.s.l. In this zone the total rainfall is 1000 – 3000mm annually. This area is favorable for beans, cardamom (*iliki*), coffee, tea, vegetables and fruits. The second zone is Low Mountainous Zone which covers 20% of the whole area of MDC. It ranges from 600m to 1200 m above sea level. The average rainfall is between 1000 – 2000mm annually and has a maximum temperature of 29^oc. This zone is dominated by sandy soils which are suitable for maize, cassava and finger millet. The area is also conducive for livestock keeping. The third zone is Savannah Zone which covers 55% of the whole area of MDC. The area elevates between 600 to 800m above sea level. The Annual rainfall is between 900 to 1200 mm. and is endowed with number of rivers originating from the higher zones. These are Mgeta kafa, Ruvu, Wami, Msongozi, Mbulumi, and Ngerengere Rivers. These rivers provide livelihoods option for communities downstream. The zone is dominated by deposited alluvial soils suitable for maize, vegetables, fruits and rice cultivation. Moreover, irrigated agriculture is common in this zone and fishing activities are also viable.

Economy of MDC is predominantly agrarian with about 82% of the adult population deriving their livelihoods from subsistence agriculture, six percent from business operation, six percent from elementary occupations, four percent from office work and 1.3% from livestock keeping. Major food crops are maize, paddy, cassava and sorghum. Main cash crops produced are cotton and sisal. In addition there are numerous types of vegetables, spices, tropical and fruits.

2.0 THE PROBLEM

Although MDC has potential for production of variety of crops, this potential is curtailed by traditional way of cultivation. Most of farmers do not grow crops according to recommended farming systems. Majority of farmers were still using low yielding local varieties. There is little adoption of improved varieties and practices. Pests and disease contribute to significant crop losses. Moreover, the consequences of climatic change have resulted into variation in amount and distribution of rainfall. Even for small production that the farmers harvest, still most of crops are sold as raw materials with very little value addition. As a result, households especially on the low land do suffer from food shortage and some villages such as Mkono wa Mara in Mkambarani ward reach a point of applying for relief food aids which the community consider as shameful act. The main cause of drought at Mkono

wa Mara village is a legacy left behind by flue cured tobacco farming during 1970-1980s which resulted into extensive deforestation leading too little and erratic rainfall.

3.0 OBJECTIVE

The main objective was to promote one village one product approach (OVOP) in MDC and convert it into high production zone for food and cash crops. Specifically the objectives of MDC were:

- (i) To promote crops that have relative advantages in terms of climate and soil types
- (ii) To introduce high value crops
- (iii) To add value to crops produced by farmers
- (iv) To introduce conservation agriculture
- (v) To establish market centres and market information system

4.0 IMPLEMENTATION STRATEGIES

(i) Recommendation of crops according to the prevailing farming system

As indicated earlier the essence of OVOP approach is to extract optimum productivity by promoting crop production according to existing favorable farming system. Factors such as soil characteristics, climate and social characteristics are key determinants to be considered. Starting with maize crop, this crop is both cash and food crop performing well on the savanna plain and along the river basins. Its production depends mostly on rainfall patterns. Maize is sold as green maize for roasting in urban areas or as dry grains for maize meal. Sorghum performs well in most part of lower mountainous zone and on savanna plains, of Uluguru mountains where there is erratic rainfall and is mainly considered to be hunger relief crop. Cassava performs well in most part of lower mountainous zone and on savanna plains where there is erratic rainfall and is also considered to be hunger relief crop. Cassava tubers fetch good price especially during the month of Ramadhan. MDC is one of the main sisal producing LGAs in Tanzania and it covers Kidugalo and Ngerengere areas. The crop is almost entirely produced by commercial farmers. MDC has favorable soils and climate for cotton production particularly in Kisaki, Mvuha, Ngerengere and Duthumi. Unfortunately the Tanzanian cotton textile goods are facing stiff competition in foreign markets from Taiwan, South Korea and China whose goods are cheaper and better in quality.

Sesame is relatively an important cash crop in MDC and it performs well in Ngerengere, Bwakira, and Mvuha areas. Sesame is one of expensive crops which could benefit the farmers; however, the market is dominated by middlemen who in turn sell the produce to Indian merchants in Dar es Salaam. Sesame seeds are available in a variety of colors including brown, red, black, yellow and ivory; the darker seeds are said to have the most flavour. Currently there is limited number of recipies where sesame is used, leaving most of the produce to be exported without any processing. Sunflower performs well in most of lower mountainous zone and savanna plains. It is one of the key cash crops and household consumption as it produces edible oil considered to be free from

cholesterol. Sunflower cake is an important ingredient for livestock meals and highly marketable in Morogoro MC. Of late most of Tanzanians have become sensitive to coronary diseases and have changed their consumption patterns towards sunflower oil. Therefore the drivers for sunflower production are from demand side. Demand for cholesterol free edible oil is still very high with over 55% of edible oil being imported. Irrigated paddy is found at Kiroka, Mlilingwa, Matuli, Tulo /Kongwa, Bonye and Magogoni Irrigation schemes where there is high investment on irrigation infrastructure. It should be recalled here that rice is the second main food in Tanzania after maize meal. MDC has high potential to utilize water from a number of irrigation schemes which has been established to produce high quality rice.

(ii) Introduction of High value crops

High value crops which have been introduced in MDC include spices such as vanilla, cardamom, black pepper, cloves, ginger and curry; Oil plants including sunflower and sesame. Fruits include oranges, mangoes, pineapples, olive, and banana. These are the crops in which MDC has a comparative advantage. For instance Matombo sweet is a unique orange variety produced in Matombo area hence branded Matombo sweet. Vanilla is another unique product that can be branded as product in MDC. MDC is also producing unique tasting ripe banana, ginger and curry, refer to photos below.



Ginger Seedlings



Curry Plant



Sunflower



Sesame

(iii) Incubation facility for vanilla growers

MDC has strategically established a vanilla processing facility at Mwalimu Nyerere Agricultural Shows grounds for processing and packaging of vanilla. Vanilla is a very potential high value crop and one kg can fetch up to TZS 75000/=



Incubation facility for vanilla growers

(iv) Distribution of improved varieties

In order to increase productivity of crops to marketable standards, MDC has distributed improved, high yielding, early maturing, and diseases resistant varieties as indicated in box 2.

Box 5.2: MDC crop varieties
Sesame (Lindi variety),
Cassava (kiroba variety),
Sorghum (Macia, KARI-1, Kari-2 varieties),
Pineapple (Smooth cayan variety),
Oranges (Matombo sweet brand).
Paddy (Nerica-1),

(iv) Infrastructure development in OVOP

Infrastructure development is very important in order to achieve economic development. MDC is served by TANZAM high way, Dar es Salaam- Dodoma high way, TAZARA and Central Line railways which are very important in transporting produce to markets. Furthermore, MDC has improved feeder roads for easy access to input and output markets. The Council is also constructing ware houses for grain banks (*Benki mazao*) in Gomera, Kisaki and Milengwelengwe. Two crop centres have been constructed at Kinole and tower areas. These areas hot spots for horticultural products and the centres are used by farmers to assemble their produce for collective marketing. Furthermore, MDC has invested a lot on irrigation facilities at Kiroka, Mlilingwa, Matuli, Tulo /Kongwa, Bonye and Magogoni Irrigation schemes. Irrigation helps framer to break from dependency on rain fed agriculture.

(v) Supply of machines and farming equipment

In order to address land tilling, transport and value addition problems, MDC has supplied free of charge a number of power tillers to farmer groups in Mbalagwe (2) Kiroka (1) and Tulo (1) village. This is because group empowerment is a national approach and it is easy to facilitate groups than individuals. MDC has also supplied maize milling machines to Kiroka and Gomelo and a rice milling machine to Lubasazi village. MDC has established

oil pressing machines at Mikese and Kikundi villages in collaboration with WOPATA, an NGO facilitating communities on sunflower oil pressing.

(vi) Farmers' Training

Continuous training is an important component of OVOP movement. This is process of acquiring skills experience, new ideas and technologies. MDC has organized study tours and exchange visits for farmers and extension workers. For example Twanduseni village farmers went to Bukoba DC to share experience on banana production. Illonga Agricultural Training Institute is offering paddy production training to 16 Lead Farmers through a cascade model refer box 3.

Box 5.3: Cascade model

Refer to series of sequential trainings. The initial batch of 16 “lead farmers” is trained ($16 \times 1 = 16$). Each of 16 in turn train five other farmers hence ($16 \times 5 = 80$) in total. On return, each of the five farmers trains two other farmers ($80 \times 2 = 160$). Ultimately a total of 256 farmers are trained. This is a cost effective way of farmer training.

“Lead farmers” are exceptionally fast learners and early adopters of new ideas.

(vii) Conservation agriculture

In collaboration with CARE international MDC has established resource centre at Kolelo village specifically for training farmers on conservational agriculture such as contour farming, cover cropping and double digging in line with think global act local concept.

(viii) Public private partnership

Through Public private partnership (PPP), particularly collaboration with Tanzania Agriculture Partnership MDC has built warehouse for maize and conducted training to warehouse managers at Milengwelengwe village. Also Tanzania Agriculture Partnership (TAP) facilitates exchange visits and farmer participation in agricultural shows. MDC is working close to Mtandao wa Vikundi vya Wakulima Tanzania (MVIWATA) which is instrumental in uniting farmers, networking, and advocacy and as a result Kinole and tower crop centres were constructed.

(ix) Value addition:

MDC put emphasis on value addition because it is one of the ways to increased profit. Value addition is done on vanilla by grinding, packing and labeling. Maize is processed into flour and transported to markets outside the Council and sunflower is pressed to oil at Mikese and Kikundi villages. Still there is a lot to do with respect to value addition.

(X) Strategic placing of Extension staff

Just like other areas in Tanzania, in MDC there is limited number of Extension staff. Extension workers are mainly located at ward level and each of them serves between two to three villages. Currently there are 98 extension workers; this is about 70% of required 141 facilitators as per establishment. In MDC priority is placed on areas with high economic potentials. In every potential area there is at least one trained extension staff with diploma or certificate in agriculture, livestock or horticulture. Extension workers are very important front line community facilitators.

4.0 RESOURCES

MDC owns 39 motorbikes which are used by extension workers worthy TAS.234,000,000/= implying that only half of extension workers have a means of transport. About 49 power tillers were purchased for 268,000,000/=. District Agricultural and Livestock Office (DALDO) owns one old vehicle and about TAS 1.2 billion were used for the construction of irrigation schemes, refer table 5.2.

Table 5.2: Construction cost for irrigation schemes in MCD

No	Scheme	TZS
1	Kiroka	548 985 000
2	Mbalangwe	630 000 000
3	Tulo/Kongwa	530 000 000
Total		1 214 898 500

Source: Morogoro District profile, 2010

About five paddy and maize processing machines were purchased for 9,910,000/= and distributed to Kisaki station (2), Nyarutanga village (1) and Lubasazi village (2). MDC managed to rehabilitate warehouses in Nyarutanga and Gomelo Villages with facilitation of TAP to the tune of TZS 9,000,000/= and DADPs TZS 16,000,000/=

About TZS 8,260,000/= were used to purchase inputs and teaching materials for establishment of Farmers Field Schools (FFS) of Maize, Paddy and Sorghum refer box 4. Vanilla farmers were trained on agronomic practices for Vanilla production and processing to the tune of TZS 2,048,000/=.

Box 5.4: The FFS Approach is a knowledge –based or knowledge driven process

FFS approach distinguishes knowledge and information as key and central “products” in empowering rural and farming communities in developing farming as basis of meeting their livelihood needs (poverty alleviation, food security) and driver for socio economic development.

In addition, MDC constructed a Vanilla processing facility costing TZS 43, 318,450/= and about 40 Agricultural Staff (District, Ward and Village) were trained on principles and methods of conducting FFS costing TZS 12,400,000/= for two weeks. Moreover, TZS 3,500,000/= were used to conduct study visits to maize farmers to Kongwa District Council.

5.0 SUCCESS AND ACHIEVEMENTS

A number of successes have been realized including:

(i) Adoption of improved agronomical practices

Farmers have already adopted row planting and spacing, improved varieties depending on the agro-ecological zone.

(ii) A number of high value crops have been introduced to appropriate zones e.g. Vanilla in Twandoseni in Makuyuni ward, one kg fetches up TZS 75000/=; clove introduced in Kondo and Kibogwa and it fetches TZS 15000 - 20000 per kg; Sunflower varieties introduced to Kiloka and Ngerengere; Black pepper Ginger and Curry introduced in Kinole.

(iii) There are initiatives to add value through agro processing and packaging. For example, oil pressing and refining at Kikundi and Mikese villages; vanilla processing in Twandoseni in Makuyuni ward; Figure above is an incubation facility for vanilla growers based at Mwalimu Nyerere Agricultural shows grounds in Morogoro municipality.

(iv) There is tremendous increased productivity for non traditional as well as traditional crops.

Maize yield has increased from 3-5 to 15-16 bags per acre; paddy from 5-8 to 30-38 bags per acre; also the tonnage of pineapples has increased tremendously after introduction of improved Kayen variety.

(v) Neighbouring villages are copying from villages that have adopted the technology, for example, Kibungo juu, Kinole and Kiswilla have copied pineapple production practices from their neighbours on lower zones.

(vi) Household Income has improved and is supported by the fact that some farmers are now building better houses (burnt bricks and corrugated iron sheets) at Mkono wa Mara village.

(vii) There is improved household food security for example in Mkono wa mara since 2010 there is no food shortage any more. That is a positive result of OVOP movement which insists on local production for local consumption.

(viii) Introduction of school feeding programme

Farmers at Mkono wa mara village can now contribute 10kg of grains per school child for school feeding programme. As a result truancy has declined significantly and consequently literacy level is likely to increase.

(ix) Improved community participation

There is significant improvement on community participation in development activities. For example Mkono wa Mara residents have recently constructed a seven km feeder road by hand, which would not have been possible in the past as most of them would be preoccupied seeking for food.

7.0 CHALLENGES

OVOP movement in MDC is dominated by agro based industries, very little has been done to promote non agricultural products such as hand crafts, and carvings. Therefore soil erosion and deforestation are major problems in highland zone. This is caused by residents living upstream clearing land for crop farming.

On the upland areas, communication is a serious problem due to the mountainous nature of the area. There is limited accessibility to highly mountainous areas e.g. Mkono and Dimilo which are accessible only on foot. Motorbike is the main means of transport on the lower areas but is limited on the amount of goods that can carry. There is shortage of 107 of motorbikes to cater for all field extension workers.

MDC has shortage of 64 extension workers to facilitate farmers and other producers groups. The number of extension workers recruited is dictated by Central Establishment and employment permit does not allow MDC to fill the gap in short run.

Low producer prices and extreme fluctuations of prices for some crops e.g. sesame tend to discourage production because the farmers tend to abide with cobweb model which says that production decision for next season are dictated by the product prices of the current season .

Pest and diseases poses another challenge for crops. For instance there is high infestation by birds in sorghum fields at milk stage.

In order to address the challenges encountered, MDC is highly advocating contract farming to ensure market availability for farmers of various high value crops. Moreover MDC is promoting intensive farming so as to realize big volume of crop yield from small land by using appropriate technologies. MDC is also arranging exchange visits to share experience with other farmers. MDC is also promotion of Intensive farming and is also Introducing of disease tolerant varieties.

8.0 SUSTAINABILITY AND WAY FORWARD

In order to sustain the OVOP movement, two more market centers are expected to be established at Ngerengere and Mtamba villages. There are efforts to involve more stakeholders in the movement. For example Rufiji Basin Development Authority (RUBADA) has shown interest to support grain banks (*Benki maza*) for grain storage and price stabilization in villages falling within RUBADA areas. RUBADA has also shown interest in supporting movement of youth camps to attract their attention in agriculture.

9.0 SECRET OF SUCCESS AND FACTORS FOR REPLICATION

(i) Stakeholders' collaboration

There are several stakeholders supporting farmer initiatives in MDC. Examples are MVIWATA, TANRICE, and Tanzania agricultural partnership; WOPATA, MWIWATA, CARE international, Sokoine University of Agriculture (SUA), MATI Ilonga training institute, and Mikocheni Research Institute. Cooperation and collaboration between and among inner society (community and household) and outer society (MDC, NGOs, research and training institutions, universities and local and external markets) are very important in OVOP as each of them has a role to play.

(ii) Strategic location

MDC is strategically located close to product and input markets. As indicated earlier MDC has easy access to inputs and products markets through road and railway net work. MDC is surrounded by a number of training institutions, four universities and numerous hotels consuming local products and conference centres which attracts clients from outside Morogoro and hence they serve as market outlets for locally made products. In addition, there are a number of road side markets where local products are displayed attracting the attention of on-transit clients.

(iii) Effective facilitation

Effective facilitation is key aspect in OVOP movement since farmers need to be linked to improved technology, markets and training opportunities. MDC was innovative in placing more extension staff in areas with high economic activities. MDC is lucky to have self-motivated extension workers, Anna Basil a WAEO for Mkambarani is one of them, refer box no 5. At ward level WAEOs are doing the well according to their knowledge and skills. They could do better with the right training on community mobilization.

Box 5.5. Ms. Anna Basil an Exemplary Facilitator

“Ms. Anna Basil, a Ward Agricultural Extension Officer for Mkambarani is a highly committed facilitator. She has worked tirelessly to ensure the success in Mkono wa Mara village which was frequently hunger stricken. She went to the extent of volunteering her own resources and time to facilitate community development process. She serves by example not mere words. She volunteered to grow sorghum and cassava varieties in her demonstration plot and offered seeds to farmers. As a result Mkono wa mara has adopted improved sorghum and cassavas varieties which are appropriate in this particular farming system. Hunger is now an history, unfortunately she will retire soon and facilitators of her caliber are rare now days”. Lamented one of the villagers at Mkono wa Mara village.

(iv) Committed leadership

Visionary Leadership and political support are fundamental for thriving economic activities resulting from OVOP movement. In case of MDC, the former DED Mr. Munisi was excellent on promotion of social and economic ventures. In One instance, Regional Commissioner (RC) volunteered to purchase and distribute improved cassava cuttings to community. The local government officials (DED, DALDO, WAEOs and VAEOs) were actively working with community to solve emerging problems.

Other factors are:

- (V) Ability of LGA to motivate lower levels of local government by providing transport means and conducive working environment. District level need to value the lower expertise. Lower level or extension workers are the ones who are in the front line for development activities.

- (vi) Nurturing new community initiatives e.g. SMEs. In Morogoro they developed a vanilla processing facility to be used by farmers. For OVOP movement to successes, market and marketing strategies are very important. Farmers alone cannot access the right markets. LGA must provide supportive supervision, mentoring and guiding the farmer groups in every step until they graduate.
- (vii) Value addition is key to sustainability of farmer initiatives. Morogoro DC are doing their best to make sure that all products are value added through processing, grading packaging and labeling.
- (viii) Product branding is a very important marketing strategy. In Morogoro DC branding of “Matombo sweet” a unique orange variety in terms of size, shape, colour and taste helps the product to compete favorably in the market.
- (ix) Sufficient social preparation is necessary before embarking on OVOP economic activities. OVOP activities are done in groups although production take place on individual plots but collective marketing is the best ways to maximize profits. Collective marketing requires understanding among members, cooperating instead of competing members, appreciative instead of jealousy among members.

SAME DISTRICT COUNCIL



GINGER PRODUCTION AND VALUE ADDITION



1.0 INTRODUCTION

Same district council is one among the oldest councils within Kilimanjaro region composed of 6 divisions, 31 wards, 91 village and 471 registered sub villages. According to 2002 census the District is estimated to have 222, 149 inhabitants with a population density of 41 per square km. The Regional Social Economic Survey conducted in 2000 sets the per capital income of Same District inhabitants at Tshs 149,300 per annum. Geographically Same District has the upland plateau which is densely populated and receives high rainfall, the middle plateau with a population density of around 250 per square km and the lowland that is semi arid. The upland and middle plateaus are generally used for farming activity. The major crops are coffee, timber, bananas, maize, beans and ginger.



GINGER PLANT

2.0 THE PROBLEM

Same DC has been experiencing rapid population growth, increasing population pressure especially on the upland and middle plateaus, environmental degradation, decrease in annual rainfall and decrease in water for irrigation in lowland semi and areas which are famous for production of paddy and vegetables. Without calculated actions by various stake holders and especially the council, the inhabitants of same DC would experience decline in agricultural produce and hence decline in incomes and per capital income. This would also result into several social problems such as increase in school drops, failure to pay school fees, increase in diseases and mortality, lower household and per capita incomes and societal poverty in general.

3.0 OBJECTIVES

Although the inhabitants of Myamba, Mpinyi and Bwambo Wards had started to cultivate Ginger since the late 1980s the role of the District Council remained minimal on Ginger production up until early 2000s. In 2006 while participating in the Kilimanjaro Post Osaka Training workshop, the Same District Commissioner, District Administrative Secretary, District Executive Director and the HODs set an action plan to improve agriculture in the area by concentrating on a few selected crops according to geographical zones and stressing on the organic farming. The underlying objective for improvement in agriculture was to effectively use land resources, increase productivity per land area, increase incomes and reduce poverty among the inhabitants of Same District. In year 2000 the SDC decided to promote the cultivation of Ginger in the paramount producing wards using the opportunity provided by the AMSDP. The specific objectives that were set in 2008 included the following

- i. To increase production and improve processing and packaging of ginger (Value addition)
- ii. To establish ginger growers groups, associations and cooperatives
- iii. To improve the use and management of available land and water resources
- iv. To find out and establish the reliable markets for ginger within Tanzania and outside the country

4.0 DESIGNED STRATEGIES AND ACTIVITIES

Agricultural development initiatives require prior meditated strategies and activities and should technically and properly be designed. To achieve the major objectives of producing Ginger in order to improve incomes of the inhabitants of same DC, the Council got committed into several activities. A few are listed below;

- i. Creating partnership with Faida Mali (an agent) under the AMSDP initiative



TERRACES FOR GINGER

- ii. Conducting Market Survey in a jointly with the District level Marketing officers, Ginger growers and Agricultural officers and Politicians
- iii. Forming the Mamba Ginger Growers Rural cooperative Society. The society has 350 ginger growers from Myamba, Mpinji and Bwambo Wards with a major objective of increasing ginger production, processing and packaging, employment creation and increasing household incomes.
- iv. Convincing the councilors to appreciate the potentiality of the Ginger growing in increasing household incomes. Ultimately this led to Full Council Resolution in 2009 which declared Ginger production to be a major cash crop for upland and Middle plateaus' inhabitants. The Full Council also directed that adequate efforts and resources be directed towards promoting and developing structures and institutions for Ginger production.
- v. Conducting Training through study tours of the contact farmers. These were facilitated to visit ginger production, processing and marketing institutions in Kenya, Uganda and the Netherlands.
- vi. The writing of a proposal and a business plan for construction of a Ginger storage, processing and packaging factory that has the ability to produce at least 10 tons of processed Ginger per day.
- vii. Sensitizing Ginger Growers on forming cooperatives and groups, effective management and use of water and land resources, using organic fertilizers and making contributions for Ginger processing factory construction.
- viii. Ensuring that Ginger growers conduct democratic elections, conduct constitutional meetings, adhere to meetings procedures and engage in productive relations with technical staff of the Cooperative Society, Ginger factory and the District council.
- ix. Improving feeder roads to allow transportation of Ginger and other crops from farmers



- x. Sensitizing and supervising the construction of warehouses and market buildings for sustainable Ginger storage and processing
- xi. Continuous construction and improvement of irrigation infrastructure such as small river dams (Ndiva) and irrigation canals through DADPs
- xii. Establishing and Improving the functioning of the Warehouse receipt system to stabilize producer prices
- xiii. Establishing communication and information sharing among Ginger Growers, cooperatives, various partners (PPP), the District Council and the Central Government

BOX 1: Special Strategy – Ginger Value Chain

- *Ginger Value chain was considered by the SDC as one approach that could enhance house hold incomes, improve the living standards and increase council revenue*
- *The SDC was able to establish Ginger value chain through PRA initiatives in which councilors' meetings, technical analyses, and effective decision making by the Council Management Team were part of the exercise*
- *The SDC also conducted profitability analysis to determine which crops are more profitable per piece of land; where it was found that a Ginger Grower would purchase 8.2 tons of maize using gross profit after selling Ginger. The same piece of land (1hk) only produces Gross profit of 1.4 tons*
- *In the PRA process it was also noted that several food crops had lower Gross Profit per acreage as compared to ginger*
- *After this confirmation of the profitability of Ginger Gross profitability per acreage, the Economic Services Committee proposed the Ginger value chain be taken aboard by the full council. The proposal was endorsed and implemented.*

5.0.

To achieve the objectives of progressive Ginger Production and Processing, the SDC committed various types of resources. The Human Resources category included all Councils' elected and appointed staff that played a major

role in promoting Ginger production in same DC as shown in the activities. Secondly several stakeholders have been involved. The table 5.3 summarizes the resource contribution of each stakeholder.

Table 5.3: Major stakeholders and their contribution

INSTITUTION	CONTRIBUTION
Faida Mali	- Creating awareness to farmers on marketing and pricing of Ginger
SIDO	- Conducting market survey and linking farmers with the markets
SARI- Tengere	- Installation and maintenance of Ginger processing equipment
	- Developing Growers skills on Ginger storage and processing
	- Researching on Ginger and Ginger seeds
	- Training farmers and extension officers on effective Ginger growing techniques
	- Training farmers on general agriculture, ginger storage and processing
	- Training farmers on Ginger grading
	- Provision of improved Ginger seeds
	- Control of Ginger pests and diseases
MVIARE	- Improving and developing market infrastructure and feeder roads from Ginger growing areas
	- Promotion of ginger production
	- Ensuring peace security order and harmony

Source: Same DC 2011

Regarding Financial Resources, The SDC has used enormous amounts of financial resources in terms paying extension staff, traveling costs, meetings expenses and other administrative costs related to promotion and development of Ginger production.

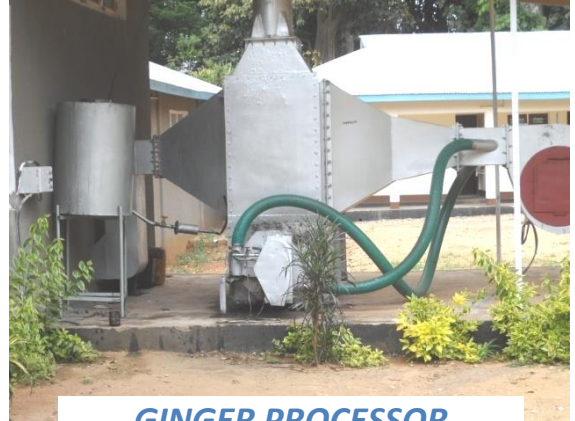
- Secondly since the late 1950s to date the SDC has used remarkable financial resources to construct irrigation dams and canals, build market structures and improve roads all strategized to boost ginger production. Lastly the SDC has used finances from various Programmes such as AMSDP, DADPs and Growers' contributions in achieving the objective of producing, processing and marketing Ginger in Tanzania and abroad.

6.0 STRATEGIES AND ACTIVITIES

Ginger production in SDC has exponentially improved the social and economic status of the inhabitants of more than 12 wards. The tangible results of Ginger production initiatives are summarized below.



GINGER GROWER'S SHOP



GINGER PROCESSOR



i.
Ginger

- Growers have been sensitized and enable to form groups and cooperatives that facilitate the marketing and pricing of ginger
- ii. The household incomes of Ginger Growers have increased. This is justified by the construction is justified of better houses, ability to pay school and university fees for their children, increased food security and a decrease in mortality of infants and mothers as well as the use of motorcycles for transport
 - iii. The completion of the construction of the Ginger processing factory that has already started producing ginger slices (chips) and Powder. The factory is owned by the Myamba Ginger Growers Rural Cooperative Society Ltd.
 - iv. Ginger growers have adopted proper and sustainable agricultural skills especially in irrigation, planting, land conservation and use of organic fertilizers (manure)
 - v. Ginger production has increased from 7,000 tons in 2008 to about 12,000 tons in 2011
 - vi. Ginger Growing Wards have increased from 3 in 2008 to 12 Wards at present
 - vii. The SDC revenue has been boosted by the collection of crop cess from private buyers, who transport ginger from the producing Wards to other places in Tanzania and abroad
 - viii. The completion of the survey by the SDC and the Faida Mali Agent has resulted into identification of reliable Ginger markets. These include;
 - a. Tanzania Zanzibar organic products (TAZOP). TAZOP purchases about 40 tons of ginger slices (chips) monthly
 - b. Tanzania Tea packers (TATEPA). TATEPA purchases about 158 tons of ginger powder per month
 - c. Jambo Factory in Nairobi. The factory purchases about 1.5 ton of ginger powder
 - d. Unifine Co Ltd, a French Company that purchases about 25 tons of ginger slices per moth
 - e. Various supermarkets in Arusha, Moshi and Dar es salaam which purchase about 13 tons of packed ginger powder per month

7.0 CHALLENGES EXPERIENCED

Ginger production in SDC has been increasing in terms of land coverage and tonnage per year for the last 10 years. The communities producing and processing Ginger have witnessed social and income improvements. However ginger growing, processing and marketing has been confronted by several hurdles that need attention.

Some district has progressively experienced decline in rainfall over the recent years. This has contributed to scramble for irrigation water needed for ginger production, shortages in food crop production and increase in costs to produce ginger; as complicated irrigation systems are required. The shortage in rainfall actually emanate from environmental degradation caused by human activities particularly through claiming more land for agriculture, cutting trees for timber and charcoal and improper farming methods that erode soils.

The feeder roads serving the areas that produce ginger are not well developed. Most of the roads are not ever graveled and due to mountainous terrain, these roads are constantly eroded throughout the year. This makes ginger transportation expensive and complicated. The market structures and irrigation infrastructure are still inadequate.

The Ginger Growers' Associations are poorly managed due to inadequate education levels of the leaders. Also the unavailability of the credit and financial institutions in some rural areas constrains the growth of ginger growers associations and cooperatives. Ginger growers in general still have low skills in cultivating, harvesting, processing and marketing ginger, including negotiating with cooperatives, private buyers and other stake holders.

Related to agricultural practices Ginger Growers experience hardships in obtaining farm inputs such as fertilizers and proper seeds and the current land pressure has led to increase in costs of transporting manure from low lands. Therefore the unit costs for producing ginger are drastically increasing while ginger selling prices are becoming more and dramatically unstable.



MYAMBA PACKED GINGER

8.0 STRATEGIES FOR SUSTAINABILITY

To mitigate the effects of the challenges facing Ginger production the SDC has used various strategies. The first major strategy has been the use of community participation. In all cases such as protection of environment, preservation of forests, feeder road construction and market structures construction the community has always been involved through meetings and mobilized to contribute in kind and in cash.

Secondly the use of Members of the Parliament, the Councilors and the District Commissioner's office to sensitize and convince local leaders to make communities participate in the development initiatives of their localities greatly dissipated some of the challenges.

Thirdly Same DC inhabitants are hardworking and motivated towards income generating activities. The SDC initiatives on promoting Ginger production are easily accepted by the community because of the income increment value perceived.

Lastly, continuous and committed services and persuasion by the council extension staff and the use of modern methods in agriculture, cooperative and community participation have helped to alleviate the challenges.

9.0 SECRETS FOR SUCCESS AND FACTORS FOR REPLICATION

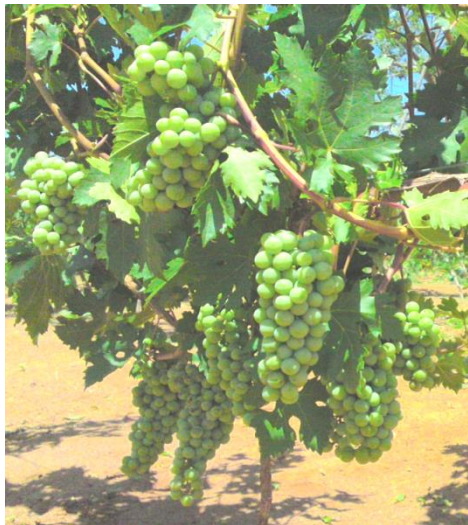
- Local leadership was instrumental in success of Same case. The role of the Directors and the CMT of forging partnerships with Politicians to make farming community focus on ginger as an alternative cash crop. The role of the MP in making success and the fund raising initiative is highly appreciated. MP for Same East Hon. Anna Kilango is on the front line to promote ginger production and value addition. She strategically links the famer groups to external markets.
- There are good relations between politicians and staff in Same DC. There is creative and committed staff who work as team. This is possible because of effective CMT under dynamic Director.
- The council does respect the community initiatives and priorities. Even though the council could have preference to other crops such as coffee, however ginger was people's choice hence the Council had to support them. In so doing they had to undertake serious community mobilization campaign to promote ginger
- In collaboration with SARI Tengeru they made effective use of modern technology and research methods.
- Apart from effective use of PPP in product marketing, Same DC established effective collaboration with other stakeholders in and outside the district. This includes effective use of central Government programmes and support (AMSDP)

- In order to stabilize the market price, the farmers were using delayed or deferred harvesting. If the prices are good harvesting takes place promptly, but if prices are not good the product is left underground as a means of storage till the prices improves.
- One of the success factors worthy copying by other LGAs is that in order avoid exploitation by middlemen; the community established a bylaw forbidding individual negotiations. Therefore all negotiations are done collectively.
- Finally community participation was very positive. Thanks to effective community mobilization and facilitation skills demonstrated by self motivated extension workers.

CHAMWINO DISTRICT COUNCIL



PROMOTION OF GRAPE PRODUCTION



1.0 INTRODUCTION

Chamwino District Council is one of the districts in Dodoma Region which originated from the traditional Dodoma Rural District. The District has a total area of 8,056 square kilometers with a dry Savannah climate and sporadically semi arid. Chamwino District just like other Districts in Dodoma region receives an average rainfall of about 500mm annually and 85% of the rain falls between December and March. The District experiences unreliable rainfall leading to poor harvests of the traditional crops particularly maize and millet leading to recurrent shortages of food culminating into extreme poverty among communities Table 5.4.

Villages such as Buigiri and Chinangali II which are along the Dodoma-Morogoro Highway reflect extreme poverty in terms of housing. More than half of the houses are built using mud and roofed with mud. During February and March every year; the villages are covered with fields of maize and millet that look dry and unpromising to bear enough produce for food staff and secure cash for other necessary expenses such as school fees, uniforms and books for schooling children.

Table 5.4: Annual Rainfall Trend

Months	Nov	Dec	Jan	Feb	March	April
Rainfall (mm)	23.74	136.70	77.84	51.30	70.30	14.14
Days	4	10	4	3	4	1

Source: Chamwino DC

In 2008 the Dodoma Regional Consultative Committee directed all Councils in Dodoma Region to make deliberate attempts and efforts to improve the income status of their Communities. It was recommended that each Council designs mechanisms that would lead to villagers working together in production activities to rip the benefits of synergy through groups, cooperatives and associations. Chamwino District Council endorsed the recommendation and linked it to the Central Government initiative christened “Kilimo Kwanza”.

Chamwino District Council decided to get involved and concentrate on Grape Production using unification of villagers and facilitating the process towards formation of a strong cooperative Society. The background towards Grape Production in Chamwino DC also centers around the appreciation of the OVOP Concept that stresses on using Local available resources to generate income and secure improved livelihood of the communities within the area. The Chamwino DC Director had the following to say regarding OVOP.

“..... I visited Oyama in Japan. I was impressed by the words of Mr. Yahata who told Oyama People in 1961, why should the salary men of large cities

get bonuses each year and incremental increases in their base salary, while we struggle to survive year to year; why should we never be able to take a holiday in Hawaii? I thought about this deeply, and believed that Chamwino DC as well has land resource and climate that can help change the life of the villagers. I decided to take action towards grape production"

The RCC directive and the CMT decision to engage in Grape Production were endorsed by the Councilors and the implementation has taken place in the form of a project. The project involves 300 farmers; 250 from project villages of Chamwino, Buigiri, Chinangali II, Mlebe, Manchali and Makoja. 50 farmers are youth who joined the project after being attracted by the collective efforts initiated by the District. The project requires each villager to own a plot in the project area, clear the land, make irrigation trenches and participate in decision making meetings on various issues. To be able to make preparations for the land the Council facilitated and provided a guarantee for a loan from CRDB Bank that was extended to 250 farmers. The 50 farmers who joined the project later used their own funds to prepare their plots for planting grapes.

2.0 PROBLEM STATEMENT

The inhabitants of Chamwino District Council for years experienced low agricultural produce due to shortages of rainfall and depleting fertility of their land. This led to evident poor household incomes and difficult life reflected in bad housing, school dropouts and inability to pay for taxes and levies. Poor incomes and unhappy life in the villages led to rural depopulation because of youth migration to urban areas to seek for employment or engage in informal small businesses for the sake securing incomes Table 5.5.

Table 5.5: Number of Departing Youth

Villages	2006/2007	2007/2008	2008/2009
Chamwino	182	120	20
Buigiri	60	34	8
Chinangali II	104	42	13
Mlebe	34	16	9
Manchali	62	18	2
Makoja	41	12	6

Source: Chamwino DC

The Secondary and Technical school leavers who were expected to remain in villages and engage themselves in improved agriculture and other income generating activities left the villages as well. The Tanzania education system does not directly prepare secondary education leavers for self employment and entrepreneurship. In Chamwino DC as well school leavers expected formal employment which is not guaranteed in villages and rural areas. The only decision for the youth was to migrate to urban areas, Dodoma town in particular.

Lastly, grape production in Chamwino District has been there years and years. However the villagers could not engage themselves in cultivating grapes because of lack of capital resources, poor organization in terms of cooperatives and associations and lack of knowledge on modern grape production skills and technology. Apart from raising goats and cattle which are constantly attacked by diseases and subjected to theft; villagers in Chamwino DC predominantly depended on tilling land and betting for rainfall to get food staff and cash for other life expenses. In general the living standards of Chamwino inhabitants were very poor.

3.0 OBJECTIVES

As stated in the background, the RCC and the Chamwino DC noted the problem of the declining living standards of the inhabitants and decided to address the problem. The specific objectives of the Chamwino DC in engaging in Modernized Grape Production were;

- To reduce shortage of food, improve living standards and reduce poverty
- To create employment through investing in grape production thus attract the youth to remain the rural areas
- To Improve household incomes leading to improved quality of life in terms of food security, healthcare and education
- To develop New knowledge, technology and skills for improved grape production
- To strengthen joint production efforts of the villagers through groups, associations and cooperative societies

3.0 IMPLEMENTATION

Thinking globally while acting locally the Council decided that Grape should be a strategic crop for the District. The Implementation of the Project was demanding and sophisticated due to involvement of villagers from five villages and several other stakeholders. The first major activity was to mobilize the community and create adequate awareness on Grape Production and how grape production would lead to increase in household

incomes, food security and improved living standards. In other words the Council had to convince the villagers to change from traditional agriculture to grape production.

Secondly the Council had to sensitize and involve the villagers towards organizing themselves in groups or associations. It is important to note here that Villages in Tanzania were initially created to make people live together and in a way produce together. In the 1970s and 1980s several villages had village farms and village shops which were run as cooperatives or associations which actually failed to bring the expected advantages. With this in mind it is difficult to convince rural communities to form cooperatives. However Chamwino DC managed to convince the villagers to form and join the SAVINGS AND CREDIT COOPERATIVE SOCIETIES (SACCOS) and AGRICULTURAL MARKETING COOPERATIVE SOCIETIES (AMCOS).



BUIGIRI VILLAGERS MEETING

Thirdly the Council wrote a technical and comprehensive business plan to convince the financial institutions that Grape production in the project area would actually be a profitable business. This helped to secure an agricultural loan from the CRDB bank. The document also showed how Grape Production would break even, have multiplier effect and enable farmers to repay the loan, improve household incomes and secure higher living standards.

Thirdly the Council identified and acquired a suitable land that would accommodate all farmers in the cooperative society. In fact the Land identified by the Council was distributed to farmers for development. The land used currently is only 30% of the total land area (300 acres). This

provides the opportunity for the Council to organize other groups to join into grape production in the project area.

Fourthly, the Council identified a reliable source of water. Initially there were three wells in the project area which were developed under the support of Bulgarian Government and were later included in the project. Using the Council funds a water dam with capacity of storing 21,000,000 liters was constructed. This was important as water from the three wells needs to be stored before being pumped to the vineyards.



WATER DAM FOR IRRIGATION

Fifthly the council had to scout for a proper irrigation technology. Visits were made to various irrigation technical institutions, large scale grape producers, agricultural training institutions and various irrigation equipment producers. The Council also had a technical consultation with ARI Makutopora and Zonal Irrigation Office before contracting BALTON Tanzania LTD in dam and pump house construction. This resulted into adoption of the right irrigation technology for grape production preferably Drip Irrigation System with a capacity to supply water in 30 acres at a time for four hours daily.



Drip irrigation Pumps and Underground Pipes

4.0 RESOURCES USED

Chamwino DC's commitment to improve villagers' incomes and living standards involved the activities mentioned in section four. These activities required various human, financial and physical resources. Referring to human resources, all councilors and technical staff were involved in making the project take off. Also the field and the irrigation equipment is supervised by a farm manager, five extension officers, one retired grape production specialist and four ARRI staff.

The physical resources in this case include the 300 Acres (120Ha) of land improved with modern irrigation system capable of irrigating up 1000 Acres (400Ha), water dam, three wells, a road infrastructure and a Bajaj for transporting security guards and pump attendants.

The project used an initial capital of Tshs 97 Million from farmers' contributions, Tshs 1.3 Billion from ASDP (discussed and agreed by councilors to postpone other projects and concentrate on Grape production project) and Tshs 1.5 Billion, a loan from CRDB Bank.

5.0 ACHIEVEMENTS

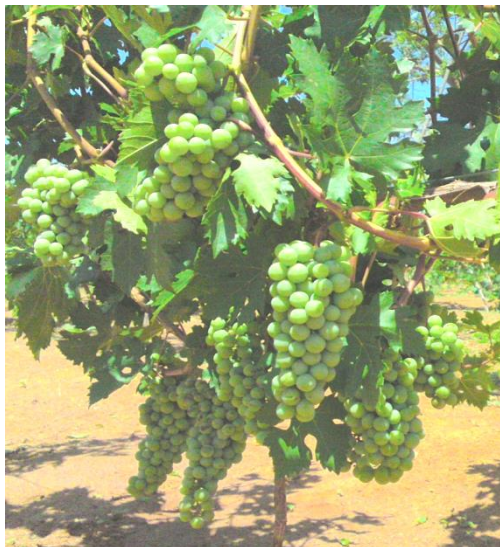
Although Grape production takes some years to start reaping the fruits, the Chamwino DC project has shown several positive results. One important achievement is that the Project is owned and managed by farmers themselves. This is an important aspect for making the project Sustainable. Farmers through their SACCOS meet and plan for the farm without undue interference from the Council staff and other stake holders.

Secondly, the project has improved farmers' capacity in grape production due to involvement in land preparation, nursery management, transplanting of seedlings, pest and disease control, rotational irrigation management and other vineyard care.

Thirdly, there is now a Spillover effect as the project has become a Farmer Field School (FSS) for other farmers in and outside the district.

Fourthly the project has succeeded to impress the youth group to remain in the villages as grape production creates an assurance of about 6 to 15 tons per acre per year and guarantees stable income for the period of about 50 years.

Although the harvests are yet to develop into full capacity, farmers have harvested twice during the year 2011/12 and the cash received from selling grapes outweigh in hundreds those obtained through other farming activities. Farmers (through their chairman of the SACCOS) expressed their satisfaction as literally translated below.



Grape Fruit 1



GRAPE FIELD IN CHAMWINO

....We have harvested only once... and this is low season, but we got money, some bought maize for food at home, some paid school fees for secondary school pupils, some have reinvested in this farm... we are expecting more harvests in August and September.. I can assure you, we will be very happy, everyone will be having enough money to think of building better houses, or buying motorcycles...."

7.0 CHALLENGES

Chamwino DC has changed the semi arid area of Buigiri and Chinangali II along the Dodoma-Morogoro highway by creating evergreen farm covered with grape fields. This is a commendable endeavor socially and economically valuable to the Chamwino Community and the Council. The project however has experienced several hurdles that need attention for sustainability of the project.

The security of the produce and infrastructure is occasionally compromised. There are people from the same communities who actually invade the farm and steal grapes and the irrigation equipment. The problem centers on poor involvement of the community towards securing security of the farm. There is a need for all villagers in the project area to appreciate the value of the project, be responsible for security of the farm and report all unexpected and suspicious behaviors to the village authorities or the SACCOS leadership.

The commitment elicited by individual farmers is also variable. While some farmers are seriously engrossed and working hard to make the farm more productive and clean, some farmers lazy and unconcerned, leading to increasing weeds, misuse of precious water and ultimate decrease in harvests. In this case there is a need for the Cooperative society to establish bylaw and institute penalties for those who do not show substantial commitment to the project.

Grape production is expensive. The inputs such as fertilizers and pesticides are expensive and not in the subsidy list in Tanzania. This has lead to difficulties in applying all inputs required and therefore poor harvests. Irrigation in the area depends on electric pumps. Electricity tariffs skyrocket almost quarterly every year. This is also a heavy burden for the farmers as it impacts on their profits.

8.0 STRATEGIES FOR SUSTAINABILITY

Grape production in Chamwino District promises to reduce poverty by raising household incomes of the villages in the project area. To achieve this objective in a sustainable manner the Council has organized capacity building programme for farmers that is continuously provided through ARI Makutupora and the District's agricultural officers. The SACCOS activities are also supervised by the District Cooperative officers.

The District council in collaboration with other stakeholders is in a process of forming requesting the Central Government to form a Grape Board that will regulate grape production and marketing activities. The Council also

has a plan to request the Central Government to include grape production inputs into subsidy arrangements like in other crops.

The Council is engaged in sustainable promotion and sensitization programmes to stir all the villagers to realize the value and sense of changing from traditional crops production to investing their energy in grape production. Community Development Officers within the council meet with village communities and make discussions on grape production and its perceived impact on living standards.

The Council is also having discussions with Juice and Wine producers for a possible Memorandum of understanding on reliable market and prices for the Chamwino Grapes. The long term objective of the Council is to assist the farmers to engage in adding value to the raw grapes through processing and packaging by establishing small scale grape processing factories. This will also involve forming farmer's network for marketing and technology in Grape Industry.

To make the project owned by the community the farmers will also have to contribute an operation and maintenance fee of TZS 150,000/= per year/acre. This will help eliminate the dependency syndrome that happens in several projects in which the beneficiaries expect unending support from the government.

9.0 SECRET FOR SUCCESS

- (i) Local leadership was a key to success of the project; they had new ideas because they were exposed to new approaches. Specifically, the former District Executive Director (Mr. Mayeji) was the brain behind the project. He had been to Oyama in Japan and was inspired by what he saw pertaining to OVOP in Japan hence determined to bring change to his Council. He introduced cooperative grape production model in Chamwino. Unfortunately he was transferred before he could realize the final product of his ideas. He was keen to identify effective local leaders and technicians available in the community.
- (ii) Facilitation: Farmers were sensitized to initiate a cooperative society which will be the executing agency for collective project
- (iii) Prioritization: There was deliberate decision by the Full Council to postpone implementation of other projects in favor of Grape production which required heavy investment. With expectation of subsequent long time benefits.

- (iv) Political will by Councilors in supporting the initiative was very necessary. As a process of nurturing young community projects, the LGA paid the power bills until the farmer's cooperative society could realize proceedings from grapes sales. This was very important during the interim or initial stage.
- (v) LGA as a Guarantor: Furthermore there was commitment of the Council by guaranteeing loans for farmers from financial institutions (CRDB). Then In order to ensure the targeted investment, the borrowed money was channeled to cooperative society which is the implement agency.
- (vi) Collaboration and consultation with various partners was additional factor. Team work and commitment of the Council Management under the District Executive Director was very fundamental factor for success.
- (vii) **Linkage: LGA linked farmers to an Israel company(BALTON Tanzania) supplied drip irrigation facility, while Makutupora research station was closely collaborating in training of farmers and supply of appropriate varieties of grape cuttings.**
- (viii) **Chamwino DC was bold enough to embark on appropriate technology (drip irrigation using ground water) to produce high value crop (grapes). LGAs in Tanzania are highly encourages to embark on unique products found in their localities. Intensive farming taking place in Chamwino is worthy copping by other LGAs.**
- (ix) Finally farmers were very cooperative, they have a very strong Cooperative society. So long as they have strong leadership in their cooperation, this unique model will prevail. The model existing in Chamwino is a cooperative society model whereby all activities are overseen by cooperative management.

IRAMBA DISTRICT COUNCIL



SUNFLOWER PRODUCTION AND VALUE ADDITION



IRAMBA SUNFLOWER

1.0 INTRODUCTION

Iramba District Council is within Singida Region, Kiomboi Township being the District headquarters a 100 km away from the Regional Headquarters. Iramba District Council lies between 4° to 4°.3° S Latitude and 34°E to 35° E Longitudes. Plains range from 1,000 meters to 1,500 meters above Sea level. Iramba DC borders with Meatu and Mbulu Districts to the North, Hanang' District to the East, Singida District to the South and Shinyanga District to the West, Maswa and Meatu to the North West.

The District is divided into 7 Divisions, 31 Wards, 135 Villages and 676 hamlets. There are 42 Councilors, 15 women and 27 men. The Council has a total of 2,118 employees. According to 2002 population census, the district has a total population of 367,036, out of which 178,297 are males and 188,739 females.

The District receives annual rainfall ranging between 500mm and 850mm which usually fall between mid-November and mid-May. There is a variety of natural vegetation including Miombo and Acacia Wood lands and Grasslands. The total land area is 7,900 square kilometers which is divided according to its use. Arable land forms 3,500 square kilometers (44.3% of the total land). Land underutilization is between 1,500 to 2,000 square kilometers (19 to 25% of the total land). Grazing land has an area of 3,370 square kilometers (42.7% of the total land/area). Forest land covers 734.7 square kilometers (9.3% of the total land). The area covered with rocks and water is 294 square kilometers

About 85.2% of population is engaged in agriculture. Other economic activities include livestock keeping, beekeeping, small scale mining and fishing. These economic activities have a contribution to the local revenue as shown in table 5.6.

Table 5.6: Local Revenue Trend

YEAR	REVENUE COLLECTED in Tshs
2004/05	439,345,736.70
2005/06	60,083,420.87
2006/07	97,817,785.26
2007/08	117,101,647.16
2008/09	184,950,904.47
2009/10	205,444,436.52
2010/11	223,066,117.07

Source: Iramba DC 2011

In the year 2004-2005 high revenue collection was contributed by development levy and livestock and crop cess which were abolished since 2005 to present. From 2006 – 2012 there is a noted increase on revenue collection due to new revenue sources and especially increase in sunflower production and the change of crops levy from 500 Tshs to 1,000 Tshs per bag. Other sources of revenue include telecommunication towers and outsourcing of some revenue sources such as crop levy, Kiomboi market and Lake Kitangiri.

2.0 PROBLEM STATEMENT

Before the initiative of promoting Sunflower Production, Iramba District Council experienced sheer growth in population and decreasing incomes due to population pressure and unreliable rainfall for several years. The traditional crops that the inhabitants used to cultivate in a traditional way did not meet the basic needs' requirements such as enough food and corrugated iron roofed houses. For example Sunflower productivity per hectare in 2008/09 was only 1.0 ton. The inhabitants as well engaged in unproductive agricultural practices such as the use of unimproved seeds, improper or non use of fertilizers and pesticides and inadequate agro-mechanization.

Although people had cultivated sunflower for over a decade, the harvests and the income impact on household incomes and living standards was insignificant due to few oil processing machines (for example in 2008/2009 there were only 27 oil mills), high post-harvest loses due to poor storage and delayed processing, unreliable markets and fluctuating prices of sunflower products as well as inadequate supply and availability of improved/certified seeds and other inputs.

3.0 IRAMBA DC OBJECTIVE

In 2006 Iramba District Council participated in the Singida Regional POT Training Workshop in which every Council was requested to set an action plan on the lessons learnt from the training. In their District Action Plan, the council deliberated to promote and concentrate on one crop with a major intention of improving household incomes and the living standards of the Iramba DC inhabitants. This broad deliberation was detailed in the following specific objectives.

- I. To promote and sensitize farmers to cultivate Sunflower
- II. To facilitate farmers to increase production and productivity of sunflower from 1.0 ton/ha in 2008/2009 to 2.0 tons/ha in 2011/12
- III. To promote good and modern agricultural practices including mechanization of sunflower production
- IV. To encourage private sector to invest on sunflower seeds processing, packaging and transportation.
- V. To establish warehouse receipts system for control and stability of prices

- VI. To sensitize farmers to join SACCOs, increase formulation of SACCOs from 13 to 29 and supervise the operations of SACCOs to ensure Good Governance and beneficial impact to the members/farmers

4.0 IMPLEMENTATION STRATEGY

The promotion of Sunflower Production in Iramba District was not an easy task. One major activity was the change of mindset of farmers to quit traditional methods of cultivation and secondly to accept a major move to modern agricultural practices and for some a new crop – sunflower. This resulted into an increase in the number of sunflower producers. In an attempt for the council to assist farmers to increase production of sunflower and benefit from the produce a set of activities were performed. These included the following;

- I. Purchase of 49 power tillers (29 from DADPs, 7 World Vision Tanzania and 13 from Individuals). These were needed for increasing acreage and the possibility for tilling the land in time.
- II. Construction of 3 Ward Resource Centers (Luono in 2009, Gumanga in 2010 and Mwanga in 2011). The resource centers are necessary for promotion of modern agricultural practices, distribution of improved seeds, pest control, advice for fertilizer usage and immediate assistance for farmers on sunflower production
- III. Training 297,695 farmers on improved agricultural practices such as the timing of land tilling, the types of seeds to be used, types and amount of fertilizers and pesticides to be used and crop mixing for effective land utilization sustainably
- IV. Production of Quality Declared Sunflower Seeds. This was done in collaboration with ICRISAT, HOPE, Songela Investment and RLDC. The improved seeds are the ones that tolerate drought, have better productivity per acreage and produce more oil than other seeds.
- V. Establishment of Farmer Field Schools. These provide an opportunity for farmers to learn practically, receive demonstrations and physically see the quality of farming practices and the resulting produce
- VI. Encourage agro-dealers to supply agricultural inputs and negotiate with them to allow input credit facilities for farmers who cannot pay for inputs during the cultivation session. An arrangement is set for farmers to borrow necessary inputs and pay back during the harvests
- VII. Facilitate private investors to construct oil mills and buy sunflower seeds from farmers. The major objective in this aspect is to increase the processing and of sunflower seeds, create employment for the youth and create an opportunity for farmers to add value to their produce to generate more incomes
- VIII. Establish warehouse receipt systems at Iambi and Msai Villages with an intention of retaining sunflower seeds to stabilize prices but give farmers some initial payments to make them meet basic life requirements before the seeds are sold at higher price. The warehouse receipt system reduces the

chances of private sunflower seed buyers to create a monopoly, eliminate competitive prices and end up buying the seeds at very low prices.

5.0 FINANCIAL RESOURCES

The determination by the Iramba DC to make Sunflower Production a Cash Crop and increase household incomes and living standards required resource commitment in terms of finances and human expertise. In a period of three years, a total of 622,000,000Tshs was spent on the implementation of the activities listed above as follows;

- I. Purchase of 49 power tillers (29 by DADPs funds, 7 by World Vision Tanzania funds and 13 from Individuals' funds) Table 5.7

Table 5.7: Number of Power tillers Purchased

Year	Number of power tiller purchased (DADPs)	Cost
2008/09	1	6,650,000
2009/10	22	154,000,000
2010/11	6	42,000,000
2011/12	20 (World Vision and Individuals)	91,350,000
		294,000,000

Source: Iramba DC 2011

- II. Construction of three Ward Resource Centers that used a total of 194,000,000Tshs. (Luono 15,000,000Tshs in 2009, Gumanga 94,000,000Tshs in 2010 and Mwanga 85,000,000Tshs in 2011).
- III. Establishment of Farmer Field Schools used a total of 7,000,000Tshs
- IV. Production of Quality Declared Seeds at a cost of 10,000,000Tshs
- V. Construction of Forty three oil mills by private individuals and SACCOS in Kinampanda Village (6 oil mills), Kyengege Village (2 oil mills), Ulemo Village (3 oil mills), Tumuli Village (1 oil mill), Iguguno Village (6 oil mills), Nkungi Village (4 oil mills), Shelui Village (6 oil mills), Ndagoo Village (4 oil mills), Misigiri Village (3 oil mills), Kiomboi Village (6 oil mills), Kinambeu Village (1 Oil mill) and Maluga Village (1 oil mill) Table 5.8.



Different stages for sunflower oil processing (assemblage, sorting/cleaning, pressing and filtering)

Table 5.8: Number of Oil Mills Constructed

Year	Number
2008/09	27
2009/10	38
2010/11	43

Source: Iramba DC 2011

- VI. Establishment of Warehouse Receipt Systems at Iambi Village in 2009 which cost 59,000,000Tshs and at Msai Village in 2010 for a total of 49,000,000Tshs.

6.0 RESULTS OF THE PROGRAMME

Iramba DC has made several achievements in the promotion of Sunflower Production and Processing. One major result is the increase in acreage used for cultivating sunflower. This has increased from 40,688Ha in 2008 to 69,940Ha 2011. Crop productivity as well has made a leap from 0.8T per Ha in 2008 to 1.8T per Ha in 2011. This trend is actually increasing as the intention of the Council is to assist farmers produce 2.0T per Ha by 2015.



The stock of sunflower seed ready for value addition

The Production of Quality declared Seeds has increased from zero Kilograms in 2007 to 11,146.5kgs in 2011 leading to a jump in tons produced per acre and per year as presented under table below.

Table5.9:Seed Production Trend from 2009-2011

YEAR	Productivity Tons/Ha	Acreage (Ha)	Production Tons
2008/09	1.0	36,750	40,688
2009/10	1.5	41,300	45,165
2010/11	1.8	59,100	62,784

Source: Iramba DC 2011

The Council has managed to establish over a 105 Farmer Field School (FFS) in the Sunflower producing villages. The Council had 28 FFS in 2009, 98 in 2010 and 105 FF2011/12. The FFSs have assisted farmers to access theoretical and demonstrational training on modern agricultural practices. The Farmers have acquired knowledge on the use of Power tillers, the servicing of Power tillers, the proper planting methods, application of improved seeds, identification of sunflower diseases and pests, weeding methods and proper harvesting. All this knowledge and skills have developed from the use of FSSs. (The Picture shows an extension officer demonstrating the multiplication of sunflower seeds at Kidarafa village. The process is necessary for production of improved and quality declared seeds).



Sunflower FFS

The Iramba District Council also managed to establish 29 SACCOSs by organizing and encouraging farmers to form groups and nurture them towards forming registered SACCOSs. These have as well created impact on credit provision, market surveys, negotiation with private investors and sunflower buyers, ownership of oil mills and stability of prices. The SACCOS have played an important role in developing the capacity of farmers to organize themselves, protect themselves from improper pricing by private sunflower buyers and create a guarantee for stable prices and credit potentials.

Apart from creation of SACCOS the council has also realized an increase in the number of Agro Dealers who provide various services including the provision of credits to farmers, selling of agricultural equipment and inputs, sunflower processing and packaging and solicitation of markets of markets, Table 5.10

Table 5.10: Agro-dealers Participation

Year	Number of Agro-dealers
2009/10	7
2010/11	19
2011/12	57

Source: Iramba DC 2011

There has been a significant change in household incomes and standard of living in Iramba District. Farmers have been able to construct modern houses built with burnt bricks and roofed with corrugated iron sheets. Five years before many farmers used to live in poorly constructed and roofed houses as can be seen in the traditional house shown in the picture below taken Ulemo Village. This House is known as “Tembe” because it is roofed with grass and mud.



Traditional House

The change in livelihood can also be seen along the highway to Mwanza as all villages in Iramba District have rows of packed sunflower oil being sold to highway users. Depending on the season one liter of sunflower oil is sold at 3000Tshs during harvests and over 6000Tshs during December to April. The number of the youth who are currently selling the sunflower oil along the highway has increased enormously indicating growth of rural employment opportunity.

Brick making and burning has also become another opportunity for the youth to generate incomes as the bricks they make are easily bought by sunflower farmers who have cash and would like to construct better houses using burnt bricks. The houses farmer build have the same plan and are interesting to look as some of the streets in some villages look very similar due to similar houses. The modern house is shown in the picture below.



Making Burnt Bricks



A Modern House under Construction

Farmers also reported the increase in enrollments to secondary schools and a decrease in dropouts due to increased ability of the parents to pay school fees and other expenses due to increase in sales of the sunflower seeds and products. One farmer had this comment on sunflower production.

“...this crop has given us pride... we had problems in this village.... children could not go to school because we had no school fees... boys used to leave to towns to find jobs... we had bad houses... but as I am speaking now... look at my good house... look at my kids... they are in schools... and one is in a boarding school in Arusha town... and I can pay... because... I have sunflower bags in my house and I have sunflower oil containers being sold along the road... I get cash everyday...”

The spillover effects of sunflower production and processing are many. Urbanization with improved living standards is taking place in Iramba District villages along the Mwanza Highway, businesses both whole sale and retail have increased, consumption levels of food and beverages have increased while the ownership of property in terms of buildings and transport vehicles has also increased.

7.0 CHALLENGES EXPERIENCED

Iramba District Council achievements in relation to promotion and production of sunflower seeds and oil have been supported by committed staff, politicians and hardworking inhabitants of Iramba. However the success has encountered several hurdles as well. The major challenge experienced by the farmers is the unreliability of rainfall. The rains are unpredictable in terms timing of the first rains, the duration and the amount. This problem drains capital investments made on preparing farms, tilling the land and buying seeds. There is also a noted decline in annual rainfall in Iramba District in last ten years.

The second major challenge is unreliability prices for sunflower seeds, oil and other products. The prices are low because their annual increment do not compare with the annual devaluation of the Tanzanian shilling Table 5.11. As a result the farm inputs are becoming consistently expensive while the sunflower products are receiving low prices able 5.12.

Table 5.11: Trend of sunflower price of in three years

Year	Price/Kg (Tshs)
2009	460
2010	600
2011	750

Source: Iramba DC 2011

Table 5.12: Price Trend of sunflower seeds

Year	Variety	Price/Kg (Tshs)
2009	Kenya Feather	2800
2010	Kenya Feather	3500
2011	Kenya Feather	4250

Source: Iramba DC 2011

Transportation infrastructure is also a hindrance in sunflower production because feeder roads in Iramba District are mainly unattended while torrential rains in the area cause serious damages to roads and bridges. This complicates transportation of sunflower seeds from the fields to the processing and selling points.

Iramba DC sunflower producers also experience inadequate credit arrangements, lack of price control authorities, absence of a Regional Cooperative for sunflower producers, unorganized market surveys and identification, poor linkage with external markets and competition in the market emerging from other seeds that produce oil.

8.0 STRATEGIES FOR SUSTAINABILITY

The commitment of the management team of Iramba DC towards promotion of sunflower crop as a cash crop is shown in the strategies that have been set to address the challenges facing sunflower production and to create sustainability of the programme. The first major strategy aimed at addressing the low price challenge is the Establishment of two warehouse receipt system at Iambi and Msai. These will help the storage of the sunflower seeds up until when the prices are high and indicate profits above all production, transportation and handling costs.

The second strategy is the formation of 16 SACCOS including those in Ndago, Shelui, Mwangeza, Nduguti, Ulemo, Nkungi and Iguguno. The SACCOS will operate in collaboration with the wire house system to regulate prices, but also the SACCOS will provide credits which have lesser interests and requirements for qualification. This will address the problem lack of cash during cultivation period as farmers will have access to credits through their SACCOS for buying all inputs needed for effective production of sunflower seeds.

The council has also set a number of strategies towards sustainability of sunflower production, processing and marketing. These include;

- I. Encouraging farmers to collaborate with agro-processors and marketing agencies, to create a value chain from production to marketing, linking farmers to marketing and processing entities
- II. Facilitating farmers' network within and outside Iramba District in order to have more progressed relationships that will enable them exchange ideas on market strategies and improved agricultural technologies hence high productivity.
- III. Strengthening Rural Financial systems (SACCOS) to help Farmers have access to low interest credits
- IV. Commercialize smallholder agriculture and accelerate its growth rate to increase agricultural production.

9.0 SECRETS FOR SUCCESS

Iramba DC made success on sunflower production and value addition because of

- (i) The main secret of success is the ability of Iramba DC to learn fast and take advantage of changes of consumer behavior "from animal based fats" to "cholesterol free plant oils". The shift in consumer preference constitutes the main drivers for booming sunflower oil industry (liquid gold) as it is commonly known in Singida. This behavioral change has created high demand for sunflower oil in Tanzania. The most important lesson is the ability of LGAs to analyze the market changes and inform the farmers accordingly.
- (ii) Sunflower cake is a supplementary output from sun flower processing. Demand for sunflower cake is quite high. It is used for livestock feeding. By promoting sunflower value addition we are subsequently promoting other products such piggery, poultry, dairy, and micro livestock keeping.
- (iii) Effective Utilization of Central Government programmes and support from DADPs, ASDP, and research institution for initial support of producers. These were effectively used by Iramba DC to create farmer field Schools, distribution of improve seeds and sensitize the private sector to invest in Sunflower seed production and processing. As a result Iramba DC is probably the home of more oil presses than any other districts in Tanzania.
- (iv) Committed and strong CMT under the strong leadership of District Executive Director. The Director promoted team work in all development activities in the district.
- (v) Iramba DC took advantage and made use public –private-partnership (PPP) opportunities. RLDC was a strategic partner promoting sunflower value chain approach which is very much desirable in this type of work. By promoting value chain farmers receive substantial profits.
- (vi) Genuine participation of farmers in all stages of sunflower value chain was the engine of the entire process. Farmers are found in production; some are assembling the product and wait for good prices.

Farmers own the oil press, thanks to technology diversification, there are different sizes of oil press in the market. Farmers are selling well packed final product at the road side markets.

- (vii) The success observed is function of effective facilitation by extension officers, researchers, and sensitization by elected and appointed leaders.

Bibliography

Braathen, et al. (2005) Local governance, finances and service delivery in Tanzania. Joint Report.

Haman, et al. (2005). Local governance as a complex system: lessons from mining in South Africa, Mali and Zambia. *The Journal of Corporate Citizenship*.

PMO-RALG, (2004-2007) Regional Post Osaka Training Reports

PO-RALG, (1998) Local Government Reform Policy Paper

Van Klinken, R. (2003). Operationalising local governance in Kilimanjaro. **Development in Practice, 13**(1).