



## *TANZANIA OSAKA ALUMNI*

# Best Practices

# Hand Book 2

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Regional Administration and Local Government  
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# **BEST PRACTICES HAND BOOK 2 (2014)**

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# Foreword

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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. 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 Second 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 Participatory Planning and O&OD Methodology presenting best practices from Kondoa, Bagamoyo, Kilombero and Morogoro District Councils; Chapter Three is about Fiscal Decentralization and Revenue Enhancement and has cases from Bukoba and Ushetu (Kahama) District Councils; Chapter Four is about Participatory Service Delivery which has cases from Mwanza CC, Moshi MC and Tanga DC and Shinyanga DC; and the last Chapter on Local Economic Development has cases from Mpanda DC and Mkuranga 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.

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**PERMANENT SECRETARY - PMO-RALG**

# Preface (TOA)

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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 2 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 Second Handbook.

The analysis and synthesis of the Best Practices in this Handbook 2 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 second 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.

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**TOA CHAIRPERSON**

# Preface (JICA)

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Dear Extinguished 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, JICA's cooperation has been geared to support implementation of this policy by focusing on strengthening local level service delivery through LGA's capacity development as well as Sector development in the fields of Health, Agriculture, Water & Roads.

Since 2002, JICA in collaboration with 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 for Osaka training, a number of best practices were presented from RSs and LGAs in the Regional Workshops conducted in six zones in 2011. Through verification and analysis of these best practices, this second "Best Practice Hand Book" is finally produced. The 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 this booklet 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 this booklet. We would like to explore the next Best Practices stimulated by the booklet and the training. We hope to establish the horizontal learning platform for field level in future.

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**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
CAG	Controller and Auditor General
CAMA	Computer Assisted Mass Appraisal
CMD	Cassava Mosaic Disease
CBD	Central Business District
CBSD	Cassava Brown Streak Disease
CCBRT	Community Based Rehabilitation in Tanzania
CFO	Commercial Farmers Organisation
CHMT	Council Health Management Team
CHF	Community Health Fund
CHSB	Council Health Service Board
CMT	Council Management Team
CRB	Contractors Registration Board
CRDB	Cooperative and Rural Development Bank
DANIDA	Danish International Development Agency
DADPs	District Agricultural Development Plans
DALDO	District Agricultural and Livestock Development Officer
DCDO	District Community Development Officer
DED	District Executive Director
DRC	Democratic Republic of Congo
FAO	Food and Agriculture Organisation
FBO	Faith Based Organization
FFS	Farmers Field School
FTC	Full Technician Certificate
GPS	Geographical Positioning System
GTZ/ GIZ	Germany International Development Agency
HQ	Headquarters
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
MVIWATA	Mtandao wa Vikundi vya Wakulima Tanzania (A Network of Farmer Groups in Tanzania)
MEOs	Mtaa Executive Officers
MoUs	Memorandum of Understanding
OVOP	One Village One Product movement
POT	Post Osaka Trainings
PPP	Public –Private- Partnership

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PRA	Participatory Rural Appraisal
RCC	Regional Coordination Committee
RUBADA	Rufiji Basin Development Authority
SACCOs	Savings and Credit Cooperative Societies
SEDP	Secondary Education Development Programme
SGR	Strategic Grain Reserve
SIDO	Small Industries Development Organization
SMEs	Small and medium Enterprises
SUA	Sokoine University of Agriculture
TANZAM	Tanzania Zambia highway
TFDA	Tanzania Food and Drugs regulatory Agency
TFNC	Tanzania Food and Nutrition
TANROAD	Tanzania Road Agency
TASAF	Tanzania Social Action Fund
TAZARA	Tanzania Zambia Railways
TOA	Tanzania Osaka Alumni
TOSCI	Tanzani Official Seed certification Institute
TSCP	Tanzania Strategic City Project
TZS	Tanzania Shilling
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
WPs	Ward Patrons

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# Chapter One: Introduction; Lessons Learnt from Japanese Experience

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## 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)<sup>1</sup> 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.

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?

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<sup>1</sup> Including two former Permanent Secretaries, i.e., Ms. M.K.Tarishi and Mr. H.A.Katanga.

## 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 Standard<sup>2</sup> 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 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

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<sup>2</sup> 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.

- 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 Prefecture<sup>3</sup> 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 100<sup>4</sup>. 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.

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

<sup>4</sup> 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!

- 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 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.

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

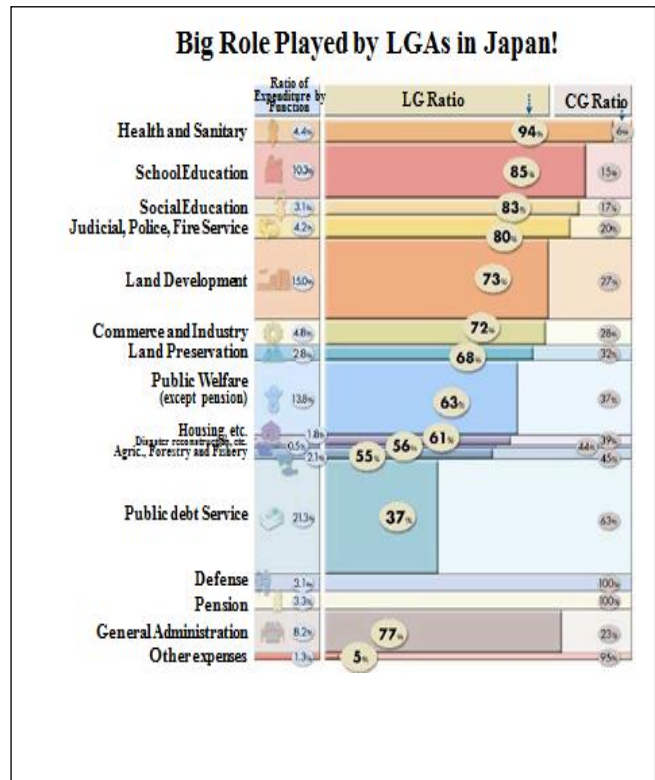


Figure (1)

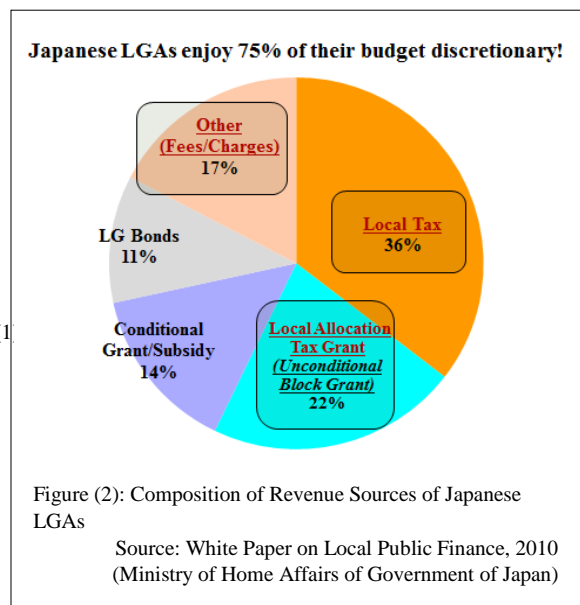


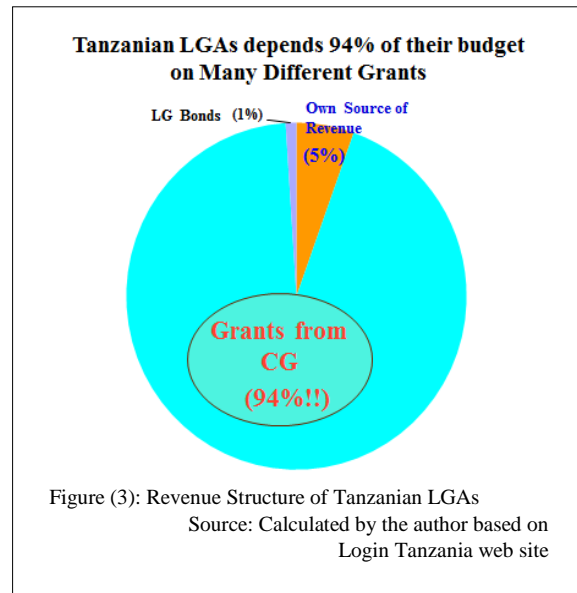
Figure (2): Composition of Revenue Sources of Japanese LGAs

Source: White Paper on Local Public Finance, 2010 (Ministry of Home Affairs of Government of Japan)



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, 53% 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 grant<sup>5</sup>. If at all the appropriate budget allocation is not possible, then the 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.

<sup>5</sup> 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 more realistic to make the grants unified in one single channel and totally unconditional and discretionary for the time being.

### 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 LGAs<sup>6</sup>) 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”<sup>7</sup>. This tax source is also stable since all the residents are registered and LGAs know where they are. Now looking at the 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%.

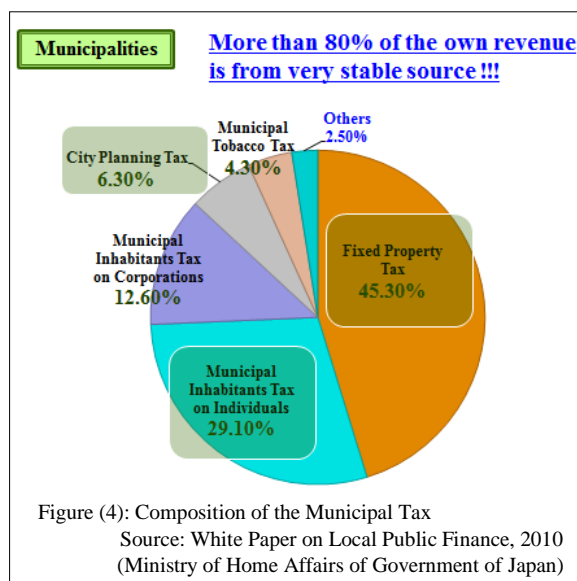
Osaka Training urged the Tanzanian leaders that if LGAs are expected to provide needed services in a constant and stable manner, it is fundamental to develop a stable taxation system. From her proper experience, Japan believes that without putting emphasis on those stable tax sources like Property Tax 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

<sup>6</sup> 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.

<sup>7</sup> 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.



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 Governor<sup>8</sup> 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 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:

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<sup>8</sup> 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.)

- 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*”<sup>9</sup> Human Resource Development School<sup>10</sup> 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.

<sup>9</sup> “*Toyonokuni*” is a traditional name of the area of Oita Prefecture

<sup>10</sup> 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 Participatory Planning and O&OD Methodology

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Local Participatory planning is an approach that emphasizes involving the entire community in the strategic and management processes of community development planning; or, community-level planning processes, in both urban and rural settings. A participatory approach is one in which everyone who has a stake in the intervention has a voice, either in person or by representation, it is part and parcel of community development.

### **Importance of participatory planning**

Participation carries with it feelings of ownership, and builds a strong base for the intervention in the community. It ensures that the intervention will have more credibility in all segments of the community because it was planned by a group representing all segments of the community. Bringing a broader range of people to the planning process provides access to a broader range of perspectives and ideas. A participatory planning approach avoids pitfalls caused by ignorance of the realities of the community or the target population. It is noted in Mwanga (2011) that in 2002 Tanzania introduced an innovative participatory planning and budgeting process popularly known as opportunities and obstacles to development (O&OD). O&OD teaches skills which last far beyond the planning process. This process to great extent has decentralised project-planning process to grass root communities. Decentralisation of project planning process is provided for, by article 8 of Tanzania constitution of 1977. It confers power and right for planning and decision making process to the people. The essence of decentralization of project development process is to create local autonomy through spontaneous and endogenous process Zadeh and Nobaya (2010). In order to achieve sustainable development in the community, community members should be engaged directly in the process of development right from conception of project ideas. It is urged that community members must hold the stake in assessment of local context in terms of existing opportunities and obstacle to development, in prioritization exercise and in decision making to choose the right community project that addresses their felt needs. A participatory planning process builds trust hence beneficiaries must be engaged in planning of the project, implementing the project, managing the project, monitoring the project and controlling the project (Howlett and Nagu, 1997). A participatory planning process generally reflects the mission and goals of grass roots and community-based organizations

It is further urged in Ohama (2002) that sustainable development is a spiral process planned and carried out by beneficiaries themselves rather than one-shot event by external agents. In planning process, self-organisation of beneficiaries and self-help spirit are of crucial importance because these factors help community to advance to the next stage of development. According to Kandie (2001), using an experience from north Ghana, local organisations are crucial elements in the project planning process. These organisations must be supported by appropriate constitution, by-laws, and national development vision to ensure sustainability of emerging projects. The nature, composition and strength of these organisations are most important factors than organisations themselves (Chibehe, 2004; Sharma *et al.*, 2007; Kusago, 2008). A study by Shikuku (2012) affirms that strength of these local organisations is determined among others by inclusion of women as key stakeholders in community development projects.

### **Participation in Community-based development Planning**

From 1990s, Community participation in their development initiatives has received increased attention in international, national and local policy levels (Scoones and Thompson, 1994; Sharma *et al.*, 2007; URT, 2011; Howllet and Nagu 1997). In Abiona and Bello (2013), participation is considered as a means to enhance decisions making process, setting development agenda and formulation of norms that guide development process. Direct community engagement in program design and implementation, helps ensure that strategies formed are appropriate for and acceptable to the community. Community participation promotes shared responsibility; community members often mobilize resources that may not otherwise be available (Helene *et al.* 2013).

The main contended issues in participation are the form of participation and extent of participation in community development projects (Makonda, 2003; Sharma *et al.*, 2007). In addressing the form of participation Tanzania enacted Public private partnership (PPP) Act, of 2010 (URT, (2010) which allow collaboration of local communities with private sector. Prior to that, Pretty (1995) had presented a seven steps ladder of citizen participation (passive participation, participation in information giving, participation by consultation, participation for material incentive, functional participation, interactive participation, self-mobilisation). Other scholars including Sharma *et al.* (2007) were concerned with the quality of participation rather than the form of participation. Their concern was whether there was genuine participation or not. Hence Sharma *et al.* (2007) came up with a more practical three levels participation i.e. either there is “no participation” at all, or there is “tokenism” type of participation or there is “genuine participation” through partnership or local autonomy.

In this chapter, four cases are presented. Kondo DC case is a typical example of O&OD process and how it can transform project planning process if the community receive appropriate facilitation and supportive supervision. Initially community members were planning projects and wait for the council to implement. As result there were so many uncompleted projects. Effective facilitation reversed the situation and revitalised the community participation in development planning and implementation. Chamakweza case in Bagamoyo DC, Maseyu case in Morogoro DC and Mangula-B in Kilombero DC are a result of improved O&OD process. In these cases Importance of effective facilitators training system, effective facilitation, prolonged social preparation, and community empowerment are demonstrated. The three cases above have provided evidence that self-help spirit and community participation are key to endogenous development. Moreover, these cases indicate that the council will never be able to implement all planned projects rather people should be empowered to plan and implement their own projects using their own resources before looking for external assistance. As a result of Improved O&OD process there very positive tangible and intangible results as discussed in the rest of this chapter.

## KONDOA DISTRICT COUNCIL

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### LOCAL GOVERNANCE AND COMMUNITY PARTICIPATION IN DEVELOPMENT INITIATIVES



*The Experience of Kondoza District Council*



## 1.0 INTRODUCTION

Kondoa district Council is one of seven districts of Dodoma region. It is located 160 Km north of Dodoma the Regional Headquarters. It shares border with Kiteto DC, Kongwa DC and Chamwino DC to the East, Manyoni DC, Chemba DC and Hanang DC to the West, to the north it shares border with Babati DC and Simanjiro DC, to the South it shares border with Chemba DC and Bahi DC. It has population 269,704 among them 133,186 are women and 136,518 are men, annual growth rate is 1.7%, and average household size 4.8.

Kondoa DC covers 5,557 square km. administratively; Kondoa DC is divided into four divisions of Bereko, Kolo, Pahi and Kondoa mjini; 28 wards, 97 villages, 388 hamlets (Vitongoji) and 11 Mitaa. There are 28 Councilors elected through popular votes representing 28 wards, and Councilors from special seats, 7 from CCM and 2 from CUF, making a total of 37 Councilors. The Council has two members of parliament (MPs), One from CCM elected, and one special seat from CUF.

The fundamental function of the Council is to provide quality economic, social and environmental services to all citizens of Kondoa DC. This includes facilitation and supporting them to make use of the Opportunities and Obstacles to Development (O&OD) a national planning and budgeting process, so as to identify opportunities and obstacles existing in their localities, prioritize them, implement their initiatives, manage and monitor the quality of their project in order to reduce poverty.

Most of households in Kondoa DC derive their economic livelihoods from agriculture and Livestock by 90%. In simple terms agriculture is the main activity that can reduce or eradicate poverty in Kondoa DC. Arable land is 681,324ha, but only 30% of arable are is effectively used for production. Hence there still a big room for agricultural expansion to 90% of arable land. The land in Kondoa DC supports maize, sorghum especially Tegemeo and Okoa, pearl millet, sweet potatoes, cassava, rice and round potatoes considered as food crops. Cash crops are pigeon peas, common beans, chick pea, cow pea, ground nuts, finger millet and sesame.

The council has the following potentials:- Arable land 681,324 Ha, Conserved forest 49,046.7 ha, Planted forest ( property of the Council) 4,249 Ha, conserved forest under Hifadhi Ardhi Dodoma (HADO) 125,600 Ha, and 2,200 Ha of local tree forests. The council has potential labour force of 269,704 capable people, and several reliable water sources. Other potential is presence of road network, 854 km of compacted gravel roads passable throughout the year and 5.62 Km of tarmac road mainly around Kondoa urban centre. There are several supportive policy and legal guidelines at national and sector level some of these are: election manifesto of 2010, National Strategy for Growth and Reduction of Poverty phase two popularly known as (MKUKUTA- II), Millennium Development Goals, Property and Business Formalization Program (MKURABITA), Business Entrepreneurship Support Tanzania (BEST), Public Private Partnership (PPP), Financial institutions e.g. NMB, CRDB, SACOS, Pride, Brack, Finger, SEDA, FAIDIKA, Bay pot etc.

## 1.2 PARTICIPATORY PLANNING CONCEPT IN KONDOA DC

Kondoa District Council has been striving to engage community in the planning of development project using the national Opportunity and Obstacles to Development (O & OD) process starting from problem identification, prioritization, activity planning and budgeting, implementation, management, monitoring, and evaluation of implementation/outcomes. In this process the following key aspects are considered; Problem identification, problem analysis, implementation planning, implementation, monitoring and evaluation. Kondoa DC is one of the Councils in Tanzania that have been innovative in the way they plan and implement development projects. Moreover it one of the few LGAs that have introduced an innovative mechanism that make follow-up on the way governance issues are handled at the grass root

level through the Governance coordinator. In that way they have managed to enhance participation of community in development planning and implementation of their own initiatives through cost sharing and self-help efforts.

### 1.3 PROBLEM STATEMENT

Before intervention, which was meant to introduce cost sharing or total self-help in project implementation to completion, the situation was as follows. First of all there were too many incomplete projects, most of them were buildings which had reached linter level. These were structures meant for classrooms, teachers' houses, hostels and village offices, in total there were 246 incomplete structures by 2007. There was no reliable statistics for able-bodied persons, so as to accurately estimate labour force existing in the community. There was not clear valuation of labour contributions (in kind) so as to estimate actual contribution by community. Community in Kondoa DC had no culture of contributing cash, rather they were accustomed to contribution in kind e.g. mobilizing construction materials namely stones, sand, gravels and burnt bricks. In this way they did not feel that pinch of contribution which brings about the sense of ownership of development projects. There was unintended exclusion of some of stakeholders from the development planning process. Initially, the Council used to encourage the community to build structures up to linter level. This led to 246 incomplete structures disowned by community. This situation set the precedence that structures belong to government and the Council would fund those structures to completion.



Incomplete office building in Bubutole village



Bubutole residents assembled to discuss how to finalize

### 1.4 OBJECTIVES

The Governance initiative in Kondoa DC intended to achieve the objectives listed below;

- (i) To ensure sufficient financial contributions by grass root communities and other stakeholders for service delivery are available and finalising incomplete projects in the district Council
- (ii) To ensure there is strong integrity and curiosity instilled into the community to own and manage projects for sustainable development
- (iii) To facilitate the community to extent that it can plan, implement projects and create ownership of their development plans in order change from dependency syndrome in planning and implementation of development projects.

### 1.5 IMPLEMENTATION STRATEGIES

Dependency syndrome on planning and implementation of projects by community in Kondoa DC, prompted the Council to initiate a special training programme on O&OD leading to effective planning and

implementation. The aim of the programme was to provide a common understanding on how to plan, implement and instill ownership of the projects to community.

In that programme the following activities were implemented. In 2008/2009 the Council trained facilitators from 35 wards, focusing the ward management teams (WMTs) on O&OD process. Follow-up trainings on O&OD were provided consecutively for three years targeting 35 Ward Executive Officers (WEOs). In these trainings, WEOs were also trained on how to prepare implementation report for development projects

In 2008/2009, members of Ward Development Committees (WDC) were also trained on O&OD for effective identification, planning, implementing, management, monitoring and evaluation including reporting of development projects in their respective wards on monthly, quarterly and six months basis.

During the year 2008/2009, on reciprocating manner, WMTs organised similar trainings to 168 VEOs, each team in their respective ward focusing on participatory planning, budgeting, preparation of progress reports for development projects, revenue and expenditure reports and how to present those reports to the village assembly. From 2009, the Council has strengthened the capacity of project inspectorate committees at ward level. About 10 WEOs were provided with solar powered computers in order to enhance data management and processing the reports.

In 2009/2010, Finance, Management and Planning Committee members were trained on their roles and functions. Trainers for these trainings came from Association of Authorities in Tanzania (ALAT – Headquarters). From 2007/2008, the Council organised a forum for stakeholders to analyse and discuss various challenges encountered in implementation of development plans in line with O&OD process. Every ward has a ward patron/matron coming from council management team (CMT) whose role is to undertake frequent visits and provision of close advice on implementation of development projects.

The Council has established District Education Fund, in which every adult person in the district must contribute Tsh 5000, annually. The funds are collected using special council receipt books HW5. The Council has also established Kondoa Development Fund (KDF) for the purpose of supporting implementation of development projects.

The Council undertook Intensive Training for Councilors, WEOs, VEOs and WMTs from all wards in 2011/2012 fiscal year. Sensitization meetings were organised using influential elders and religious leaders. Village development plans were prepared through O&OD process. Kondoa Development Fund was established to support and catalyse community initiatives in implementing development projects.

In year 2009, the council formulated a bylaw that will guide management of Education Fund. From 11 - 12/10/2013 the Council initiated a youth network in which 112 youths from 28 wards (4 from each ward) were trained on O&OD process. The aim was to empower them so that they can embark on entrepreneurial activities. Village governments set aside pieces of land suitable for farming and livestock keeping that would be used by these youths in their respective villages. By the year 2007/2008, innovatively the Council Director established a special unit for coordinating Villages/Mitaa and Wards with respect to governance issues and development projects. He appointed the Coordinator among the best performing Ward Executive Officers to lead the unit Box 2.1. He also appointment of Good Governance Coordinator responsible for daily follow-up of good governance issues in the villages, refer Box 2.2. Creation of these two coordinators is a unique initiative found only in Kondoa DC and it has tremendously added value in the follow-ups of development projects and governance matters.

**Box 2.1: The roles and functions of Wards, Villages and Mitaa Coordinator**

- To make follow-ups on compliance to schedules of statutory participatory meetings at WDC, Village and Mtaa levels. To ensure the meetings are held according to time tables, rules and regulations governing those meetings. To receive and go through summaries of those meetings, to report the findings to District Executive Director (DED), to advise the Ward, Village and Mtaa leadership on appropriate ways to improve service delivery.
- To ensure that community receives the quarterly revenue and expenditure reports through the Village Assemblies and that the monthly village government meetings are held regularly.
- To train the village government leaders, WDC members and community at large on their roles and accountability
- To advise the village leadership on the best way to prepare participatory development plans through O&OD process.

**Box 2.2: Roles and functions of Good Governance Coordinator**

- To handle conflicts and attend concerns from community members on performance of their WEO/VEO and Mtaa officers
- To handle all issues related to poor service provisions, corruption and inconsistency to norms by Council Officers at all levels of the Council
- To ensure that all departments and units have registers of community concerns and solutions to the problems according to national constitution and prevailing laws
- To make follow-ups on performance of WEO/VEO and other technocrats at ward level and report to DED for appropriate disciplinary Action
- To ensure the good governance concept is adhered to by all management levels at the council
- To prepare good governance reports and present them in statutory meetings on quarterly basis
- To undertake frequent inspections on performance of WEOs/VEOs/MEOs and department heads pertaining to their leadership and service delivery
- To coordinate the schedules of statutory meetings at Ward, village, mtaa and department level
- To manage the &OD process for project identification, planning, implementation, monitoring and evaluation of all projects for sustainable development of the people

In the fiscal year 2012/2013, the council purchased a Toyota double cabin SM 10326 for TSH 75,000,000/=. The purpose is to strengthening monitoring and follow-up activities on community projects being implemented by community, please refer to photo below.



*A Toyota double cabin for O&OD activities,  
Mr. Makha is the Coordinator for Governance and Development Projects*

In the year 2012/2013, the Council purchased two off the road motor cycles Honda XL 125 for TSH 16,000,000/=. These facilities are specifically designated for use in improved (O & OD) being implemented

in Kondo DC in collaboration with PMORALG and JICA, please refer to photos below. In 2013/2014, about TSH 18,500,000/= was budgeted for improved O&OD project activities.



*XL 125 Honda, SM 9720 and SM 9719, purchased in 2012/2013 for Improved O&OD project*

## 1.6 RESOURCES

About TSH 232,500,000/= were used for training programme on O&OD process in the year 2011/2012. Transfers from central government were TSH 209,250,000/= while the councils' own sourced fund were TSH 23,250,000/=. With respect to Human resource, the entire exercise effectively made use of council experts, facilitators and district, ward, beneficiaries and various stakeholders in kondo DC .Some resources were also used for road construction for smooth operation of O&OD process.

## 1.7 RESULTS

Both political leaders and citizens have been enlightened on O&OD process in project identification, planning, implementing (through self-help spirit) without necessarily depending on external support to finalise their development projects. Number of incomplete projects (classrooms and teachers houses) has declined from 246 to 40.

There is increased capability among the community members for identifying the opportunities and obstacles to their development. There is increased ownership of development projects by the community for sustainable development. Moreover, there is increased willingness to contribute for Kondo Education trust fund to the tune of Tsh 290,000,000/=in fiscal year 2011/2012, by the end of 2012/2013 the fund had accumulated a total of Tsh 343,207,870/=-.

This shows that the community has resources and are willing to undertake their development project, the problem lies on facilitation. Through O&OD process attitude of politicians has significantly changed compared to before the interventions. The quality and pace of implementation of development projects has notably improved. There is positive change on extent of women participation in development activities, refer to the photo below. It should be noted that Kondo is predominantly a Muslim society and that under Islamic teachings; women are not expected to participate openly in development activities along with men.



Makorongo Secondary School (Project inspection committee including women)



Three classrooms constructed by community at Gubali



Bicha secondary school students in front of administration block

**1.8 SUSTAINABILITY STRATEGIES AND THE WAY FOWARD**

The prevailing climatic change is associated with frequent droughts has impacted negatively on production of agricultural products hence affecting household incomes and consequently ability to contribute for development projects. Poor road infrastructure and water supply system, High food and non food related inflation resulting to frequent price changes especially for construction materials and fuel. For that matter, the Council is prepared for regular maintenance of road infrastructure. The council has a road network of 854 km out of which 540 km have been upgraded and are passable throughout the year. The aim is upgrade all 854km road network to gravel level by 2014/2015. The Council has invested on irrigated agriculture in order to increase household incomes refer to photo below.



*Kikore irrigation scheme for vegetable and rice production*

The Council has also improved on the process to access agricultural inputs by encouraging private agro-dealers to operate input supply to both urban and rural areas. Political leaders (Councilors) have assumed their role in community mobilization. Moreover since councilors are the chair in WDCs, they are obliged to sign “guarantee” on agreement forms for projects implementation on behalf of the community. In this way they are duty bound to cooperate with facilitators.

### **1.9 SECRETS OF SUCESS ON O&OD PROCESS**

One of the secret for success in Kondoa DC was establishment of coordination unit for wards/Village/Mtaa and appointment of active coordinator. This unit is not in LGA establishment, it is an innovative unit by the DED, the unit was fundamental in achievements in the Council. The lesson here is that O&OD activities need close coordination and follow-ups. This aspect was achieved by appointment of Good governance coordinator. In 2008/2009, DED for Kondoa DC, appointed a good governance coordinator to handle on equitable basis conflicts related to leadership, land, and inter-village boundaries. To a great extent this innovation led to improved participation of community in development initiatives since they were relieved of tensions resulting from conflicts.

**Working session involving Councilors, WEO and CMT.** This was innovative initiative to collectively handle emerging matters related to O&OD projects in the council. In this session every councilor must present progress report, showing success, challenges and specific strategies to address/arrest emerging challenges in their ward. As such this initiative has fostered accountability among councilors.

**Appointment of wards patrons /matrons among the Heads of department.** Every ward has a patron who is a member of CMT responsible to follow-up and fast track emerging issues to DED and to table them to statutory meetings. The patron must come up with appropriate recommendations to address the challenges emerging in the course of implementing O&OD projects. Patron are appointed by DED and approved by legal forum in the Council. This initiative created a collective responsibility among the Council technocrats.

**Council Stakeholders meeting.** The council has innovatively initiated a mechanism to meet with all development partners (NGOs, CBOs, FBOs and other activists) in the council so as to discuss development plans and budget for development projects. Their critiques and suggestions are very important in review of plans and annual budgets. The council through the CMT has worked on comments resulting from Controller and Auditor General (CAG) with regard to weaknesses identified in implementation of development projects. As a result the council accounts are clean.

**Signing of work contracts with WEOs and VEOs.** These are legal instruments that binding the ward and village leadership to ensure projects are completed in time and within the national minimums Standards and specifications). In this contract the roles and rights of both parties involved are specified for accountability. In extreme cases of conflicts leading to incomplete projects, political leaders and influential figures are called in to sensitize community and solve the conflicts amicably. This committee involving politicians was formed in 2012. The council formed a project inspection committee involving the technocrats from council departments. The work contract has diminished the “business as usual “attitude among the WEOs and VEOs.

**Participatory project inspection committee at ward level.** In 2007/2008, the Council initiated an inclusive committee at ward level so as to identify the challenges and promptly address them. The aim was to ensure the villages are implementing their projects smoothly. This committee is accountable to WDC and

they meet every three months or whenever the WDC chair find it necessary or in case of emergency. This committee has reinforced the self-help spirit and experienced-based learning by implanting the projects.

**External committees and institutions to evaluate project.** For the past three years consecutively the council called in external project evaluators, engineers and independent consultants including SIKIKA. For example Dodoma regional ALAT members have inspected the projects in Kondoa DC. Their suggestions were accommodated in solving challenges that were identified



## BAGAMOYO DISTRICT COUNCIL

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### COMMUNITY EMPOWERMENT FOR LOCAL DEVELOPMENT



*The Experience of Chamakweza Village*

## 1.0 INTRODUCTION

Chamakweza is one of 97 villages in Bagamoyo District Council. Bagamoyo DC is one of five LGAs that are implementing O&OD project. Chamakweza, a Masai dominated village is located in Pera Ward which is comprised of Malivundo, Pingo, Pera and Chamakweza villages. The village has a population of 2,566 among them 1,077 are males while 1,489 are females. To the North Chamakweza is sharing border with Magulumata village, Gwata village to the South, Ruvu Ranch to the East and Pingo village to the West. Chamakweza is one of ten pilot villages that are implementing improved O&OD process.

In 2010 the project on improving O&OD process started in Chamakweza village. The project started by training the Ward Facilitators (WFs) for three months. After trainings, WFs carried out assessment of local situation of the village in order to understand the existing reality. The assessment also involved consultation with village government for the purpose of introducing the project. The standing committees in the village were interviewed in order to collect necessary information for planning. The assessment was focused at hamlet level by holding informal meetings with Kitongoji Chair persons and Kitongoji committees. Informal meetings were held with various social and economic groups in order to solicit social, economic, traditional, customary and environmental information. WFs participated in various community activities such as traditional dances in order to establish rapport and cultivate trust between community and facilitators. Eventually community people were free to express themselves without fear and WFs were able to grasp the real situation of the community than ever before. All information collected by WFs was documented into a report which was the basis for community planning. The report provided the real picture and situation existing in the community. The report prompted discussion of all village members on how to solve the obstacles identified using the existing opportunities capitalizing on strong Masai norms, traditions and regulations established in the village.

## 1.2 THE PROBLEM IDENTIFIED IN SOCIAL CONTEXT ASSESSMENT

A long list of obstacles was identified including: Shortage of water for both livestock and human beings, Limited grazing area compared to number of livestock that exist in the village. Others were limited accessibility to health services, long distance to access primary education since only few hamlets had primary schools; Low attendance in village statutory meetings for decision making, Low production of livestock products (milk and meat) for cattle that were kept in the village, Increasing cattle rustling in the village every year. Others were low income from petty trade due to limited capital invested in business by community members, poor infrastructure (feeder roads) hampering transport of crops and human beings from the hamlet level to the main road. As a result of poverty the village experienced migration of youth groups (Moran) from the village to urban area seeking for alternative livelihoods opportunities and income activities such as hair plating or been hired as security guards. Land conflicts between livestock keepers and crop farmers were reported but the most important obstacle was weak village leadership that was not accountable to community at all.

Apart from the obstacles that were identified by community and WFs in their social context assessment, opportunities were also identified that would be used to solve identified obstacles in the year 2011/12 as follows: Presence of land suitable pasture and residential area, Presence of open market for their livestock, large stock of about 27,000 heads of cattle existing in the village, presence of two primary schools of Chamakweza and Mbala, presence of seven charcoal dams (four of them owned by village government, one by a group of livestock farmers and two were privately owned by individuals. Presence of strong social groups namely (NARETISAHO and Chamakweza Women Group)

After social context assessment village plan preparations were made in order to formulate village development plan. In the first place the assessment report was presented in Village Assembly. In that meeting, 50 representatives of community were selected collaborate with WFs to prepare a draft of village development plan. The team of 50 community members and facilitators visited all the four hamlets to seek for peoples' opinion that would enrich the draft. The aim of visits was to ensure participation of entire community in planning process. The team also received technical advice from ward development committee (WDC) then a village assembly was organised to discuss and make resolution on proposed Chamakweza development plan for 2012 which had the following priorities:

- (i) Proper utilization of land resources and acquisition of alternative pasture land outside the village
- (ii) Construction of a village dispensary in order to enhance accessibility to health services.
- (iii) Construction of charcoal dam to address water availability problem.
- (iv) Construction of one primary in one of hamlets which is far from the existing primary schools.
- (v) The number of community members who are voluntarily participating in statutory decision making meetings increased
- (vi) Livestock keepers' income increased through improved milk production and increased live weight of cattle
- (vii) The rampant cattle rustling incidents reduced by conducting local militia trainings involving youth groups and to strengthen traditional security system through Moran
- (viii) The average income of villagers increased through entrepreneurial groups, seeking for loans from financial institutions and acquiring business education.
- (ix) Good governance in the village enhanced

### 1.3 OBJECTIVES

The Bagamoyo Council and the Chamakweza village got committed to solving the long list of problems shown in the problem statement. The council and the villagers set clearly the objectives that were to be met by the empowerment initiative. These include;

- (i) To acquire title deed for livestock keeping land to all 652 households in the village
- (ii) To reduce distance for accessing health services from 20 to 3 km from household
- (iii) To reduce distance for accessing water services for both livestock and human beings
- (iv) To reduce distance for accessing primary education services for some hamlets from 5 to 2 km.
- (v) To increase participation in statutory decision making meetings from 150 to 500 per session.
- (vi) To increase average milk production from 1.5 to 4 liters per cow per day and increase average live weight of cattle from 80 to 200 kg per head.
- (vii) To reduce cattle rustling incidents from 40 to 10 per year
- (viii) To increase average household income from TSH 3000 to Tsh5000 per day.
- (ix) To enhance smooth movement from the four hamlets to the main road by upgrading the four feeder roads existing in the village.

### 1.4 IMPLEMENTATION STRATEGY

Implementation strategies were arrived at, through consultations and consensus in a village assembly. The Chamakweza village development plan stipulated the steps which need to be followed during implementation in order to achieve the intended objectives.

**Compliance to norms, rules and regulations.** In the development plan it is categorically stated that in the course of implementing development activities, rules, regulations and laws must be adhered to. For

example the community agreed that each member will contribute TSH 1000 per head of cattle for development activities. Therefore each farmer will contribute according to actual number of livestock owned. For that matter a committee was formed to take census of all cattle in every boma in the village.

**Actual implementation.** In order to reduce distance for accessing water services for both livestock and human beings the village started by uprooting non-performing leadership. O&OD project sponsored an exchange visit of community members to share experience with colleagues in Tulo village in Morogoro DC in 2011. On return and using experience gained from study visits community members organised the reform process that uprooted the non performing village leadership and replaced it with active team in a democratic way. A by election was carried out in March 2012. This change motivated desire for changes among the rest of community members and readiness for contributing towards development activities.

#### **BOX 2.3 LORPARAKO GROUP**

This group is comprised of 52 members coming from neighbouring Idara ya maji and Mji mwema hamlets. The group members contributed a total of Tsh. 11,600,000 that was used to construct a charco dam and the dam was also named LORPARAKO literally (meaning cattle). The group leaders were facilitated to prepare a group constitution. In order to sustain the charco dam project, a management committee was formed. Their role was to ensure that only members are using the charco dam for their livestock and that no members are supposed to Tsh 100. All revenues were safely kept in group account.

**Charco-dam construction:** In putting the lessons from exchange visits into action, two socio-economic groups of NALEPO (Box 2.4) and LORPARAKO (box 2.3) raised funds for constructing their charcoal dams. This was in line with national approach of empowering community through groups. It should be noted here that for livestock keepers like Masai community, water for livestock is a crucial issue.

#### **Box 2.4: NALEPO Group**

The group was formed in 2010 by Njiapanda hamlet community members for the same purpose of solving water problem for both livestock and human beings. In a self-help effort group members contributed funds to the tune of Tsh 8,000,000 for implementing a charco dam project. Following the trend of climatic change and using the experience of constructing charco dam, in 2012 group members raised additional funds Tsh 6,430,000 to expand, remove silt accumulating in the dam, increase depth hence increasing capacity the dam. This initiative did not only solve water problem, but it provided additional experience as for the first time in this Masai community the group planted fish fingerlings in the dam as to have additional protein source. It should be recalled Masai are not accustomed to fish keeping, this was a radical change! Thanks to effective facilitation by WFs two more projects were initiated by this group. One project was to purchase cows from open market in order to fatten them and sale at profit. They started with two cows in 2012 and by 2013 they had accumulated seven cows. They went further to initiate a SACCOs in order to provide loans for group members so that they could initiate individual business entities. They started by mobilizing a seed money from their own pockets to the tune of Tshs. 1,026,000/=

**Lobbying for alternative grass land in Kisarawe district.** As indicated earlier, the grassing land was small compared to number of livestock (27,000) heads of cattle existing in the community (low carrying

capacity). In addressing this problem, seven producer groups of Ning'ori, Ladoe , Citycorner , Osonyai , Ngotaana , Moran and Kitunda formed a coalition. These groups January 2012) joined efforts to form a stronger cooperative society named ILARAMATAK for the purpose of visiting the neighboring Kisarawe district to lobby for new grass land. They selected a steering committee and the committee went to Kisarawe authority asking for grassland. Thanks to their good lobbying strategies and facilitation skills from WFs they succeeded to secure a total of 15,728.94 ha of grass land. By the time of this publication the livestock in Chamakweza were about to be moved to new pasture land in Kisarawe.

**Increasing participation in statutory decision making meetings.** Poor participation was caused by participation fatigue. There was no transparency in village resources utilization including lack of revenue and expenditure reports. Even when these reports were made available by force, the community had lost trust to the displayed figures. Following the exchange visits in Tulo village, the community uprooted the former village government replacing it with new responsive team. Since then participation in decision making has increased from 10% to 60 % of community members by 2013.

**Reducing cattle rustling indents in the village.** This was implemented by strengthening traditional Moran warriors. Five militia leaders were given military training in order to confront crime in the village in the spirit of community police. As a result the crime rate has declined from 40 to two per year!

**Upgrading the four feeder roads existing in the village using local artisans.** Three young local artisans from the Chamakweza village were sent for training on alternative labour- based technology on construction of feeder roads in year 2013/2014. On return from training they are been utilized to take the lead on construction of feeder roads whenever the need arise.

**Reducing distance for accessing health services.** This priority was implemented by first acquiring a site for constructing a dispensary. The selected land is six ha and by the time of publication of this report building materials were being mobilised, two trips of stones and one trip of sand were on the site.

**Construction of new modern office structure.** This activity was planned to take place in 2013/14 budget. However using self-help spirit the village government has started to implement the project using own sourced funds. A total of 17,000,000 have been contributed by the community and by the time of this publication the brick work of the building had reached linter stage. All standards for public structures were considered in the plan i.e. for brick a 1:25 cement bas to block ratio was maintained. The building has sufficient space for all major function at village level including (lockup)

## 1.5 RESOURCES COMMITTED

Following Improved O&OD process, financial resources committed to implementing activities in Chamakweza village are indicated in table 1.

**Table 1: Financial resources spent in development activities in Chamakweza village**

Development project	Amount of resource in TSH
Construction of Lorparako charco-dam	11,600,000
Expansion of NALEPO charco-dam	6,430,000
Total	18,030,000

## 1.6 RESULTS ACHIEVED THROUGH IMPROVED O&OD PROCESS

There are number of achievement so far through improved O&OD process i.e. Through a cooperative society composed of six producer groups (ILARAMATAK) Chamakweza community acquired new pasture land in Kisarawe DC in total 15,728.94 Ha, no monetary value assigned to that land yet. Responsive, development oriented leaders were elected in reform leading to a by-election in March 2013. Development plans are being implemented with full participation of beneficiaries themselves i.e. construction of village office is at advanced stage. Village Office is important in administering good governance in service delivery. Participation of community members in meetings has increased from 30-60 in 2010 to 172 in 2013. Two new charco-dams were successfully constructed and are being utilized. To great extent the dams have relieved water problem for both livestock and human beings. In total Chamakweza community has nine charco-dams refer to photos below.



*Charcodam and Team Members at the Charcodam*

Cattle rustling problem has been arrested by strengthening security through local militia training and use of traditional Moran warriors. There is an increase in number of producer groups from 2 to 17. In a collective manner the group members are able to solve some of their burning issues and can mobilize the capital for initiating individual business ventures and other community development activities in the village.



*NALEPO group members and WFs*

*Cattle fattening project NALEPO group*

Village revenue has been enhanced, transparency has improved, and more community members are attending the feedback meetings and are exposed to financial reports that are currently displayed on the notice boards. All village funds are securely preserved in bank account and all expended money is drawn from bank account (no use of raw money). Implementation of all activities is guided by rules, regulations and resolutions arrived at during the decision making meetings. Active participation of women in

development activities have improved tremendously. This is a mile stone; it is a breakthrough in Masai traditions!

Chamakweza village has received a number of visitors from outside the district and neighboring villages. Community members from Pingo came to learn various issues undertaken in this community. Pingo village copied from Chamakweza and they made a reform by disposing nonperforming village leaders. Livestock keepers in Malivundo village copied our efforts of self-help; they mobilized a total of TSH 22,000,000 and constructed a charco-dam to supply water for both livestock and water human beings. The community members have been motivated and are currently promoting “girl child education”

Community members have been sensitized on land issue and importance of title deeds. By implementing the projects activities thorough self-help, the confidence of community members has increased significantly. This is demonstrated by the way one project lead to formulation of another project using the experience acquired from the previous projects.

### **1.7 SUSTAINABILITY STRATEGIES AND WAY FORWARD**

In the course of implementation community experienced recurring inter-village conflicts between Pingo and Chamakweza village, the conflicts are based on boundaries. Moreover, there was little supportive supervision in livestock sector from the District level; weak and slow pace in resolving inter village and land conflicts. This situation was worsened by delayed completion of water pipe construction from Pingo to Vigwaza village through which Chamakweza could be connected piped water network. Piped water is more safe and clean compared to water from charco-dams. Since this is pastoralist community, there is need for acquiring improved bulls in order to increase genetic potential of local cows hence increased milk and meat productivity just as the famers are doing in acquiring improved seeds. In capacity building there limited access to training on entrepreneurial training for producer groups. Over the last two decades the community is observing an increased Land grabbing through investors hence decreasing the grassland for the livestock.

In addressing these challenges, Pwani Regional and Bagamoyo District leaders have been consulted and the resolutions on inter- village conflicts were made in 2013 by consensus reached on both sides. On Concerning piped water network, leaders from Chalinze Water Supply Authority (CHALIWASA) were summoned by village leaders for consultation. In response, CHALIWASA leaders promised to work on the project, which will supply piped water to Chamakweza village. All these efforts were made by new regime of development oriented leaders of Chamakweza village and through effective facilitation by WFs.

### **1.8 SECRETS OF SUCCESS**

Before improved O&OD project, the Chamakweza community believed that it is the role of Local and Central Governments to help implementation of most of development projects. This cultivated dependency syndrome, most of projects were incomplete, and community members were continuously blaming the government for the failure despite the fact that there were a lot of opportunities and capability to address their own problems. Hence the secret of successes described above is explained by the following aspects:

Effective training system promoted through improved O&OD has opened the eyes and mindset of people to see the opportunities existing in their localities and that the first sponsor of peoples’ development are people themselves that is the spirit of public private partnership (PPP). Through O&OD trainings, the community is empowered to assess the obstacles for their development, plan, implement and create

ownership of their development projects. Community attitude has changed, there is increased contribution of community to development initiatives, attendance into meetings has increased and courage to question leadership has enriched the resolutions.

Community members have acquired new skills and experience in planning and prioritization of development initiatives for at least one year. These skills were important in next round of planning. Exchange visit to Tulo village was very important in problem. Through these visit community has realised that it is their role to identification their problems and that to great extent the problems can be solved by community members themselves e.g. they could contribute funds based on number of livestock available say Tsh 1000 per head because livestock is an opportunity for community. Effective facilitation by WFs, their continuous engagement with community, their physical participation in development activities, prolonged discussions and exchange of ideas with various groups in the village. In this way community developed trust to facilitators, people were willing and freely interacting with them.

Stakeholders are abiding to meeting calendars/schedules especially for statutory meetings. Unless meetings are held regularly no decision making take place hence delayed development. There is close and continuous monitoring of development activities by community members. Since community members were watching, implantation was done as planned, resources efficiently utilized. There is effective management and utilization of resources using bylaws. Strict enforcement of bylaws and sanctions were exercised against defaulters. The amounts of penalties were large, painful enough to scare people from defaulting. Moreover it is strictly forbidden for village government to spend raw money which has not been deposited in the bank account. In this way financial resources are safer.

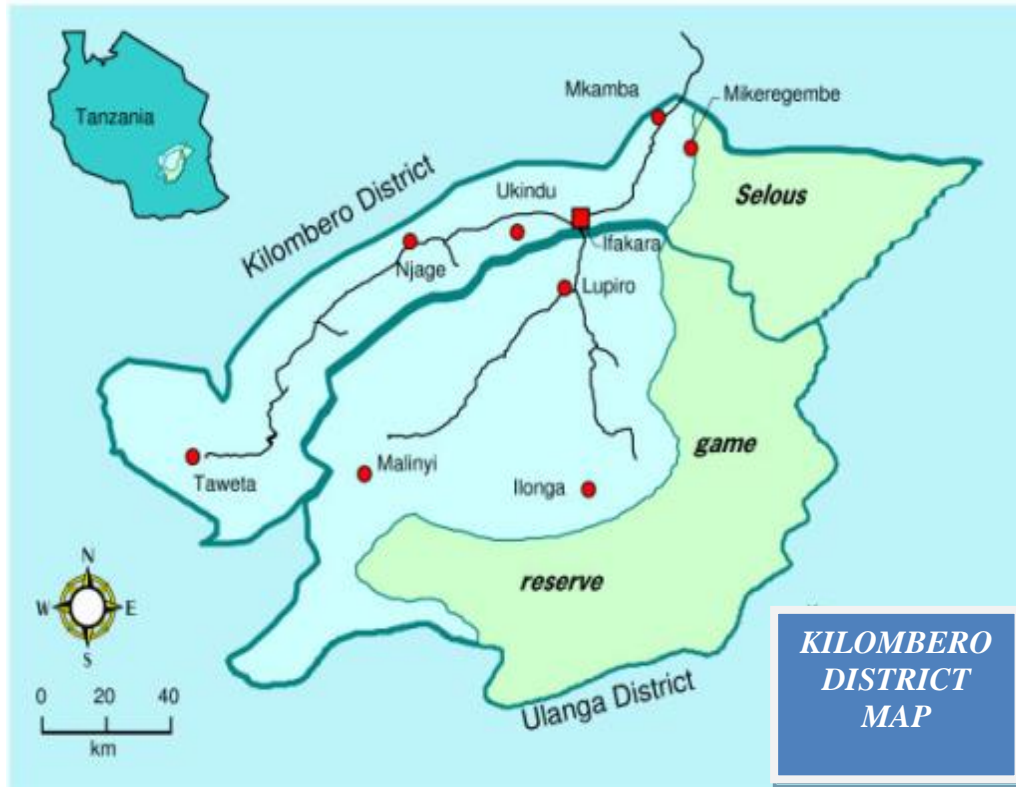
Finally Masai community is hard working; they are not idle and are actively looking for livelihood opportunities. Masai people are open-minded and transparent. You can never tell a Masai that something is white while in fact it is black, he/she will never accept. This was a comment from one of Masai group leader, a lady. If community is empowered they can do a lot. Trainings through class sessions, exchange visits for horizontal learning means a lot in development process. All these were possible through supportiveness of O&OD project, WFs and DFs.



# KILOMBERO DISTRICT COUNCIL



## COMMUNITY EMPOWERMENT FOR LOCAL DEVELOPMENT



*The Experience of Mangula-B Village*

## 1.0 INTRODUCTION

Kilombero District Council is one of the seven LGAs in Morogoro region. Others are Morogoro-DC, Morogoro-MC, Mvomero-DC, Kilosa-DC, Gairo-DC and Ulanga-DC. The council is divided into five administrative Divisions, 23 Wards and 98 villages. It covers 14,918 Km<sup>2</sup> equivalent to 1,491,800 Ha which are utilized as indicated Table 2.2 below.

**Table 2.2: Land utilization in Kilombero DC**

Utilization	Size (Ha)	Size (km <sup>2</sup> )
<b>Arable land</b>	445,896	4,458.96
<b>Area suitable for pastoralism</b>	120,000	1,200
<b>Swampy area and wet land</b>	107,626	1,076.26
<b>Natural forests</b>	125,000	1,250
<b>Conserved area</b>	107,915	1,079.15
<b>Planted forests</b>	6,698	66.98
<b>Land suitable for residential area</b>	578,665	5,786.65
Total	1,491,800	14,918

According to 2012 census, Kilombero-DC has a population of 407,880, among them 202,789 are men while women are 205,091. Over 80% of residents are engaged in farming. Food crops include rice, maize, cassava, banana, legumes, sweet potatoes and ground nuts. Cash crops include sugar cane, cocoa and sesame. The area is very high potential for irrigated farming during dry season since it supplied with numerous streams and rivers. Other economic activities are livestock keeping, fishing bee keeping and small business.

## 2.0 HISTORICAL BACKGROUND OF O&OD PROJECT

Kilombero-DC is one of the 5 pilot LGAs in Tanzania that are implementing the project on “Strengthening Participatory Planning and Community Development Cycle for Good Local Governance” (O&OD). The project commenced in 2009 by implementing a series of activities in two of the villages that are participating. These are Mang’ula-B village in Mang’ula Ward and Matema village in Kamwene Ward. The first activity was intensive training for a team of ward facilitators (WFs) aimed at capacitating them in order to effectively facilitate and coordinate community project planning process in their respective villages.

## 3.0 THE PROBLEM

Before the project, the Kilombero DC was applying a conventional Opportunities and Obstacles to Development (O&OD) process which was introduced in 2002. The purpose of this process was to enable communities to effectively plan, implement, manage, evaluate and own their own development projects in a bottom-up manner. The process was ambitiously rolled out in over 90% of LGAs in Tanzania mainland. In Kilombero DC the process started in 2005 but with little success. Some of the challenges encountered in this process were: Poor participation of community in communal development initiatives, low accountability and transparency in governance aspects; Low poor participation in actual planning and implementation of their projects; Poor utilization of community resources; Imbalance between resources, organizations to oversee the resources and rules governing resources; Community leaders were less informed about their roles and functions; Lack of effective system to support community priorities; Poor inter-sectoral cooperation and lack of feedback mechanism on community development related issues.

#### 4.0 PROJECT OBJECTIVES

The overall objective of the project was to ensure that the O&OD process is improved to function as an effective methodology towards achievement of real local autonomy/local governance through participatory local social development process.

The Project intends to achieve its purpose through realization of the following outputs:

- (i) Functional training system is established for Ward Facilitators
- (ii) Optimum implementation model of O&OD to strengthen community ownership of their development process is elaborated in the course of verification procedure.
- (iii) Optimum model for effective use of community development plans by sector departments of LGAs are elaborated and verified.
- (iv) Necessary conditions (capacity development, institutional setup, etc) are developed towards the next replication stage.

#### 5.0 IMPLEMENTATION STRATEGY

The uniqueness of this case rests on the implementation strategies that were adopted. In order to effectively implement the project there were fundamental aspects to be considered before the implementation of the project. Some of these aspects are Selection of facilitators from among the Ward (WFs) and District level (DFs). From each of the two pilot villages, three facilitators were selected and from the council level four facilitators were selected to actively participate in the process.

Intensive training of DFs and WFs: a special training module was used to train the DFs and WFs in which innovative ideas, skills and approaches were acquired. Responsibilities of facilitators were clearly defined. Facilitators' major role was to facilitate the community members so as to raise their consciousness and understanding on matters related to their initiatives and improve their self-organizing capability in planning of activities that meets their needs. Translation of policies, regulations, laws and various procedures in order to get community members informed on recommendations for development. Others were to recognize, respect, encourage the community members and their initiatives, and cooperate with them in implementation of their development endeavors.

The DFs and WFs were actively involved in offering technical advice according to their respective professions and backgrounds, and to form a bridge between the community and the local government. The role of district facilitators in the improved O&OD was to provide supportive supervision, monitoring the progress and provide feedback to community. Before the improved O&OD these roles of WFs and DFs were not realized and each of extension workers was focused on their sector according to specialization. The WFs in their villages were thoroughly capacitated through WFs and DFs.

The main topics in the trainings for WFs and DFs included Participatory skills for facilitating local society, Decentralization by devolution (D by D) process, Organization building and strengthening, Participatory planning, implementation, management and monitoring of development initiatives.

Theoretical part of training was short, and then facilitators embarked on practical social preparation exercise for prolonged period of 72 days in their villages by visiting and holding informal discussions in each hamlet. In social preparation facilitators had to do critical awareness creation. This aspect is one of major differences between improved and conventional O&OD process. During this time facilitators carried out a participatory assessment of community in order to understand the existing reality and potentials in the society and felt needs of the people; to identify existing resources and how these resources were being utilized. They also identified activities done by various groups so as to encourage and strengthen

them. Finally they provided feedback to community concerning the findings of the social context assessment. After social preparation, community was sufficiently sensitized to understand the prevailing reality. It was after this session then planning of community projects started using improved O&OD process. In participatory planning using improved O&OD there are six stages namely:

**Preparations.** In this stage two main events take place. First is inauguration of planning process and then to select the community representatives selected purposively to prepare the community plan. The second aspect is to train those representatives of community on aspects of planning.

**Review of various reports (documentary review).** In this stage the community has to review existing reports so as to get informed on existing reality during the planning period. It also involves perusing through previous years report involving ASAF, PADEP, and other projects and programmes running in the village. This helps to get updated on the previous priorities and to what extent they implemented.

**Actual planning.** In this stage community representatives from each hamlet analyse the reality of the village and stage of development attained then they use past experience to plan for new intervention according to peoples priorities.

**Consultation meetings.** In this stage the draft of proposed community plan is discussed at Kitongoji level to solicit comments and ideas of the grass root people for improving the plan. Ideas from all hamlets are incorporated to get enriched plan comprised of ideas from the entire village. After wards enriched community plan is discussed at Ward Development Committee (WDC) level for technical assessment then it is returned to community for consensus.

**Consensus and passing the plan.** In this stage a special Village Assembly (VA) is organised in order to have consensus of entire village. Villagers have chance to discuss the draft and when consensus is reached the draft is passed and channeled to Council level.

**Presenting the community plan to the council.** The village draft plan is presented to District Council by village Executive officer (VEO). After these six stages majority of community had the chance to participate in planning process. In this plan, community has identify their resource, timing of activities and they own the village plan to be implemented by themselves and if at all there is an external support that a additional advantage because community can do without.

### **Implementation of Improved O&OD process in Mang'ula-B in Summary form**

Theoretical and practical trainings of DFs and WFs were followed by participatory social context analysis by visiting all Hamlets. Informal meeting were held by WFs to sensitise community. There was continuous engagement of WFs in community activities. WFs ensured formation and strengthening of community groups and organizations. Later the community embarked on preparation of community plan focusing on the felt needs of community.



*Mangula WFs, O&OD team from PMORALG, DFs and WF from Ulanga DC inspecting the two class rooms and one teachers' office under construction.*

*Mangula-B community members undertaking renovation and construction of feeder roads*

The most important stage was actual implementation of community plan with Mang'ula-B community members on the centre of implementation process. In order to exploit the power of horizontal learning, community organised exchange visits to Kaole village in Bagamoyo DC; and in turn the village received visitors from Homboza, Libenanga, Nakafuru and Matema villages.

The WFs conducted training on good governance for Village government leaders and community groups' leaders. Also they conducted entrepreneurship training for groups involved in production activities to enhance their capabilities. WFs facilitated the community to select and train ten community facilitators (CFs) on effective facilitation skills (these are development oriented community members) to facilitate other community members.

Three local artisans were selected and sent for labor based training on infrastructure development (feeder roads construction). The training was conducted at Matema village by Appropriate Technology Institute (ATI) and financially supported by O&OD project. Every Saturday was set apart as a special day for self-help development activities. There is byelaw enforced to penalize the non participating households at a rate of Tsh 2,000. The funds from penalties are used for procurement of working gears such as spades and hand hoes.

## 6.0 RESOURCE COMMITTED IN THE PROJECT

### Financial resources

The project does not provide funds for implementing the project (it is promoting self-help spirit) but it has very strong component of capability building of WFs, DF and Community Facilitators (CFs). For that matter the Partners were directly incurring the cost and it was not possible to include the figures however the beneficiaries are indicated Table 3 below.

**Table 3: Beneficiaries of O&OD training and activities in Mang'ula-B village**

Beneficiaries	Activities	Year
Mang'ula-B community	Social preparation/organizational building and strengthening	2009/2013
Mang'ula-B WFs	O&OD Training	2009/2013
Kilombero DFs	O&OD Training	2009/2013
Community groups	Entrepreneurial training	
Community groups	Exchange visit	

<b>Community groups</b>	Support to groups
<b>WFs/DFs</b>	O&OD transport/motorcycles
<b>Three Local Artisans</b>	Training on Labor based technologies for feeder road construction by ATI

### Human resources

Two Trainers from Local Government Training Institute(LGTI) were involved in preparation of training manual and conducting training to WFs. Four expatriates from Japan were involved in facilitation and supporting the process. Four experts from PMORALG were involved in coordinating the project from the centre. Three coordinators from each pilot LGA and one from pilot RSW had the role to coordinate the process and provision of technical supportiveness to lower level (this aspect was also missing in conventional O&OD. Three experts from (ATI) were involved in providing practical training to local artisans from pilot villages.

## 7.0 RESULTS AND SUCCESS

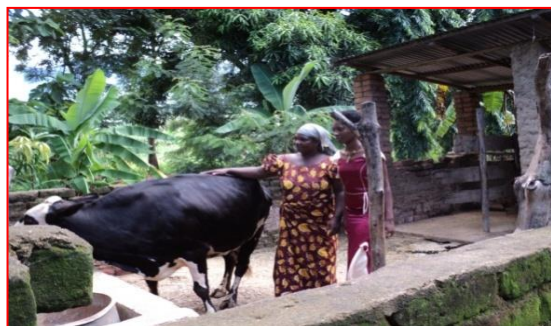
After three years (2010 - 2012) of implementing the pilot project there are very promising success. These are categorized in three categories namely success in resource management and utilization, organizational building and enforcement of rules and regulations. This result could also be viewed from two perspectives, the tangible results (those which are actual things) and intangible results (those which can't be visualized physically e.g. process). Some of the tangible results are explained.

### Effective Resource management and utilisation

Five new revenue sources for village identified, hence increasing the number of sources from three in (2010) to eight (2012). These innovative sources are construction a series of kiosks for hiring to business men around the village stadium and business rooms to surround the village office and wards office. A new primary school was constructed by community through self-help efforts. Two class rooms, one teachers' office in the primary school constructed by community in 2010. Three class rooms were constructed in the ward secondary school with more efforts from Mang'ula-B community. Construction of feeder roads increased from 1.25 km in (2010) to 15 km in (2012). Ward office was constructed with Mang'ula-B community contributing larger proportion as well as the site for construction. Through the process, community groups were tremendously strengthened. This is demonstrated by many community groups expanding their activities and owning more than one project, refers to Table 4 below.

**Table 4: Diversity of projects formulated by socioeconomic groups in Mangu'la B village**

Groups	Projects
<b>AMANI</b>	Paddy production, Horticulture production, Dairy cattle keeping and establishment of SACCOs
<b>UPENDO</b>	Rice production, Horticulture, Dairy cattle keeping and establishment of SACCOs,
<b>UVUMILIVU</b>	SACCOs, Horticulture
<b>LENGO LETU</b>	Paddy production, SACCOs
<b>JIINUE NIKUINUE</b>	Dairy cattle, Horticulture, Banana production, Tree planting
<b>NJOKAMWONI</b>	Environmental conservation in collaboration with TANAPA for appropriate training, Bee keeping, Vermin control e.g. controlling elephants from destroying crops using endogenous techniques namely pepper soaked rope surrounding the farms and Establishment of burnt "bricks bank" for various community projects



*Upendo group operating dairy cattle project*



*Feeder Road in Mangula-B village constructed using labor-based technology*

### **Organizational strengthening**

Community groups have increased from 3 in (2010) to 15 in (2013). Group approach is a national approach for community empowerment instead of individual approach. Voluntary participation of community in communal activities has increased from 150 people in (2010) to 450 people in (2013). Village Government meetings has increased from one in (2010) to six in (2013). Statutory Village Assembly meetings has increased from two in (2010) to four in (2012). There is improved working relationship between community and institutions that surround the village namely Tanzania National Park (TANAPA), Mang'ula Engineering Company (MECO) and Hondohondo tourist hotel i.e. TANAPA constructed two class rooms in secondary school, MECO supplied stones and sandy for constructing village office, CARITAS conducted training on improved dairy production to dairy cattle farmers. Three local artisans were trained by the project on cost effective labour based technology for feeder roads construction in the village, they have already demonstrated their expertise by constructing roads and caraverts

### **Formulations and enforcement of bye laws and regulations**

Community groups have constitutions on place and the constitutions are utilized to guide the group activities. Most of groups have bylaws and are enforced to sanction the defaulters i.e. penalties for getting late into meetings. These bylaws were assented in the village assembly in September 2012.

### **Spill over effects**

The community in the neighboring Mang'ula-A village has copied from Mang'ula-B has constructed a one km road joining the two villages; they contributed TSH 1000, 000 for caraverts. The community in the neighboring Msalise village has copied from Mang'ula-B and constructed 5km road to link the two villages, moreover four community groups have been established. The community in the neighboring Kanyenja village, have copied from Mang'ula-B, cleared the bush, uprooted the stumps and constructed a seven km feeder road to join the two villages. Hence, three more villages are linked to Mang'ula-B by feeder roads constructed on a self-help efforts.

### **Intangible results**

Community members are highly empowered to strive for their development, identification of resources and can dare to demand for downwards accountability from village leaders. The attitude of community has positively changed, currently there is increased participation in community development initiatives and have shun away from dependency syndrome. For example one of community member Mr. Habibu Ally was quoted saying



..... Sitting allowance in development sessions and trainings is not necessary, rather what is important is knowledge and skills to be acquired which can bring about the expected positive changes....”.



Mr. Mohamedi Kawala 70+ old initially had expected the project would dish out allowances; hence he was completely opposed to implementation of project through self-help. He went house-to-house campaigning against. Today his attitude has changed, has apologized to community members and he is now actively implementing the project (I am born again!)

Community members have appreciated and are thankful for knowledge and new techniques acquired through the facilitation of O&OD process. There is an increased participation of community in development activities for example participation in construction of class rooms, renting rooms (kiosks) and ward office. The village has a brick bank used in implementing community projects. Community groups have increased from five in 2009 to twelve in 2013.

The groups are stronger and more empowered than before, group members have attended trainings. Consequently they have formulated their constitution and have diversified their activities i.e. bee keeping, environmental conservation, dairy keeping and road construction. Attendance in village assembly meetings have increased from 50 to 450.

Village and group leaders are democratically elected in a more transparent manner; they are more accountable than ever before. There is tremendous improvement on relationship between village leaders and community members.

Cooperation and collaboration between community and other stakeholders is becoming stronger than before. The crime rate has declined from 12 incidents in 2009 to only two in 2013. The Community in general has demonstrated improved standards of good governance, for instance the misappropriation of village funds Tsh 2,300,000 which took place in the past has been pursued, moreover those village leaders involved have been brought to justice.

## 7.0 CHALLENGES ENCOUNTERED

The social preparation takes relatively long time and this is one disadvantage of participatory planning, hence facilitators need to be patient enough knowing that sustainable plans need thorough analysis and preparations.



Community training did not reach all age groups; rather it focused on leaders and groups involved in entrepreneurial activities. However, implementation of Improved O&OD project has opened door for visitors and groups from outside the village who come for learning purpose hence the need to improve the quality of their services. Still there are some late minority among the community members who have not yet become conscious and active in communal activities.

Supportiveness from LGA and regional secretariat (RS) is very small to sustain the process. Political interference in community plans is still a problem. One of politicians in this constituency at one time tried to impose a project which was not within the community priorities, thanks to high level of empowerment the community rejected it outright.

## **8.0 SUSTAINABILITY AND WAY FOWRADS**

Kilombero DC has the following strategies in order to tackle the challenges: Continuous sensitization of community in order to become conscious and to implement their own development plans through self-help efforts. There are plans to create a bigger pool of community facilitators so as to catalyse development process among their fellow members. Currently there are 10 implying two CFs from each of the five Hamlets of Mang'ula-B village.

LGA leaders are determined to identify, recognize and support the community initiatives according to their needs using funds from various sources. There are continued provision trainings to VEOs/WEOs on accountability and transparency in order to activate self-help spirit. The Council is frequently organising bilateral meetings with development partners (DPs) in order to promoted development activities.

## **9.0 SECRETS OF SUCCESS**

The secrets for success include effective facilitation from WFS and DFs who had received intensive practical and theoretical training. There is continuous engagement of community and WFs in all matters affecting their livelihoods. Exchange visits are powerful tools for experience sharing, and horizontal learning among pilot villages. As a result participants have become even more determined to perform well in development projects.

Trainings given to community through the project were very important to change the mind set. Prolonged social preparation of 72 days was instrumental in critical awareness creation, changed perspective; self-realisation was a foundation for endogenous development. Presence of large scale production of rice and sugar cane as cash crops was important in financial empowerment. Strong networking with other stakeholders such as TANAPA, TASCO and Hondohondo hotel were important in sustaining the community initiatives.

## MOROGORO DISTRICT COUNCIL

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### COMMUNITY EMPOWERMENT FOR LOCAL DEVELOPMENT



*The Experience of Maseyu Village Experience*

## 1.0 INTRODUCTION

Morogoro District is among the five Districts in Morogoro Region .The District is located at North East of Morogoro Region between 6°00' and 8°00' Latitudes South of Equator also between Longitudes 36°00' and 38° East of Greenwich. It is bordered by Bagamoyo and Kisarawe districts (Pwani Region) to the east, Kilombero district to the south and Mvomero district to the north and west. Morogoro District total area is 11,731 km<sup>2</sup>. That is 16.06% of the total area of Morogoro Region which has 73,039 km<sup>2</sup>. Administratively, the district is subdivided into six Divisions, 29 Wards, 146 Villages and 737 Hamlets (vitongoji) as indicated in Table 1 below.

**Table 1: Distribution of Administrative Units in Morogoro Rural**

Division	Wards	Villages	Vitongoji
<b>Bwakira</b>	5	21	124
<b>Mvuha</b>	5	26	160
<b>Mikese</b>	3	13	59
<b>Mkuyuni</b>	4	24	121
<b>Matombo</b>	7	39	173
<b>Ngerengere</b>	5	23	100
<b>Total</b>	<b>29</b>	<b>146</b>	<b>737</b>

*Source: Planning, Statistics and Monitoring Department, 2012*

According to the latest 2012 Population and Housing Census, population of Morogoro District is 286,248, about 140,824 are males and 145,424 are females. Morogoro DC was among the 5 pilot LGAs which are implementing improved O&OD process and Maseyu village composed of five hamlets locates along Morogoro-Chalinze highway is one of the 10 pilot villages.

Before implementation of O&OD process, Maseyu village was among the villages with very bad historical background of organised crime, poor social service provision, bad governance, poverty, environmental degradation and poor infrastructure. However, after intervention through O&OD project, things have completely changed to extent that the current Maseyu is serving as centre of learning on good governance. That is why innovative best practices resulting from improved O&OD process in Maseyu village are discussed in following sections

## 2.0 THE PROBLEM

Prime Minister's Office-Regional Administration and Local Government (PMORALG) with the technical support of Japanese International Co-operation Agency (JICA) have been implementing a Project of, Strengthening Participatory Planning and Community Development Cycle for Good Local Governance since October, 2009. This Project is a result of recommendations made by the Study team on Improvements of Opportunities and Obstacles to Development (O&OD) Planning Process which was carried out from 2006 to 2008. The study identified the challenges of the O&OD Process as indicated in box 2.5.

**Box 4.5: Shortcomings of conventional O&OD**

- *Poor Social Preparation*
- *The conventional O&OD places more emphasis on planning and budgeting rather than community implementing and monitoring of the identified priorities hence undermining community self-help efforts and local autonomy*
- *Low capability of Ward Facilitators in facilitating the community on sustainable basis*
  - *Poor attendance and low participation of community in O&OD process*
- *Community priorities were not effectively incorporated into a LGA plan and budget and the budget was not allocated according to the community priorities hence there were many incomplete projects*
- *Sector departments were not considering community priorities while preparing LGA plan*

In order to improve identified areas, the Government of Tanzania requested the Government of Japan (GOJ) to provide technical support in the project on for improving participatory planning and community Development process. In response to the request, JICA carried out a project formulation study in February 2009. Based on the results, the GOJ decided to support the Project. The O&OD Project targeted 10 villages of 5 LGAs in Morogoro and Pwani Regions). In Morogoro region three districts were picked namely Morogoro DC, Kilombero DC and Ulanga DC. In Morogoro District Council 2 Wards namely Gwata and Mvuha and 2 villages namely Maseyu and Tulo were selected as pilot villages.

In this section Maseyu village best practice is presented. This is because during the implementation of O&OD Project Maseyu village strategies and activities were observed as the best practice in strengthening Participatory Planning Process to bring about effective functioning of O&OD towards achievement of real local autonomy and good local governance for Community Development.

**3.0 OBJECTIVES**

The main objective was to ensure that the O&OD process is improved to function as an effective methodology towards achievement of real local autonomy/local governance through participatory local social development process. Specifically the objectives of improving O&OD process for Morogoro District Council included:-

- (i) To improve Planning Process in the community.
- (ii) To strengthen community ownership of their development process.
- (iii) To accommodate community priorities by sector departments of LGAs and provide services to the community according to their priority and needs.
- (iv) To improve Sector Coordination in the council.
- (v) To support the improvements of participatory planning process and community development.
- (vi) To strengthen capabilities of Ward Facilitators in community.

**4.0 IMPLEMENTATION STRATEGIES/ACTIVITIES**

**Strengthening Community Initiatives through Social Preparation.** At the community level, social preparation was emphasized in the community development process. Social preparation involves frequent visits and continuous engagement with community by a multidisciplinary team of ward facilitators. Social Preparation is a continuous process of raising community's critical awareness on its actual situation and organizing itself for collective actions to fulfill its common needs. Not only does social preparation become the basis for succeeding community development activities including community planning process, but also is reinforced through the experience of such activities. The process also facilitates the community to change their mindset and identify and use the available resources to implement their day to day activities

for their own development. Also Ward facilitators and District Facilitators working together with the community help the community to build mutual relationship among them.

**Community Planning Process.** In community planning process six steps are involved as follows:- Community Preparation (Launching and Training on Community Planning), Review of actual situation and existing plans, Planning, Consultation, Approval, and Sharing

**Strengthening Linkage between Community and LGA.** This linkage was developed by continuous facilitation of community by WFs with the support of DTF members. In the context of supporting community planning, WFs function as a medium or link to communicate community priorities/initiatives to LGA and feedback to community on supportiveness, technologies and opportunities from external institutions. DTF members had two main roles which is supporting WFs' activities, and following up community priorities/initiatives to make sure that are well supported by LGA (financially and technical support).

**Strengthening Community-friendly LGAs through Sector Coordination.** The support to the community was extended through WFs, DTF members and other LGA staff who had the role to facilitate the development process. In the context of supporting community planning process, that understanding is practiced by reflecting community priorities/initiatives into LGA planning, budgeting, and providing technical support based on community needs.

Sharing Meetings with CMT Members on Community Planning Process helps the Head of Departments to be aware with community priorities identified and to include the community priorities in sector plans and budget. After planning and budgeting process at LGA, WFs with supports of DTF members give feedback the information on how and to what extent community priorities have been accommodated in the LGA plan and budget. With the actual support they will get from the LGA. WFs and RTF members could facilitate community people to review their plan and come up with alternative ideas on how they can implement their priorities without depending on LGA support. Ward facilitators training was dominated by practices rather than theory.

Participatory research was carried out by a team of Ward Facilitators to understand community situation by frequently visiting community members at kitongoji level. Below are standard activities carried out in the course of implementing improved O&OD process, Box 2.6 shows the standard activities for improved O&OD process.

**Box 2 : O&OD STANDARD COMMUNITY ACTIVITIES**

- Ward facilitators holding Informal Meetings to sensitize
- Ward facilitators participation in community activities
- Ward facilitators Organizing groups and strengthening them
- Comprehensive participatory planning based on realist community needs
- Implementation with community center of process
- Exchange visits conducted
- DTF conducted governance training to village government leaders and group leaders
- DTF conducted entrepreneurship training to group members
- Community resource person (10) were trained to facilitate awareness creation
- Three local artisans were sent to Matema village for labor based technology on rural roads construction conducted by Appropriate Technology Institute ( ATI) funded by JICA through O&OD project.

**Community development Activities.** In Maseyu village there are two categories of innovative community initiatives. These are (i) small development projects activities for the entire village (community) and (ii) entrepreneurship activities for social economic groups.



*Construction of pre primary school at Kitulung'alo Kitongoji and Information sharing system in Maseyu Village*

Communal development project activities for the entire village include construction of a village dispensary which is at above level (by the time of verification of the case), construction of pre-primary class rooms and teachers' houses at each Kitongoji. The need for pre-primary school in each Kitongoji was justified by the fact that there is a highway passing across the village and it was dangerous for young children to cross the road to attend classes in preparatory school on the other side of the road. The status of these constructions differs from one Kitongoji to the other. In most of the Vitongoji, construction of classrooms has reached an advanced stage above linter level. Usually at that stage the LGA is supposed to support the community efforts by providing roofing materials including iron sheet.

**Group development activities.** Development projects activities are organized at group level as shown in table 2.6 below

**Table 2: Group projects in Maseyu village**

NAME OF GROUP	NAME OF ACTIVITY/PROJECT
Amani	Poultry keeping (Improved local breed) Small scale business of Soap making, dying and painting, selling vitenge
KIUMAMA	Poultry keeping (Improved local breed) Small holder farming Brick making Environmental conservation Fighting against HIV/AIDS and stigma
MMEMA	Small holder farming Environmental conservation
Mshikamano	Smallholder farming Brick making
Upendo	Smallholder farming Bee keeping, Horticulture
Tupendane VICOBA	Savings and credit, Tree planting
Juhudi	Poultry keeping (Improved local breed)
Chekanao	Poultry keeping (Improved local breed)

## 5.0 THE AMOUNT AND TYPE OF RESOURCES USED

Community members, through self-help approach promoted by WFs have managed construction of pre-primary schools in each of the five hamlets, each costing Tsh 2,500,000 total of Tshs. 12,500,000 cash while contribution in kind (labor, materials) was equivalent to Tshs 800,000. LGA contribution was Tsh 22,500,000/- for 5 hamlets and the funds came from CDG Fund budgeted for 2013/2014).

Village Dispensary costs 42,858,500/-, out of which community contribution both (in kind and cash) was Tshs. 20,000,000/- and LGA contribution was Tsh 22,858,500 through CDG Fund). By the time this publication was going to press, the village account at CRDB bank stood at Tsh 7,000,000 balance.

## 6.0 ACHIEVEMENTS AND RESULTS

After undergoing the improved O&OD process, the Maseyu community has a lot of success stories. These successes are in two forms namely tangible results and intangible results as indicated below. Among the tangible results are infrastructure development i.e. construction of pre-primary school classrooms (5) in total and one teacher houses in each hamlet. Construction of 13 rooms of village dispensary , Information sharing mechanism established by using village notice board and other means at hamlet level.

Other results include opening of Maseyu village account at CRDB bank on February 2012 and is still active, introduction of new species of cassava from Homboza village i.e. varieties of *kiroba* and *rasta* which are drought resistant and can yield within short term and establishment of village reconciliation council, HIV/AIDS committee and re-election of Maseyu primary school committee for good governance.

As a result of above, there is increased number of members in producer groups since the trust has been restore in the village. Establishment and or improvements of group constitutions (5 groups out of 10 have constitution). Group activities have expanded as observed in the photos below.



*Bee Hives are common at Maseyu*



*Goat keeping womengroup*

*Sesame production women group*

**Security system improved.** Before intervention through new O&OD process, Maseyu was blacklisted as dangerous zone along Morogoro-Chalinze high way with many incidences of purposive automobile accidents and victims robbed off their properties. Currently there is a radical change and the system of identifying all new comers/strangers in each household is on place.

Community members are on patrol around the village 24 hrs basis. In un expected incident of car accidents and breakdown within the village boundaries there are security guards supported by the village. The victims of accidents are secured by contributing only Tsh 5,000 per car however long it takes to repair or remove it from site of accident.

About three years back it was difficult for women to go to farms in fear of been rapped. The cases have declined from 5 three years ago to 0 case in 2013, now it is very safe. This is a result of effective enforcement of bylaws against crime in Maseyu village.

### **Intangible results**

There is improved relationship between village council and groups, between and among groups themselves. Currently there are meeting schedules at village and hamlet levels for the whole year and community members are adhering to the schedules. There is strong enforcement of norms and village bylaws and increased voluntary participation of members in performing their roles according to implementation plan as well as in sensitizing others to actively take responsibility in community initiatives.

Collective decision making for leaders on community development issues has improved. Village Leaders have become more transparent on the village revenue and other matters of community interest.



Community participation in development activities, attendance in village and hamlet meetings has increased as a result of enforcement of bylaw that requires Tsh 5,000 penalty for non-participation. As a result, attendance increased from the average of 47% the year 2009 up to the average of 83% by 2012.

The villagers have obtained exposure and new ideas by receiving visitors from outside the village who came in for learning purposes. Visitors were government personnel e.g. Mpwapwa DC councilors visited to learn on good governance. Also the village received one volunteer (JICA staff from Japan) undertaking on the job training (OJT). The mindset of community members have notably changed from that of asking for a one day allowances from facilitators/researchers and development partners to demanding skills and knowledge during capacity building sessions.

The community after been empowered through Improved O&OD process was able to uproot poor performing village leadership (village government) and replacing it with a more capable team. This was a direct experience gained from exchange visit paid by villagers to Homboza village in Kisarawe DC. Consequently as a spill over the neighboring village copied this practice from Maseyu and made changes of none-performing village leadership. Enrollment of STD 1 pupils is not a problem anymore; parents bring their children to school for enrollment compared to three years back when teachers were obliged to walk in each Kitongoji to register the school age children by force. School attendance rate has improved from 75% to 85%. Dropout rate had declined from 7% three years back to current 0.5% in 2013.

The community has realized the importance of implementing their plans without waiting LGA's supportiveness. They have realized the importance of self-help efforts. As a spillover other villages outside the targeted villages started to copy positive changes. For example the neighboring Kinonko village started construction of pre-primary school class, a dispensary and three primary school classrooms in Gwata.



*Increased Community participation in planning process*



*Construction of dispensary in Kinonko Village*

*Construction pre-primary class in Kinonko Village*

## 7.0 CHALLENGES ENCOUNTERED AND STRATEGIES FOR SUSTAINABILITY

Among the outstanding challenges are unreliable sources of water supply in the village for the whole year, lack of knowledge and skills on simple accounting and financial management on the side of village leaders and limited financial capacity for the village government to implement all community priorities. Others are lack of transport facilities for village leaders, inadequate entrepreneurial skills for group members and some groups are not yet registered.

In order to address the challenges, the Council has extended support to some of the projects including technical support. Village governments have sent a request to LGA to conduct the training on simple accounting to village leaders. Village councils have taken initiatives to communicate with other development partners in their localities for supportiveness. There is strict enforcement of norms and village bylaws and continued promotion community initiatives by facilitating communities to be more self-sustained and community Projects to be sustainable.

There are efforts to replicate the improved O&OD process to villages other than targeted villages in the council. This will offset the limited chances for horizontal learning through exchange visits (Experience sharing with other community people).

## 8.0 THE SECRET OF SUCCESS

The successes of Maseyu village were attributed to: Effective training system for teams of ward facilitators (WFs), district facilitators (DFs). WFs team was a multi-disciplinary team composed of various backgrounds hence could facilitate diverse issues in the community. WFS were continuously engaged with community activities resulting to increased trust and rapport which were necessary to bring up the noted changes.

There was continued Facilitation of community by WF's, DTF, and O&OD team. Team work for Village leaders together with WEOs and other extension officers at ward level was of important.

Horizontal learning trough exchange visits (experience learning) to Homboza and Gwata villages in Kisarawe district was an important aspect. Three community facilitators were selected to attend a practical training on labor-based technologies for infrastructure development (feeder roads) in Matema Village in Kilombero. Upon return, they were catalyst in infrastructure development in Maseyu village.

Good governance trainings to village councils conducted by O&OD team on May 2011 to enhance capability of village leaders were important in revitalizing the community leadership. As a result, willingness for change of mindsets among individuals' villagers and community as a whole was realised. Field visits conducted by Morogoro CMT members to Maseyu Villages helped to recognize, encourage and promote Maseyu initiatives. Finally strong financial support from development partners, particularly JICA. It requires financial commitment from the government to sustain training system, social preparation and supportiveness to community initiatives.

## Chapter Three:

# Fiscal Decentralization and Revenue Enhancement

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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. Bukoba DC case is about innovation of various local sources of revenue that LGAs can learn, introduce and manage. It highlights important features of local revenue sources in Tanzania. The Ushetu (Kahama) DC case is unique as it teaches LGAs to conduct studies and enquiries to determine the capacity of sources of revenue before handing them over to private revenue

collectors. The case also highlights effective management of local revenue sources and the importance of effective participation of all CMT members in local revenue issues.

As the revenue allocations 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:

- Local Endowment is supposed to be the main source of own source revenue for most of LGAs but this source is still underutilized. The reason for underutilization includes unidentification of the natural resources, poor feasibility studies, and ineffective participation of communities.
- 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).

## BUKOBA DISTRICT COUNCIL

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### REVENUE ENHANCEMENT INITIATIVE



*Experience of Bukoba District Council*

## 1.0 INTRODUCTION

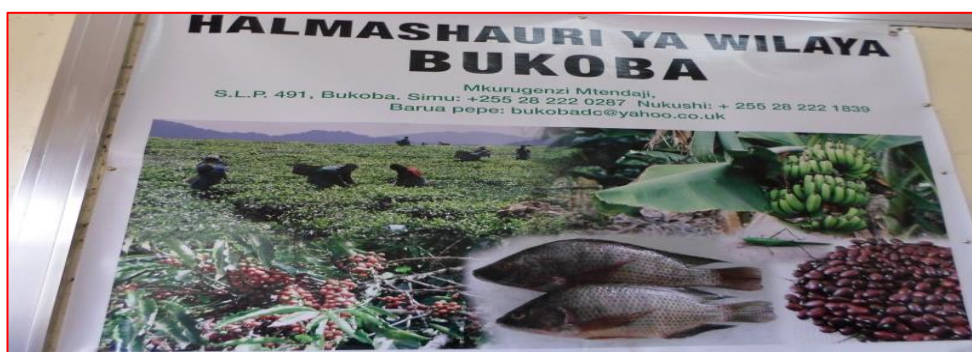
Bukoba District Council is amongst (8) District Councils which form Kagera Region. The Council covers an area of 2,844 hectares. The Council is geographically found between 30<sup>0</sup>45' and 32<sup>0</sup>00 East, 1<sup>0</sup>00 and 3<sup>0</sup>00 South of the Equator. The BDC borders Missenyi District Council to the North, Lake Victoria to the East, Bukoba Municipal Council to the North East, Muleba District Council to the South and Karagwe District Council to the West. The Council is subdivided into 4 divisions of Bugabo, Kyamtware, Katerero and Rubale. It consists of 29 wards, 92 villages, 508 Hamlets and 54,803 households with an average of 5 people. There are 4 political parties which are active within the Council namely, CCM, CUF, CHADEMA and TLP.

According to the 2012 National Population Census, the District had a total population of 289,697 of which 148,555 are females and 141,142 are Males. The council annual growth rate is 1.8%. The Bukoba District Council per capita annual income was Tshs 186,780 in 2005. But up to June, 2013, the per capita annual income increased to an approximate of Tshs 450,000. The District Council is currently in a process of determining the actual per capita annual income in collaboration with the National Bureau of Statistics (NBS) and Regional Commissioner's Office.

The council is endowed with various land resources. Potential agricultural land covers 1,045 sq. km (37%), grazing land 620 Sq. km (22%), forests and rocks area 879 sq. km (30.5%) and Water 300 Sq. km (10.5%). The District climate is classified as tropical savannah area with bimodal type of rainfall i.e. two rainy seasons namely, long rain season (Masika) resulting from the passage of the Inter-tropical convergence Zone (ITCZ) which starts from March to June. Short rain season (Vuli) caused by the Southward movement of the (ITCZ), usually during September to December. Temperature varies with altitude. The altitude of the district ranges between 700m and 1200m, above the mean sea level. The variation in the mean monthly temperature is 22<sup>0</sup>C – 26<sup>0</sup>C. The warm season lasts from October to March and is accompanied by high humidity with maximum temperatures of 35<sup>0</sup>C. The cool season starts from June to September and has monthly temperatures in the range of 18<sup>0</sup>C to 20<sup>0</sup>C.

The district is divided into 3 main Agro – ecological zones. The high rainfall zone lies between 900m and 1666m above mean sea level. It receives rainfall ranging from 1400mm to 2000mm per annum. Most of the cash and food crops are cultivated in this zone. This zone has favorable conditions for livestock keeping. The middle rainfall zone lies between 900m and 1666m above mean sea level. It receives rainfall ranging from 700mm to 1250 mm per annum. Most of the cash and food crops are cultivated in this zone. This zone is also favorable for livestock keeping. The low rainfall zone lies 900m above the mean sea level and receives rainfall ranging from 600mm to 1,000mm per annum.

The main economic activity is agriculture with major crops being maize, cassava, beans, banana etc. Small scale farming carried in this zone is supported by traditional animal husbandry of Zebu cattle, sheep, goats and other small animals.



*Main crops and produce that form source of revenue for BDC*

As mentioned earlier 85% of the population depends on agriculture for their livelihood. Main crops produced are maize, beans, bananas, coffee, and cassava.

**Table 1: Agricultural Production for the Year 2013/2014**

CROP	CULTIVATED AREA (Ha)	EXPECTED PRODUCTION (in tns)
Maize	16461	18553
Beans	24815	17498
Irish potatoes	10618	36781
Bananas	29604	100891
Cassava	10379	38791
Coffee	9783	6577

**Table 2: Livestock Population in 2013/2014**

TYPE	TOTAL
Beef cattle	29,689
Dairy cattle	2,518
Goats	5,412
Dairy goat	681
Sheep	5,412
Pigs	1,345
Chickens	736
Dogs	4,795

**Source: Bukoba District Council**

The District has a roads network totaling 839Kms. All roads are passable throughout the year. The roads are in four categories, Gravel roads (TANROADS) form 236 km, Tarmac roads (TANROADS) 38 km, Gravel roads (DC) 224 km, Earth roads (DC) 263 km and other roads 78 km. The total road distance in Kms is 839 kms.

Bukoba District has one Marine ship which operates between Mwanza and Bukoba thrice a week. It's one of the most preferred means of transport by common people in the District. For easy access to other regions in the country especially Mwanza and Dar es Salaam, Bukoba has an Airport which accommodates small airplanes that operate between Mwanza and Bukoba daily. Landline telephone service is available in some parts of the District, mainly in division centers. Mobile phone connections available include (Vodacom, Tigo, Zantel and Airtel) in most of the areas in the District and this makes communication easier. The district has 5 gravity water schemes, 161 shallow wells, 1 deep well, 4 charco dams, 137 springs, which serve about 173,818 people which is equal to 60% of the districts total population. The District target is by the year 2015 all 92 villages should have safe and clean water within a range of 400m



from each household as stipulated in the Water Policy of 2002. Percentage of houses connected to electricity is about 15. Currently there is a project on progress for Bukoba Rural Electrification under REA (Rural Energy Agency of Tanzania) whereby the council expects after the completion of the project more than 45% of the areas will be electrified.

## **2.0 PROBLEM STATEMENT**

Bukoba District Council, like many Councils in Tanzania have narrow tax base which results into less revenue collections. The tax base is heavily reliant on the agricultural produce which again is determined by the number of peasants motivated to engage in agriculture, the amount of actual rainfall in a specific production season, the agro prices and the agro market in general. The capacity of the council to collect all the taxes, cess and various fees as well was limited due to inadequate motivation of the tax collectors, shortage of equipment and poor transport facility. The attitudes of tax payers i.e. citizens were improper with regard to tax collection. Also there was no effective communication on taxation between the council and the taxpayers. All these lead to low collections of own source revenue resulting in low/limited capacity to finance councils' recurrent as well as development expenditure. (Refer to Appendix 1).

## **3.0 OBJECTIVES OF THE INITIATIVE**

This being the case the council decided to engage in revenue enhancement strategy. The main objective of this strategy was to increase the capacity of the Council to finance its recurrent and development activities by broadening tax base, motivating the tax collectors and improving the tax collection equipment. Of great importance here the council aimed at increasing new sources of revenue and ensures that the taxes in these sources are collected. The final objective of the revenue enhancement objective was to design and ensure close supervision of tax collection in the existing revenue sources. The ultimate goal was to increase revenue collection from 354 million in 2010/2011 to 1,372 million by 2013/2014.

## **4.0 STRATEGIES AND ACTIVITIES**

In order to achieve the aforementioned objective the Council identified and adopted the strategies and activities elaborated below.

### **(i) Community sensitization on taxpaying**

- The council designed and conducted Sensitization meetings at all levels (villages and wards). This was done by a well established and multidisciplinary revenue task force comprising five members; District Treasurer, District Legal Officer, Trade Officer, Revenue Accountant and Fisheries Officer. Council Management Team as a whole was actively involved through setting strategies and receiving reports on community sensitization regarding taxpaying. This was done for five months (July - November, 2011) in the Financial Year 2011/2012.
- The council installed Notice boards in all revenue collection points, market places and in village and ward offices that indicated chargeable items and rates payable. Some of the markets and revenue collection points that were served with Notice Boards include the markets of Izimbya, Rubaler, Rukoma, Ibwera, Nyakibimbili, Katoro, Kyamulaire, Makonge, Kasharu and Kubengwe. Natural Resource produces and crops check points at Kyema, Kalyankoko, Nongo and Kihumulo, fish landing sites at Rushara, Igabilo, Marehe, Kyonge, Bilolo and Karwazi and Livestock markets were all covered by the notice boards containing information of tax items and rates to be paid.



*Rukoma market session on Thursday*

**(ii) Review of Policy, by laws and tax rates**

- The council reviewed its tax policy by establishing new tax supervision and management style of using a multidisciplinary taskforce, making direct supervision in markets and collection points and providing adequate funding to transportation for tax collection activities.
- The council determination to raise revenue collection could not be reached without reviewing tax collection policy and by laws. All outdated by laws in relation to sources of taxation, various types of cess and fees, penalties and fines were reviewed to create new and competitive rates and which reflect reality. For example the fish cess was changed from tshs 10/= to tshs 250/= by amending the by law in 2011.

**(iii) Introducing cost effective revenue collection**

- Through the management team the council established optimal revenue capacity for each source for the period of 5 months i.e. from July to November, 2011 in the financial year 2010/2011. During this experiment time revenue collection was done by the Council Management team and the Revenue task force, the prime aim being to establish the monthly revenue capacity for each source.
- After rationalization of the capacity for each source, revenue collection was outsourced to individual tenderers basing on the optimal revenue capacity for each source.
- All successful tenderers were required to deposit to the Council an amount equal to two months collections on contract signing as a guarantee to the council.
- It was also clearly stipulated in the contracts that tenderers who deposit late the monthly collections (i.e after 5<sup>th</sup> day of the following month) are subject a penalty of 5% of the amount to be deposited.

**(iv) Creating new revenue sources**

- The council introduced new revenue sources. For Building materials a cess was introduced to cover bricks, aggregates, stones & Murom. Each item is allocated a specific cess rate depending on its value, location and amount.



*Sand as building materials at Kyetema*



*Aggregate as building materials at Katoma*

- Planned construction of Kemono bus stand will start in financial year (2013/2014). This stand will contribute to revenue sources through commuting fees, small business levies, visitors' entry fees, parking charges and kiosks rents.
- Service levy by law for communication towers has been enacted. The telephone companies both mobile and fixed use towers to receive and transmit their network. These are scattered all over the council jurisdiction. The companies are among the best performing companies businesswise in Tanzania. The council feels that while the tax after profit of these companies is collected by the TRA, the companies need to pay a service for the towers fixed within the council. Other councils in Tanzania have already benefited from this levy.
- Livestock market built at Nsheshe Village in the year 2010. This market has stimulated a lot various businesses related to a market place. There is selling of agro products, manufactured products, exchange of services and recreation. All these have now been harnessed by the Council and have contributed to increasing local revenue collection. Up until 2015, these initiatives will have accrued to significant change in own revenue for Bukoba DC.



*Livestock Market built at Nsheshe*



*Livestock market session at Nsheshe*

**(v) Formation of revenue task force**

- Best practices informed the BDC that without creativity, teamwork and effective management revenue endeavors are challenging and hard to achieve. To achieve this objective, Revenue Taskforce was established to be an innovator in broadening the tax base, overseer of revenue collection and adviser of the management with regard to revenue generation and fiscal prosperity. Its composition includes the District Treasurer, the District Legal Officer, the District Trade Officer, Revenue Accountant and Fisheries Officer. The main function of the task force is to oversee and supervise revenue collection in all sources and advise the Council Management on actions to take for both increasing the revenue and attending issues that seem to derail collections. The team members meet twice in a week to review the implementation of the revenue collection plans versus actual collections.

**5.0 RESOURCES SPENT TO IMPLEMENT THE IMITATIVE**

The Bukoba DC engaged in improving revenue collection with a clear fact that without committing adequate resources to the mission the objective of wider tax base and increasing local revenue would be attained. The Council experiences severe financial constraints hence a decision was reached that the taskforce and all involved in efforts to raise revenue will not be paid allowances as the Council circumference allows travel to all angles within a working day. Using this strategy the council was able to make visits and conduct sensitization, discussions and supervision regarding revenue collection without use of tremendous amounts of cash for extra duty, out of station, overtime and subsistence allowances. The resources used are explained below.

**(i) Human Resources**

- The Council Management Team (CMT). This body plans and supervises the implementation of revenue collection plans.
- The Revenue Taskforce. This team conducts research, identifies new sources of revenue and deals with the implementation of revenue collection plans, reviews the results and advises the Council Management Team on revenue Collection.
- The WEOs who assist in the identification of new sources and direct collection of revenue and report to the task force for follow-up.
- The VEOs who identify new sources of revenue within their jurisdiction, participate in direct collection of revenue and report to the task force for follow-up.
- Drivers who commit themselves to facilitate transportation.

**(ii) Transport**

- Vehicles: The BDC has allocated one vehicle for continued use by the Finance Department to facilitate revenue collection. It is important to note that all vehicles get used every time and

everywhere whenever the Council Management Team decides to conduct for follow-up on revenue matters.

- Motorcycles: Finance Department, other departments, the WEOs and VEOs use motorcycles allocated to them for making follow-up on revenue collection in markets, bus stands and other revenue collection points.

**(iii) Finances**

- As explained above the BDC used some amounts of funds for allowances, fuel, bus fares as well as preparation and distribution of notice boards to the markets. The funds that were used were mobilized from both own sources and other charges. Allowances are paid to the taskforce members at a limited extent. Fuel is used in vehicles and motorcycles during implementation. Fare is always provided on emergence and when no vehicle is available.

## 6.0 RESULTS/OUTPUT/IMPACT/SUCCESS

The revenue enhancement strategies shown in section 4.0 have clearly to show positive results with local revenue collection. The table below indicates the trend of local revenue collection for the last three years.

**Table 2: Rise in revenue for 3 successive**

YEAR	PROJECTON	ACTUAL COLLECTION	PERCENT
2010/2011	442,995,000.00	355,178,665.00	80.18
2011/2012	948,046,451.00	896,462,701.00	94.56
2012/2013	1,348,959,000.00	1,320,225,615.00	97.87

**SOURCE: Bukoba District Council**

The rise in revenue has been a result of massive community sensitization done jointly by the taskforce, the Councilors, WEOs and VEOs in their particular areas of jurisdiction mainly during statutory and special meetings. Aware of the reasons to pay Taxes, Fees and Levies, the business holders pay their dues without compromise. Sensitization has also encouraged business holders to get committed to working hard with their businesses as taxation has become as an accepted fact and perceived to be developmental.

The intention to increase revenue goes simultaneously with construction of markets, livestock markets, mining places, fish markets, open markets, bus stops and many other facilities that attract charges such as fees and levies. The structures themselves actually improve service delivery in the areas they are constructed making revenue collection efficient and sustainable.



*Fish landing site at Rushara as one of the revenue collection point*

## 7.0 CHALLENGES ENCOUNTERED

The Bukoba DC encountered several challenges during the change process. Political interferences in some wards emerged as one of the major challenges. Some politicians were against the idea of taxing commodities and materials such as bricks and morram swaying the ward communities to dislike the Council and refrain themselves from paying the taxes and levies. Also at the beginning of the initiative and due to these political interferences some members in Ward Communities created a strong resistance that reduced the people's spirit to pay taxes, fees and levies voluntarily.

The communities also invented inappropriate behaviors such excess/unofficial packing of farm produce and commodities in order to evade tax (e.g. Beans, maize, etc). Excess packing is a situation in which a farmer or middle person exceeds the quantity or amount set for standard measurement such as a sack of maize. The objective of excess packing is to reduce the amount of levies to be paid. In some cases packing is done in very small units to confuse levies raters and deem the units un-taxable.

One major undesirable feature in the lake districts is illegal fishing which has lead into a reduction in fish catch. This fishing uses illegal methods of catching fish such as dynamites and improper nets. The result is reduced fish catch in the lake leading to reduced items to be taxed or charged. The illegal catch is also not exposed for taxation. All these cases reduce the Council thrust to increase revenue collections.

Lastly, Coffee smuggling to neighboring countries, Uganda in particular is rampant. This practice by corrupt businessmen uses farm produce collection and transportation mechanisms that deny the council accessibility and opportunity to collect levies and fees. For example coffee that is produced in Bukoba DC is fully accounted for council levy due to smuggling. This practice goes simultaneously with transporting crops (farm and forest) at night and/or at hours when tax collectors are not in their stations.

## 8.0 STRATEGIES TO OVERCOME CHALLENGES

Bukoba DC did not despair to solve the challenges elaborated in the section seven. The Council through the VEOs, WEOs, Councilors and the taskforce has continued to sensitization the communities, business holders and politicians on importance of paying council taxes, levies and fees. The council also works together with other Government organs such as weights and measures Agency, defense and security committee and the District Commissioner' office to combat corrupt behaviors that deny the council efficient collection of tax. The council also in it by laws has categorically stated that it is illegal for any business person to transport farm/forest crops after 6 pm.

The Bukoba DC also has set some strategies for making revenue initiative a sustainable endeavor. These include updating by laws and rates from time to time depending on the value of the shilling and the communities ability to pay. The second strategy for sustainability is continued research, assessment and identification of the optimal capacity for all revenue sources.

## 9.0 SECRET OF SUCCESS

The Bukoba DC has been successful in increasing local revenue collection due to unique features summarized below.

- Markets as revenue collection points are community initiated. Community initiated facilities generate a sense of strong ownership, harnessing commitment and maintenance and ultimately claiming sustainability.

- Excellent Climatic Features that ensure permanent availability of crops and products that are brought to the market, hence guarantee of continued availability of levy collections.
- A strong multidisciplinary revenue enhancement Taskforce that operates under principles of teamwork, cooperation and creativity to effectively identify sources of revenue, conduct effective sensitization on revenue collection, monitor and ensure effective collection of council taxes, cess, levies and fees.
- Revenue collection is declared a task for all Council Management Team members. This gives mandate to individual CMT members to monitor, supervise and guide the overall process of local revenue sources identification, collection and accounting at village, ward and council levels.

Appendix One  
 BUKOBA DISTRICT COUNCIL  
 OWN SOURCE REVENUE COLLECTION FROM 2008/09 - 2010/11

DEPARTMENT	CODE	DESCRIPTION	FINANCIAL YEAR 2008/2009			FINANCIAL YEAR 2009/2010		
			PROJECTION	ACTUAL	%	PROJECTION	ACTUAL	%
1	2	3	4	5	6	7	8	9
FINANCE AND TRADE	051039	Magulio fees	-	-	-	-	12,605,900.00	-
	051069	Tobacco levy	800,000.00	1,632,483.00	204	1,600,000.00	1,929,171.17	121
	051074	Tender fee	1,370,000.00	9,945,000.00	726	1,870,000.00	11,492,870.18	615
	090295	Insurance commission	1,500,000.00	485,743.00	32	1,500,000.00	1,010,900.24	67
	140113	Sales of revenue books	2,500,000.00	2,608,600.00	104	2,500,000.00	2,013,700.00	81
	051250	Service Levy	10,620,000.00	20,255,311.00	191	10,020,000.00	10,858,309.71	108
	-	Intoxicating liquor license fee-local	1,200,000.00	1,100,400.00	92	900,000.00	273,000.00	30
	050703	Intoxicating liquor license fee-foreign	650,000.00	-	-	1,920,000.00	70,000.00	4
	050802	Other revenues	3,500,000.00	10,852,793.00	310	2,000,000.00	2,744,571.08	137
	090296	Revenue from renting of houses	9,285,600.00	16,274,378.00	175	16,005,600.00	22,389,281.00	140
140102	Revenue from renting of assets	253,000,000.00	168,857,075.00	67	306,881,950.00	238,338,753.00	78	
	<b>TOTAL FINANCE AND TRADE</b>		<b>284,425,600.00</b>	<b>232,011,783.00</b>	<b>82</b>	<b>345,197,550.00</b>	<b>291,120,556.38</b>	<b>84</b>
LAND AND NATURAL RESOURCES	051033	Timber produce cess	500,000.00	1,026,238.00	205	999,282.00	268,800.00	27
	051006	Gobole fee	500,000.00	105,300.00	21	500,000.00	327,100.00	65
	090157	Land rent	800,000.00	144,900.00	18	2,700,000.00	431,783.90	16
	081150	Land survey service fee	2,700,000.00	3,270,590.00	121	7,340,000.00	1,934,000.00	26
	100106	Fines imposed by magistrate	1,000,000.00	76,550.00	8	900,000.00	367,000.00	41
	0540461	Revenue from timber	3,600,000.00	2,187,700.00	61	2,500,000.00	2,577,150.00	103
	050462	Revenue from charcoal	3,600,000.00	2,200,000.00	61	4,800,000.00	5,000,000.00	104
		<b>TOTAL LAND AND NATURAL RESOURCES</b>		<b>12,700,000.00</b>	<b>9,011,278.00</b>	<b>71</b>	<b>19,739,282.00</b>	<b>10,905,833.90</b>
LIVESTOCK	050951	Fishing vessel license fees	6,645,000.00	4,812,200.00	72	6,645,000.00	6,126,100.00	92
FISHERIES	-	Livestock market fee	-	-	-	-	-	-
DEVELOPMENT	051076	Fish landing facilities fee	31,140,000.00	23,846,500.00	77	31,080,000.00	13,393,000.00	43
		Commercial fishing license fees	-	-	-	-	-	-
		<b>TOTAL LIVESTOCK &amp; FISHERIES</b>	<b>37,785,000.00</b>	<b>28,658,700.00</b>	<b>75.8</b>	<b>37,725,000.00</b>	<b>19,519,100.00</b>	<b>51.7</b>

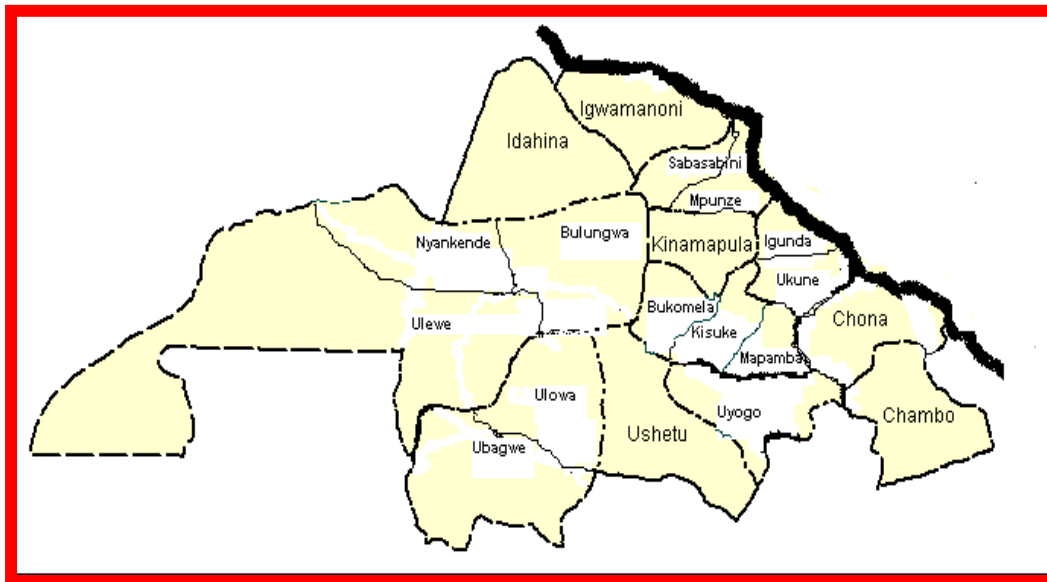


<b>AGRICULTURE</b>	050713	Coffee crop cess	125,000,000.00	152,531,287.00	122	175,000,000.00	126,806,880.00	72
<b>IRRIGATION</b>	050713	Tea crop cess	5,000,000.00	4,253,112.00	85	3,200,000.00	3,780,723.40	118
<b>COOPERATION</b>	050713	Other food crop cess	2,760,000.00	610,000.00	22	1,800,000.00	1,400,000.00	78
	<b>TOTAL AGRICULTURE, IRRIG. COOP</b>		<b>132,760,000.00</b>	<b>157,394,399.00</b>	<b>119</b>	<b>180,000,000.00</b>	<b>131,987,603.40</b>	<b>73</b>
	<b>GRAND TOTAL</b>		<b>467,670,600.00</b>	<b>427,076,160.00</b>	<b>91</b>	<b>582,661,832.00</b>	<b>453,533,093.68</b>	<b>78</b>

## USHETU DISTRICT COUNCIL



### STRATEGIES FOR LOCAL REVENUE ENHANCEMENT AND SUSTAINABILITY



*The Experience of Kahama – Ushetu District Council*

## 1.0 INTRODUCTION

Ushetu District Council in Shinyanga Region originates from the Great Kahama District Council which was divided into three councils. The other two councils are Kahama Town Council and Msalala District Council. Other councils in Shinyanga Region include Shinyanga Municipal Council, Shinyanga DC and Kishapu DC. The revenue enhancement efforts for Ushetu DC started during the Great Kahama District Council and were inherited and improved by the Ushetu DC Management Team.

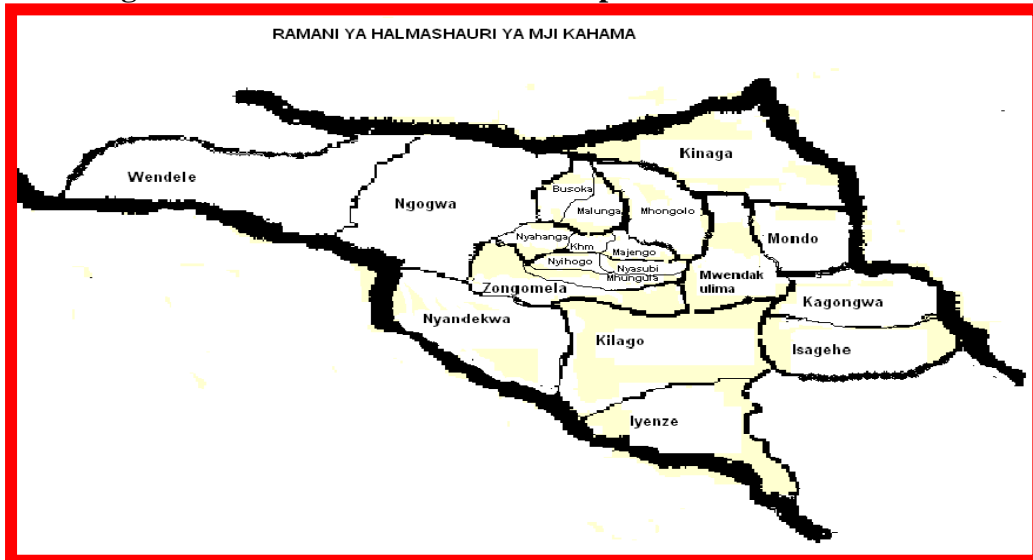
The Great Kahama District was established in 1962 and in 1982 through the Local Government Act no.7 Kahama District acquired the status of a District Council. The Council had 5 divisions, 55 Wards, 232 villages and 1137 Vitongoji. The map below shows the geographical positioning of these political and administrative divisions.

**Figure1: Kahama DC before Split**



In July 2012 Kahama DC was divided into two councils; Kahama Town Council with 2 Divisions, 20 Wards, 45 villages and 315 vitongoji and Kahama DC remained with 3 Divisions, 35 Wards, 187 Villages and 822 Vitongoji. The government's decision to divide the council was to extend services closer to the community and the people. The divisions are shown in the map below.

**Figure 2: Kahama Town Council Map**

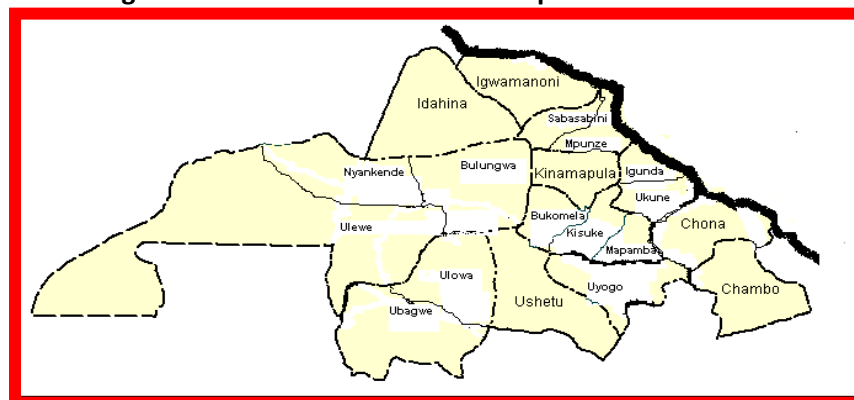


In first July 2013 the Kahama DC council was further divided into two District Councils to form Ushetu and Msalala DCs. Msalala DC remained with one Division, 16 Wards, 82 villages and 322 vitongoji as shown in the map below.

**Figure 3: Msalala District Council Map**



The Ushetu District Council inherited the former 2 Divisions, 19 Wards, 105 Villages and 500 Vitongoji from the former Kahama DC. The map below shows this reality. Administratively Ushetu DC has 5,311 sqkms with a total population of 273,075 as per the 2012 population census. The Ushetu DC is bordered by Nzega DC to the East, Msalala DC to the North, Mbogwe DC to the West and Uyui DC to the South.

**Figure 4: Ushetu District Council Map**

Geographically Ushetu DC is endowed with fairly fertile land undulating into hills and plains covered by forests. The plains allow agriculture and Ushetu communities engage in production of various crops including tobacco, cotton and sunflower as commercial crops. Groundnuts, maize, paddy, millet, sweet potatoes, cassava, beans and nuts are grown as food crops.

## 2.0 THE PROBLEM

From the days of the Great Kahama DC revenue collection had always been very low. For example in 2008/09 the local revenue accounted for only 7.6% equivalent to Tshs 2.52 billion of the total council budget. Considering the wealth and economic activities of Kahama District this level of local revenue collection is extremely low. The main reasons underlying these persistent low collections included the following;

- (i) Most of the reliable sources of revenue were not included in the revenue collection plans due to inadequate research to identify and define them properly.
- (ii) The identified and rationalized revenue sources could only provide for limited service levies and which were poorly managed and collected.
- (iii) The means and approaches used to collect cess, levies and fees from the identified sources were expensive, poor and crude.
- (iv) Lack of clearly defined sources of revenue exacerbated by inadequate determination of the capacity of revenue that each source can raise so that correct decisions can be made regarding the outsourcing of collections to private agents and tenderers.
- (v) Massive levy payment avoidance by companies, business persons and participants in the informal sector and agriculture.
- (vi) Obsolete rates for fees, levies and charges attached to agricultural, forest and even mining products.
- (vii) Obsolete by laws that do not reflect the current need and capacity of the sources of local revenue.
- (viii) Poor and bad local revenue collection planning, supervision and management.
- (ix) Poor involvement of the VEOs and WEOs in the local revenue planning, collection and accounting

### 3.0 THE COUNCIL OBJECTIVE

The overall goal of Ushetu - Kahama DC in this strategy was to improve the performance of local revenue collection in order to strengthen the capacity of the local revenue and reduce dependency to Grants from the CG. The council was determined to raise the local revenue from the prevailing 7.6% to 25% of the total budget and to collect revenue from all sources by 100%. Specific objectives of this strategy included the following;

- (i) Thoroughly identify and define all sources of local revenues throughout the Council.
- (ii) Improve methods and strategies for effective supervision of collection process at all sources of local revenue.
- (iii) Ensure adequate participation of all stakeholders such as communities, businesses, companies, VEOs and WEOs in revenue collection.
- (iv) Review, repeal and enact new by laws that stipulate rationalized rates (cess, tax, levy, fees, fines and penalties) for various sources of local revenue.
- (v) Prevent and eliminate all practices and behaviors that inhibit effective collection of local revenue. Such behaviors include bribes, improper packaging and usage secret routes to transport products with the intention of avoiding and/or evading to pay taxes, levies and fees.

### 4.0 STRATEGIES AND ACTIVITIES TO INCREASE LOCAL REVENUE COLLECTION

As shown in the objectives, Kahama DC got clearly focused to raising local revenue from below 8% in 2008 to 25% in 2013/14 of the total council budget. To be able to attain the goal the Council reached a strong decision to conduct a thorough investigative study (research) to find, define and assess all potential sources of local revenue and determine adequately their full capacities of revenue. This investigative study was done by a multidisciplinary Taskforce that was appointed by the Executive Committee of the Full Council. The study covered a period of 14 days in selected Villages and Wards.

During this study the following approaches were utilized;

- (i) Holding meetings with important stakeholders in villages. This was intended to get direct information from villagers about capacities and reliability of the proposed sources of local revenue.
- (ii) Conducting direct discussions with business persons and groups in markets, auction places and business centers.
- (iii) Meeting all revenue collection agents and Tenderers and making critical enquiry about the issues surrounding collection of local revenue in the areas and sources allocated to them.
- (iv) Visiting all areas that have potential sources of revenue such as markets, animal auction places, rural business centers.
- (v) Proposing changes to be made in the revenue sources bylaws and ensuring the drafts for the bylaws are actually ready for approval by Full council. The changes in the bylaws reflected directly on the different rates for taxes, levies, fees and fines to be charged to the items identified in the revenue sources.
- (vi) To review a sampled of past years revenue collection projections and actual collections to determine the trend and establish the reasons and explanations for annual variations. This would help the taskforce to develop strategies for sustainable and stable collection of revenue from all the sources.

After the study and analysis of the information gathered the Taskforce identified and proposed New Sources of revenue listed in the figure 5 below.

**Figure 5: Taxes, Levies and Fees**



Other strategies and activities after the study and identification of the New Sources include the following;

- (i) Reinforcing of the rates and the collection exercise in the existing areas and sources of local revenue to prevent retraction.
- (ii) Submitting the proposals for the new rates and revenue sources to the Full Council for discussions, adoption and approval.
- (iii) Appointing a taskforce of six technical experts to continuously identify new sources, supervise and monitor the revenue collection process.
- (iv) Forming an adhoc committee of councilors and task them with a role to sensitize, motivate and encourage the communities, miners, farmers, business persons to pay taxes, levies and fees from various old and new sources especially the levies for agro produce, charcoal, timber and construction material from land.
- (v) Enacting of various bylaws for each source of revenue. It was important to repeal and make bylaws that are effective and realistic for the newly established sources and rates to make a concretized legal tax collection and revenue generation framework. The bylaws state clearly what sources, what rates are charged and what behavior is expected from the tax payers as well as the fines and penalties in case of defaults.
- (vi) Demarcating and designating strategic places for investments, small business, business centers, markets, animal auction markets, bus stands and stops. This simplifies the collection of various types of revenue as it creates clearly identified stations and points for collection
- (vii) Using Public Private Partnerships. The council outsourced all sources of revenue that are inefficient, complex, expensive to collect and hard to manage directly by the Council. This was

done in harmony with the government policy of outsourcing local revenue collection by LGAs so that they can concentrate on service delivery.

## 5.0 RESOURCES UTILIZED DURING IMPLEMENTATION OF THE STRATEGY

Local revenue enhancement involves improvement of structures, effective supervision, close follow-up and effective and immediate collection of the fees and levies. These cannot easily be implemented without committing adequate resources to enable the processes. The resources in this case involve the human, financial, time and transportation resources. Since 2008/09 to 2012/2013 the Council used a total of Tshs 396,181,000/= for this function. The tables below detail the items of expenditure for the revenue enhancement strategy.

**Table 1: Costs of full council Meetings**

Item	Year	Cost per meeting in (Tsh)	Annual costs for Full Council Meetings (Tsh)
Full Council	2008/2009	21,254,000	85,016,000
Full Council	2009/2010	21,254,000	85,016,000
Full Council	2010/2011	21,254,000	85,016,000
Full Council	2011/2012	16,090,000	64,360,000
Full Council	2012/2013	16,090,000	64,360,000
<b>Total</b>			<b>383,768,000</b>

**Table 2: Financial Resources**

Resources	Year	Cost per unit (Tsh)	Total costs per year (Tsh)
Officers 7	2012/2013	3,430,000	3,430,000
Drivers 2	2012/2013	700,000	700,000
Fuel (diesel)	2012/2013	1,500 x 2,202	3,303,000
Finance Committee	2012/2013	2,490,000	4,980,000
<b>Total</b>			<b>12,413,000</b>

## 6.0 RESULTS AND SUCCESS STORY

The Ushetu - Kahama DC has been able to move rapidly towards achieving the goal of 25% of local revenue as a percent of the total budget. This strategy has actually achieved several results as described below.

There has been a significant increase of the revenue from councils own sources up to 21.5% as shown in the table below.

**Table 3: Revenue Collection**

Year	Amount Collected
2008/2009	2,520,000,000
2009/2010	3,210,000,000
2010/2011	3,320,000,000
2011/2012	3,388,192,000
2012/2013*	3,069,493,600

*\*please note that revenue in 2012 declined slightly due to split of Kahama DC to form Kahama Town Council*



The council has become efficient in making its contribution to local development projects as required by the LGDG funded projects. Remitting the 5% of the own source revenue for local projects, women credit fund and youth credit fund has become a common practice by the council. The table below shows the amounts remitted to local development initiatives and funds.

**Table 4: 5% contributions**

Year	Amount Contributed in Tshs
2008/2009	298.12 million
2009/2010	514.29 million
2010/2011	931.89 million
2011/2012	982,42 million
2012/2013	350.0 million

This notable change in revenue collection is witnessed by the current and the first Ushetu District Executive Director who states *"... I found these initiatives already in place, what I have done is to encourage the task force to work hard in and I promised to fund the whole exercise till we reach the target of 25% next year.... I am seriously committed to ensuring that we become self sufficient to at least 25% before we set another target..... the results of the initiative are now clear... people have realized the importance of paying tax, markets are function properly, the gates where we collect levy for charcoal and other forest products are making significant contribution to our revenue..... yes... we are achieving our overall goal...."*.

Own sources of revenue have complemented the completion of various local projects such as construction of class rooms and dormitories in secondary, upgrading of council roads and improvement of working environment in general. The photos below show some examples of improvements made through the use of community contributions and own source revenue.



*Ntobo Secondary School Laboratory*

*Baloha Secondary School Girls Hostel*

*Jomu – Segese Road upgrading*

## 7.0 CHALLENGES ENCOUNTERED DURING STRATEGY IMPLEMENTATION

The endeavor to raise collections since the era of the Great Kahama District Council encountered multifaceted challenges that are important to mention here for learning by those LGAs that intend to use this model to raise and increase local revenue.

Splitting of the Great Kahama DC. Although the intention of the Splitting LGAs is generally to devolve service delivery to communities and people and make the service centre close to the people, the splitting of Kahama DC into Ushetu DC and Msalala DC greatly affected negatively the revenue collection initiative. For example the Split has created conflicts in collecting levies from forest and agricultural

products. Business persons claim that levies and taxes are to be paid to Kahama Town Council and not Ushetu DC or Msalala DC where the products come from. The borders are also not yet clear to the citizens leading to complications in revenue collection. Due to this split revenue collections declined in 2012/13.

Refusal by Big Mining Companies to pay Service 0.3% Levy of the company annual accruals. The local finance act cap 190 section 7 (2) mandates LGAs to collect a service levy of 0.3% of annual profits. Also the companies are obliged to pay royalties to LGAs. But the biggest investor in Ushetu - Kahama DC is the Barrick Company which rejects to pay the service levy under claim that its contract with the CG shows that it is only obliged to pay a royalty to the Council amounting to USD 200,000 only per year. This is totally contrary to the parliament act regarding local government revenue. The Buzwagi Mines under the African Gold Mine as well since the inception of its mining activities in 2009 to 2012, it has only paid a royalty amounting to USD 800,000. If the company had agreed to pay the legal 0.3% service levy, the Council would have received a total of USD 3,143,065.49 in the four years time. This remains a great challenge to date.

Unprecedented interference by both local and national politicians. The Kahama DC for many years did not have a levy for forest products such as charcoal and timber. The introduction of this levy recently has encountered resistance even by the councilors who endorsed this source. Joined by national politicians they have made speeches in public rallies against this lucrative source of local revenue. People tend to side with politicians than with council staff in taxation related issues.

The Council Human Resource Structure and establishment. The establishment for the council is fixed and some technical staff are still attached to the parent ministries. For example the Minerals officers are attached to the Ministry while the services needed by the people with regard to minerals are offered by the Council. The permits and offers to own mines and the licenses for mining are issued by the ministerial staff. The information and statistics on mining activities as well are not mandated to the District Director. This limits the council to establish the annual production of the miners and their profits to be able to set taxes and levies.

Small scale Miners in Ushetu - Kahama DC. In recent years small scale minors have increased enormously and rampantly due to large numbers of youth who claim not to have employment. Whenever they hear that there is a land room promising to offer minerals they rush to the area in large numbers irrespective of land ownership. The methods they use to mine and get minerals are crude and unhealthy. These activities degrade the environment rapidly due to aggressive tree cutting, destruction of water sources which they use to mix with mercury to assemble gold and digging of deep and big land holes making the land not usable for other economic activities for many years. All these activities are informal and cannot be included in the plans for sustainable local revenue generation. There are also a lot mineral search licenses issued by the CG. All these lead to land clashes and conflicts in the Council which have to be solved and managed while the council cannot collect valuable revenue from this land use to beef up local revenue.

Telecommunication Towers are protected from Council taxation. The telecommunication towers are scattered in many centers in the Council. These are production units which before installation have to pay for permit fees and after installation keep on paying service levies. However in practice the companies owning the towers do not pay the service levy. Instead they pay service levies to Councils in which they sell telecommunication equipment and gadgets. For example Ushetu DC had planned to collect Tshs 62 million in 2011/12 from 31 Towers installed within the Council Wards and Villages but

the collections from this source was Zero due to refusal by the telecom and mobile phone companies to pay the service fees as they claim they do not have shops that sell telecom and mobile phone goods in the Council.

## 8.0 STRATEGIES FOR SUSTAINABILITY

The challenges explained above have not made the Ushetu DC despair and give up regarding increasing revenue collection and making the increase sustainable. The Council has set tactics to ensure that local revenue reaches the target of 25% and above every year. These tactics include the following;

- (i) Continued research and innovation regarding new sources of revenues including rationalizing the rates for service levies, agro cess, fees, fines and penalties.
- (ii) Continued enforcement of the council revenue bylaws without laxity. This will also involve distribution of bylaws and acts of the parliament to all stakeholders, VEOs and WEOs in particular and all Ward Councils, primary courts, and other places that bylaws may help to make revenue collection efficient.
- (iii) Maintain participatory sensitization of the councilors, communities and all stakeholders on the importance and obligation to pay taxes, service levies, etc. This will reduce resistance and conflicts during collection of revenue.
- (iv) To adhere to PPP by outsourcing all sources of revenues that are complex and expensive for the council to make efficient collections. This will always be done after baseline surveys to determine the actual revenue capacity of these sources
- (v) To persistently compel Big Mining companies in Ushetu DC jurisdiction to pay the service levies and royalties as per the law and the bylaws. This will also include seeking for mediation between Ushetu DC, the CG and these Mining Companies to request the companies to pay the service levies.
- (vi) To continue collaborating with the CG on how to handle the problem of the increasing number of small scale miners. This calls for the CG to demarcate mining sites for these groups.
- (vii) To establish seedling Nurseries which the Council will use to convince farmers to replant trees in areas that used to cultivate tobacco as the land has been degraded to semi arid. This service is in place currently in Primary and Secondary Schools. The Ushetu DC depends on tobacco farming as 52% of the local revenue is collected from tobacco production which uses trees to process.
- (viii) The council is also determined to construct roads, public toilets, markets and godowns and provide water in areas that form part of the reliable sources of revenue. This will help stable markets and transportation of goods, all attracting revenue generation.

## 9.0 SECRETS FOR SUCCESS

The success achieved by this council is founded on the secrets below;

- (i) The Ushetu Kahama DC has always been committed to research/study and baseline survey to establish the viability, effectiveness and capacity of its own sources of local revenue. This secret has helped the council to collect around 61% of its local revenue in 2013/14
- (ii) The second secret which is linked with the first one is the effective use of PPP by strategically outsourcing revenue collection of some sources. But this is done carefully after analyzing the capacity of the source for actual collections. The contracted Agents are compelled to pay in advance the first quarter collections before the actual collection of the respective financial year starts.
- (iii) Involvement of the revenue stakeholders is another important secret. All the business persons in their categories are invited to attend meetings that lead to introduction of the levies and fees

in specific specializations. For example for introduction of agricultural cess, market use levies and forest product levies stake holders were involved in discussions and determination of the rates to be charged by the council. The communities as well are involved through the councilors in meetings. This has made revenue collection process smooth and efficient.

- (iv) Teamwork and Commitment. The Ushetu CMT and all staff are committed to working hard towards raising revenue for effective performance of the council. Promotion and supervision of Revenue collection is done by all members of the CMT. And the issues related to revenue collection are a permanent part of the agenda for all CMT morning prayers.
- (v) Motivated and Happy workers. The Council gives back 10% of the revenue collected by the staff at village and ward level in those sources that are not outsourced to Private Agents. This encourages the staff to work hard in ensuring that the revenue is collected fully.

## Chapter Four: Participatory Service Delivery

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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. Mwanza CC is a case about urban tarafficking in which the City has managed to Control Traffick by eliminating all intown bus stands, using PPP to control trafick and upgrading of city feeder roads to ensure smooth movement of traffic in town. Moshi Municipal Case is about effective participatory and decentralized solid waste management in which the tasks are devolced to the wards which ensure the streets are open and clean, the waste is collected and transported to dampsite and the defaulters are dealt with. Tanga CC case is about Msaragambo model of solid waste management. The model explains how citizens in urban areas should be directly involved in cleaning the streets in which they live and do their businesses. Tanga City has become successful in solid waste management because of involvement of all inhabitants, CBOs and the Private Sector. The Shinyanga DC Case presents a participatory practice of provision of lunch in primary schools in which the council, the parents, the pupils and international organizations collaborate to ensure that food is available in schools and prepared in environmentally friendly kithchens and stoves.

Salient lessons emerging from the cases in this chapter indicate that

:

- Service delivery is never a task of the government and the local government alone. Rather the community at large needs to be given the opportunity to participate fully in delivering their own services
- 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.

## MWANZA CITY COUNCIL

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### URBAN TRAFFICKING



*Experience of Mwanza City Council*

## 1.0 INTRODUCTION

Mwanza City is located on the southern shores of Lake Victoria in Northwest Tanzania. It covers an area of 1,325 Km<sup>2</sup> of which 900 Km<sup>2</sup> is covered by water which is about 67% while 425 Km<sup>2</sup> which is about 33% is dry land. Of the 425 km<sup>2</sup> dry land area, approximately 173 km<sup>2</sup> is urbanized while the remaining areas consist of forested land, valleys, cultivated plains, grassy and undulating rocky hill areas. The rocky hill areas are characterized by gently undulating granites and granodiorite physiographic with isolated hill masses and rock inselbergs. The features also include well-drained sandy loamy soil generated from coarse grained cretaceous. The vegetation cover is typical savannah with scattered tall trees and tall grass. Mwanza City lies at an altitude of 1,140 metres above the sea level. Mean temperature ranges between 25.70C and 30.20C in hot season and 15.40C and 18.60C in the cooler months.

Administratively, Mwanza City is made up of two districts namely Nyamagana and Ilemela. There are 21 wards (12 wards in Nyamagana and 9 wards in Ilemela) run by the Councilors under the leadership of Lord Mayor. According to the 2012 National Census, Mwanza City has 363,452, where 177,812 are Male and 185,640 are Female (*specific for Nyamagana District*). The annual natural population growth rate is 3.0% (National Population Census 2012). The average household size is 4.7 which is closer to the national average of 4.8. This shows how densely populated Mwanza City is leading to significant possession of motor vehicles and congested vehicular movement in the City.

Mwanza city Council has a total road network of about 866.2073 with different surface types as shown in table 1 below. On average, this road network serves a total traffic of about 2,300 vehicles per day as in January, 2014. This soaring vehicular movement is the cause for remarkable intermittent traffic jam and congestion on the city roads. Traffic congestion occurs when vehicles travel at slower speeds than 20kph because of presence of many vehicles than the road can handle.

**Table 1: Road network by Surface in Mwanza City**

S/N	SURFACE TYPE	KM
1	Tarmac	61.000
2.	Gravel	101.580
3.	Earth	699.693
4.	Concrete	1.270
5.	Stone	2.530
<b>Total</b>		<b>866.073</b>

Source: Mwanza City Profile report

## 2.0 THE PROBLEM

Mwanza City begun to experience growing urbanization and consequential increases in traffic congestion since 1990s due to problems of inadequate infrastructure and poor urban transport funding. Traffic congestion was aggravated by heavy commercial trucks and busses weaving their way through crowded city center which resulted into unpleasant environment, long queues, high accident rates and extended travel durations.

In recent years, local traffic congestion has been exacerbated by rapid growth of motorcycles christened *Bodaboda*. Vehicle mobility in the City has also been hampered by many conflicting vehicle movements, lack of traffic control signals, restricted (narrow) road widths, inadequate packing spaces,



indiscriminate parking by *Daladalas* and increasing number of *Bodaboda* users. The picture below gives the indication of traffic jams in the city roads.



***Daladala buses at Buzuruga Bus bay to city centre.***

Traffic congestion in Mwanza City resulted from successful economic development, employment creation, housing schemes and cultural policies that attracted people to live and work in the City. Many business firms (local and international) also joined this move to benefit from the gains of the productivity and growth in Mwanza City. Traffic volumes therefore surged from 200 vehicles per day in 1990 to about 2300 vehicles traversing in the city for a single day in January 2014. Currently (2014) Mwanza City has 965 *Daladalas*, every *Daladala* making an average 4 trips to and from the town. This makes a total *daladala* population to be 3860 per day and about 430 heavy vehicles entering the city per day.

The congestion and traffic jams have also been worsened by narrow roads in a road network of about 28 km in the city centre that cannot accommodate the volume of the traffic i.e. 2300 vehicles per day. The situation became worse due to the fact that all roads that could have double or more lanes had single lanes, squeezed by buildings and unplanned vehicle parking on both sides. The costs to widen the roads are too high as the buildings along the roads have to be demolished and owners be compensated. All these, plus the lack of funds to address these problems plunged Mwanza City into serious problem of traffic jam and congestion.



***Two way traffic road with single lane.***

### **3.0 OBJECTIVE**

Having experienced the traffic jam and congestion problem for over ten years, the Mwanza City Council optioned to organize traffic movements in the city and ultimately make City inhabitants spend lesser

commuting time in the city roads by the year 2015. The specific objectives for this expensive option include;

- To improve roads infrastructure from earth and gravel standard to asphalt concrete
- To widen the city roads by clearing all structures in the road reserves and establishing organized vehicle parking
- To reduce/minimize traffic congestion within Mwanza city and allow shorter commuting trip times for city inhabitants
- To control and eliminate urban traffic maneuverability

#### 4.0 IMPLEMENTATION PROGRAMME- STRATEGIES AND ACTIVITIES

The typical supply actions for controlling traffic congestion are divided into two main areas i.e. adding new facilities and improving the management of existing facilities. The new transportation facilities that can be added include building new roads, installing transit facilities, adding lanes to existing roads, constructing overpasses and underpasses at congestion intersections and building ring roads. Improved traffic management is attained through the introduction of one way streets, introducing turn prohibitions and reversible lanes, improving timing of the traffic signals, provision of per trip traffic information, faster responses to traffic accidents and addressing special events and road works that cause traffic jams. Demand management on the other side can be attained through provision of high quality public transport that can reduce the use of private cars. The initiatives also include parking restrictions, ride sharing or car - pooling, ramp metering, congestion charge, promoting cycling and walking and introduction of flexible working hours.

In addressing the urban trafficking challenges in Mwanza City several strategies and activities have been performed. These strategies have been designed to improve the urban infrastructures and to control traffic parking and movement in the city. The strategies are summarized as follows:-

- (i) Designing stage by the then City Engineer (traffic engineer by profession) Eng. Emmanuel Kalobelo. This involved updating of city road maps, determination of traffic jam points, identification of structures constructed in road reserves, etc
- (ii) Creation of New *daladala* routes, bus stops, identification of workshop sites, parking areas and business centers.



***Daladala parking bay in 2011 in the City***

- (iii) Enforcement of bye law for effective implementation. The bye Law enacted in year 2002 capitalized on effective use city road network by all types of moving vehicles, parked vehicles and other road users.



*Carts removed from the City centre in 2006/7*

- (iv) Establishment of two bus terminals outside the CBD zone. These are the Buzuruga Bus Terminal and the Nyegezi Bus Terminal.
- (v) Construction of stone roads in unplanned settlements to open up transportation.
- (vi) Establishment of collaboration schemes with private sector (Barmeda TV station, CRDB), traffic police and parking service operators.
- (vii) Opening and upgrading of feeder roads to decongest major roads.
- (viii) Ongoing plans to increase road network, establish two truck terminals, increase lanes in some roads, establish conference centers and parking sites, introduce Council owned Public transport, construction of satellite towns and introduce a bye law compelling new storey buildings to accommodate parking.
- (ix) In the improvement of urban infrastructure, the following programmes and activities have been implemented. Tanzania Startegic Cities Programme - TSCP has been implemented leading to improvement of ring roads and feeder roads. These include construction of Pasiansi – Buzuruga 7.23km built, Sanga- Kiloleli 1.30km roads, Liberty 0.20km road, Karuta 0.50km road that were built in 2012 and Pepsi loop 1.40km, Mkuyuni – Butimba 4.20km roads and Tunza - Airport loop 4.40km that were built in 2013.



*Construction of Pasiansi – Buzuruga 7.32km road in 2012 to Asphalt concrete standard*

- (x) The design and construction of pedestrian flyovers. Construction of pedestrian flyover at Mabatini area and widening of Mwanza – Musoma (City centre to Buzuruga) road from two to three lanes which is implemented by the TANROADS.



*Pedestrian crossing and widening of two lanes to three lanes road in 2013 by Regional TANROADS (Mabatini)*

- (xi) Introducing parking charges to all vehicles in the Central Business District and using competitive Agents to collect parking charges.
- (xii) Introduction of one way roads in the city. These are Rwagasore, Lumumba, Regional Drive and Sheik Amin roads.

## **5.0 TYPE AND AMOUNT OF RESOURCES USED**

In implementing these strategies and activities Mwanza City Council used several financial, human and time resources.

### **Financial Resources**

During the financial years of 2011/2012 - 2012/2013 the Mwanza City Council spent Tanzanian Shillings 16.0 billion for the improvement of urban roads. This fund is a loan from the World Bank. The time frame for the use of this loan i.e. construction, supervision and defect liability determination is 40 months.

For the ongoing construction of pedestrian bridge (flyover) at Mabatini area and widening of Mwanza – Buzuruga road, the TANROADS received fund from the Road Fund Board amounting to more than Tshs 1.2850 bilion.

The Introduction of parking charges in order to control traffic and inappropriate parking in the city is done by an agent who collects fees from road users. The charges include Tshs 600.00 per vehicle per hour for small vehicles and Tshs 1,000.00 per hour per heavy vehicle. This initiative increases city revenues as shown in appendix Table 1. The table shows the parking charges and how much was collected in 2012/2013 as well the projected collections for 2013/2014.

### **Human, Physical and Time Resources**

Another aspect of the resources used in improving urban traffic other than finance is human resources. In implementing the urban roads improvement the City and TANROADS used private contractors while for vehicle parking control and charges collection the City Council uses an agent who has 32 employees covering the whole CBD every day.

The City Council has seven qualified engineers and four technicians in the engineering department. Among these employees only four engineers and two technicians deal with supervision of improvement and maintenance of urban transportation infrastructures. Also the City Council has three urban planners

who provide technical support on urban development and control and participate in the preparation of new City Master Plans.

## 6.0 RESULTS OF THE INITIATIVES

It is generally argued that traffic congestion in urban areas cannot be completely eliminated but can only be minimized to acceptable levels. There is actually no single solution to that end. In order to minimize traffic congestion in the city, three main approaches were used. These included dealing with supply side i.e. taking actions that lead to increase in capacity and efficiency of transportation infrastructure, working with demand side i.e. taking actions that lead to reduction in the use of cars in urban areas, restricting the use of carts in the city centre and finally, physical planning which influences land use and infrastructure distribution in Mwanza city. Through these strategies the following results have been realized:

- New Forty traffic routes have been introduced in the city, especially the Daladala routes
- Open and Clean road side and reserves i.e. no businesses and kiosks along the roads or along the walkways



*Pedestrian walkways free from businesses and kiosks in the City centre*

- Coverage of Street lighting has increased significantly and has improved the safety of using the roads during night hours.



*Street lighting along Mkuyuni Butimba road 2013/2014*

- Twenty two garages and fifty six timber marts have been transferred from the city centre to Sabasaba grounds along Makongoro/airport road.
- Cleaning of the road now has become efficient than it used to be due open and clean road sides and walkways



*Cleaning of roads in progress*

- The capacity of the infrastructure has increase, for example, 18.33km of tarmac roads in the City were constructed in 2012/2013 while a total of 23.0kms were rehabilitated and maintained.



*Road rehabilitation in progress*

- 1.96km of rough roads in difficult terrain have been upgraded using stone pavements and have improved not only transportation but the general scenery of the city suburbs.



*Stone paving of roads*

- Total length of 1.80 km of Mwanza – Musoma road has been widened to three lanes which has reduced the traffic jams to satisfactory levels.
- Traffic jams have been reduced though diverting traffic from Nyakato and Igoma to Airport without passing though the City centre as it used to be.



*Clear road without congested traffic*

- Construction of Buzuruga – Pansiansi road to asphalt concrete standard.



*Construction of Pansiansi – Buzuruga road*



*Asphalt rolling along Pansiansi – Buzuruga road*

Through the demand side strategies and for the case of using of cars, road users have adopted the practice of observing the town parking procedures to allow mobility and maneuverability of other traffic. Please note that the number of commuter bases in Mwanza city increased from 230 in 2010 to 965 in December, 2013 (Source: SUMATRA – MZA). The implementation of demand side strategies has created the following vivid results;

- There are no *Daladala* pioneers (*wapiga debe*) on the newly introduced and existing bus stands in the city centre.
- The use of small carts in the city center has been restricted to minimum. The use of small carts retards the motorized traffic speed and is an inconvenient in populated urbanized centers in many areas in Tanzania. This has significantly been eliminated in Mwanza City.
- The introduction of One-way roads has reduced traffic accidents, created safe driving and contributed to effective use of time by city inhabitants; the time they used to commute.
- The City Council is increasingly earning noteworthy revenues from parking fees and fines charged to parking defaulters in the city. In 2012/2013, the city collected about Tshs 307,800,000.00 and up to December in the 2013/2014 financial year the Council had collected Tshs 117,600,000.00 from parking fees and fines. The City Council expected to collect about Tshs 506,400,000.00 by June 2014. This is a remarkable achievement in terms council revenues.
- The construction of stone paved roads has created and increased the employment opportunity to the city citizens, the youth in particular. The stone paving of roads uses local materials and does not generate waste at all. The use of local materials and technology promotes local employment through the use of local fundis and surplus labour available in the city.



*Employment – Youths cracking stones for road construction*

## 7.0 PROGRAMME CHALLENGES

Urban trafficking initiative is not an easy deal in Tanzania. Several cities and towns have adopted various strategies and have never been effective. In the course of implementing both the supply and demand sides strategies Mwanza City has encountered the several challenges. These include;

- (i) Inadequate parking space in the CBD. Most roads lack enough space for parking and there are no reserve areas for parking. This results into most vehicles parking along the city centre roads leading to narrower roads.
- (ii) Inappropriate (poor) urban planning of the city especially infrastructures such as road widths and intersections that do not provide enough space for provision of alternative ways for efficient vehicular movement.
- (iii) Inadequate funds for provision of traffic control systems on the roads during traffic jams particularly at peak times i.e. morning and evening hours.
- (iv) Shortage of technical staff such as transportation planners and traffic engineers in the Council. For example, the Council does not have the traffic engineer who is useful for managing vehicle and various road users' mobility to attain optimal use of the City roads and other transportation infrastructure.
- (v) There is no clearly forged and active linkage between transport planning and urban planning so that the development of the City could be considered in a cohesive and comprehensive manner. The new major housing, industrial or retail developments in Mwanza City require a strong link between transport planning and urban planning to avoid future traffic problems.
- (vi) The Mwanza City Council does not have a transport planner, an instrumental person for measuring and determining urban traffic demand and proactively advise on new optimal transportation links and processes.

## 7.0 STRATEGIES USED TO COMBAT THE CHALLENGES

The challenges encountered by the Mwanza City Council in improving urban trafficking have not lead to dwindling of the initiative. Several strategies have been in place to thwart undesirable effects of the challenges. These include the following;

- Soliciting funding from various sources to keep on improving and maintaining the city infrastructure road network.
- Using own source revenues to maintain and upgrade the road network. This also includes negotiating with the Road Fund Board for funding improvements and upgrading of the major trunk roads passing through the city





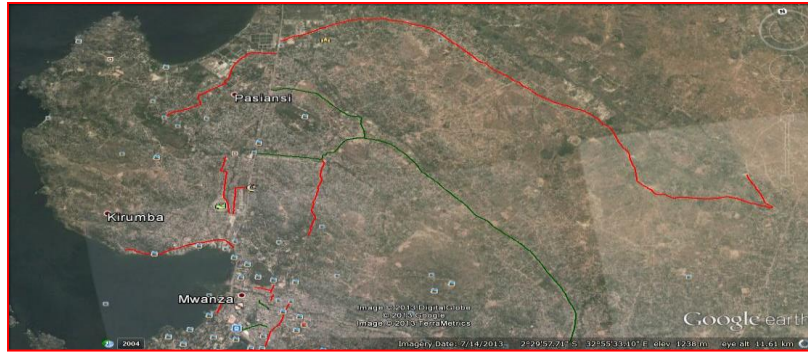
*Patchworks along Pamba road on progress in 2012 using Council own funds*

- Strengthening the collection and administration of car parking charging strategy especially on newly improved roads and in the CBD area to improve vehicular maneuverability.
- Training of two engineers at SAUT especially in Civil engineering majoring in Traffic engineering. These will assist the council in urban traffic planning and management.

## 8.0 STRATEGIES FOR SUSTAINABILITY AND THE WAY FORWARD

The Mwaza City Council intends to maintain the achievements and keep on providing urban trafficking service effectively and sustainably. For this objective the council has set a strategy that has the components listed below.

- A concrete plan to introduce its own Public transport facility (i.e. own modern buses and public transportation equipment) in the city and introduce big buses that collect many people at once than the privately owned Daladalas. At least USD 1,250,000 is needed just to start with.
- The Council has a plan to build a modern Parking Block of seven floors at the city centre that will be used by various types of commercial vehicles of about 250 – 300 vpd. Initial design shows that it will cost about TAS 1,250,000.00/=.
- The Council also has planned to introduce satellite cities and not dormitory cities around the centers at Buhongwa, Nyamhongolo and Luchelele wards.
- The Council is establishing an eight acres heavy trucks parking lot at Buhongwa and a seven acres lot at Nyamhongolo. After completion of these lots, no heavy trucks of more than 10 tones will be allowed to enter the CBD. This endeavor will cost about TAS 3.0Bilions
- The Council is committed to more construction of roads and ring roads. For example construction of 23.7km asphalt concrete standard roads of Mkuyuni – Maina – Nyakato (Nilepich Fish Industry), Isamilo – Mji Mwema road that connects the CBD with Ilemela Municipality at Sanga – Kiloleli road, Bugando – Bugarika – Mwananchi road, Roads with parking bays such as Sukuma road, Bomba road, Pamba road, Uzinza road, Temple street road, Vijana road, Rwagasore – Lumumba connection road, Kamanga bypass and Capripoint road, Mabatini – Nyamuge – Nyasaka (at the junction of Pansiansi – Buzuruga road). This will cost about USD 27,000,000.00 under TSCP programme for the year 2014/2015.



*Roads improved and the ones to be improved under TSCP 2014/2015*

- The City Council is final stages of enacting a bylaw that will enforce and oblige every storey building in the City to have a parking lot either included in the main building or provided as open parking space in the plot.
- The council is committed to introducing flyovers for feeder roads that intersect the three trunk roads entering the CBD.



*Pedestrian Flyover at Mabatini area*

- The City Council has set a strategy to continuously improve the management of outsourcing of collection and control of traffic at parking areas.

## 9.0 SECRETS OF SUCCESS

The success of urban trafficking in Mwanza City Council does not easily spring from the routine planning and implementation of council initiatives. There are critical secrets attached to this success. Some of these are summarized below for purposes of learning and adoption.

- High-quality cooperation between the TANROADS and the City Council that has resulted into the widening of Musoma Road which has subsequently reduced the traffic jam and congestion along that road. Also the construction of a bypass (pedestrian flyover) at Mabatini reduces the possibility of accidents for the crossing pedestrians in particular.
- Effective Cooperation with the Regional Traffic Office. The Council has managed to institute the City Transportation Committee which meets regularly to discuss traffic, transport and transportation issues within the City (basically once per month).
- The availability and prudent use of funds from World Bank and DANIDA facilitated effective and efficient construction of tarmac roads within and outside the CBD. This has reduced travel time that was spent by road users culminating into increased production time and improved economic activities.

- The use of City Radio FM 90.2 to announce the vehicular movement issues and problems in the City especially during traffic jams and accidents and alerting people to change the routes contributes to the success of this initiative.
- The public, private partnership (PPP) with Barmedas Television. This TV station has cameras in the city and the cameras are used for control of traffic movement. The television also announces various traffic problems and avenues including arrivals and departures of aircraft at Mwanza airport. Also traffic information is provided through TV screens installed in the city public places.

**Table No. 1 Parking Charges and revenues in the CBD for 2013/2014**

S/N	STREET NAME	OBSERVED PARKED VEHICLES PER PER DAY	PARKING FEES PER DAY	REVENUES PER DAY	REVENUES PER YEAR
1	Liberty	94	600	56,400.00	1,692,000.00
2	Mkurumah	44	600	26,400.00	792,000.00
3	Nkomo	27	600	16,200.00	486,000.00
4	Bantu	60	600	36,000.00	1,080,000.00
5	Shinyanga road	26	600	15,600.00	468,000.00
6	Nyerere	72	600	43,200.00	1,296,000.00
7	Balewa	25	600	15,000.00	450,000.00
8	Rufiji	41	600	24,600.00	738,000.00
9	Uhuru	130	600	78,000.00	2,340,000.00
10	Mbita/Mission	17	600	10,200.00	306,000.00
11	Rwagasore	139	600	83,400.00	2,502,000.00
12	Lumumba	47	600	28,200.00	846,000.00
13	Karuta	63	600	37,800.00	1,134,000.00
14	Kenyatta	108	600	64,800.00	1,944,000.00
15	Musoma road	15	600	9,000.00	270,000.00
16	Posta	105	600	63,000.00	1,890,000.00
17	Mahakama	28	600	16,800.00	504,000.00
18	Station	70	600	42,000.00	1,260,000.00
19	Miti mirefu	45	600	27,000.00	810,000.00
20	Pamba	112	600	67,200.00	2,016,000.00
21	Market	26	600	15,600.00	468,000.00
22	Mlango Mmoja	10	600	6,000.00	180,000.00
23	Makoroboi	24	600	14,400.00	432,000.00
24	Voil	25	600	15,000.00	450,000.00
25	Dubai nyuma	15	600	9,000.00	270,000.00
26	Sheik Amin	28	600	16,800.00	504,000.00
Sub Total		<b>1,396</b>		<b>837,600</b>	<b>25,128,000.00</b>
<b>Vehicles paying per month</b>		25	20,000.00	500,000.00	15,000,000.00
<b>Reserved parking</b>		25 PLACES	100,000.00	250,000.00	7,500,000.00
<b>Penalty</b>		3 (ASSUMPTION)	50,000.00	150,000.00	4,500,000.00
Sub Total				<b>1,737,600.00</b>	<b>27,000,000.00</b>
<b>GRAND TOTAL</b>					<b>52,128,000.00</b>

**Source: City Council Budget 2013/2014.**

## MOSHI MUNICIPAL COUNCIL

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### DECENTRALIZED SOLID WASTE MANAGEMENT



*The Experience of Moshi Municipal Council*

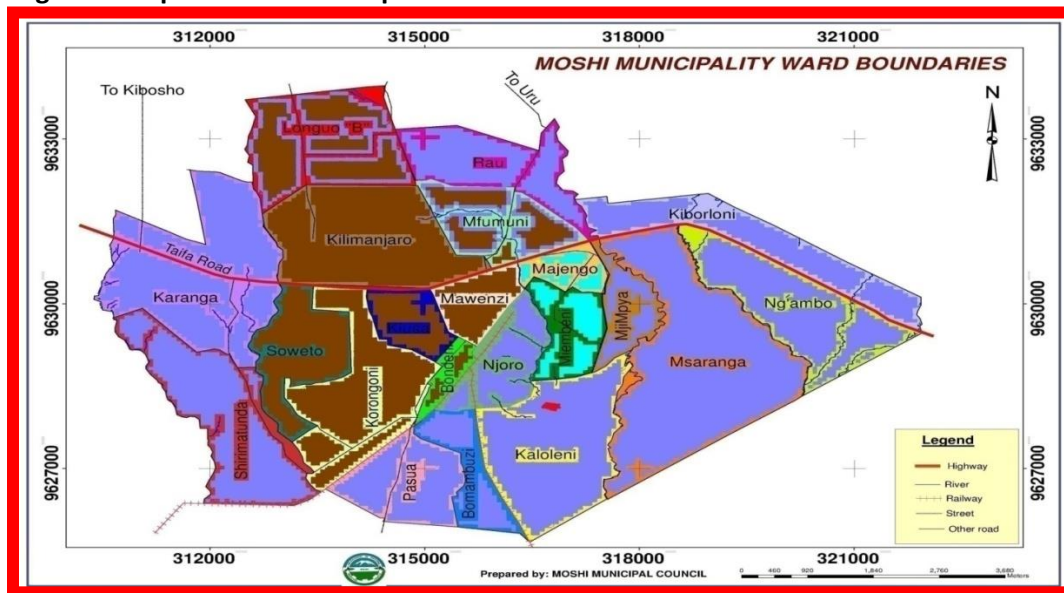
## 1.0 INTRODUCTION

Moshi Municipal Council is one among the seven Councils that form Kilimanjaro Region. Moshi town was established in 1892 at old Moshi Kolila area (which is in Moshi DC) and was moved to the current site due to the failure of the Train to ascend to Kolila. In 1926, Moshi became Township Authority that progressed to Town Council in 1956. Since 1988, Moshi has remained to be a Municipal Council.

### Land Area

The MMC borders Moshi DC to the South, East and North and Hai DC to the West. The council covers only 58 sqkms. The MMC intends to acquire more area to reach 142 sqkms to make it qualify for becoming a City by 2015, a City that will adhere to the principles of good governance.

**Figure1: Map of Moshi Municipal Council**



### Population

The Moshi Town started with a population of 8,048 in 1948, which increased to 13,762 in 1957, 26,969 in 1969 and 96,838 in 1988 when the town was promoted to a Municipal Council. In 2002 the population of MMC was 144, 336. According to the population census, 2012 the MMC has a total population of 184,292 out of whom 95,118 are females and 89,174 are males. During the day however Moshi Municipal Council receives between 76,000 to 85,000 people arriving every morning for business purposes and retreating to villages during the evening. These come from all the councils that surround the MMC.

### The Vision of MMC

The MMC envisions being the best model in delivering social services, providing technical advice and building the capacity of all stakeholders in order to ensure economic growth and reduction of poverty by 2025. The vision includes attaining the Millennium development goals (MDGs) and improving service delivery by involving the citizens in planning and implementing the plans sustainably in the 10 forthcoming years since 2005.

**Administrative Divisions**

Administratively the MMC has 2 Divisions i.e. East Moshi and West Moshi, 21 wards, 60 streets and 41,345 households that have an average of 5 individuals each. The MMC forms only one Constituency for representation at the National Assembly. The MMC has 29 Councilors.

**2.0. PROBLEMS BEFORE DECENTRALIZATION OF SOLID WASTE MANAGEMENT**

Between 1990 and 2000, the MMC population increased tremendously. The number of daily visitors (from all other councils in Kilimanjaro region) who come to the MMC CBD for business and economic activities also increased significantly. The population increase since 1948 to 2000 has been exponential leading to overcrowding in the CBD, increase of unplanned settlements (squatters) and multiplication of economic activities. All these resulted in increased production of solid waste from 100 tons in 2000, 145 tons in 2000 and 220 tons in 2013.

While the pressure of solid waste was increasing in town the equipment to manage the waste remained the same i.e. four very old vehicles that were donated by Japan in 1987. These vehicles were able to manage the collection of about 100 tons per day during 1987 and 2000.

The capacity of the department responsible for environment and waste collection, by then the Health department, was very poor due to total dependency on the CG Grants. Community participation and cash contributions for waste collection were nonexistent before the year 2000. The bylaws as well were obsolete as the Council was using cap 101 of 1947, the days of Tanganyika. The inhabitants of MMC also were not organized to participate in the management of solid waste right from generation, collection, transportation and disposal. It was considered that waste collection is totally the function of the Council or the government.

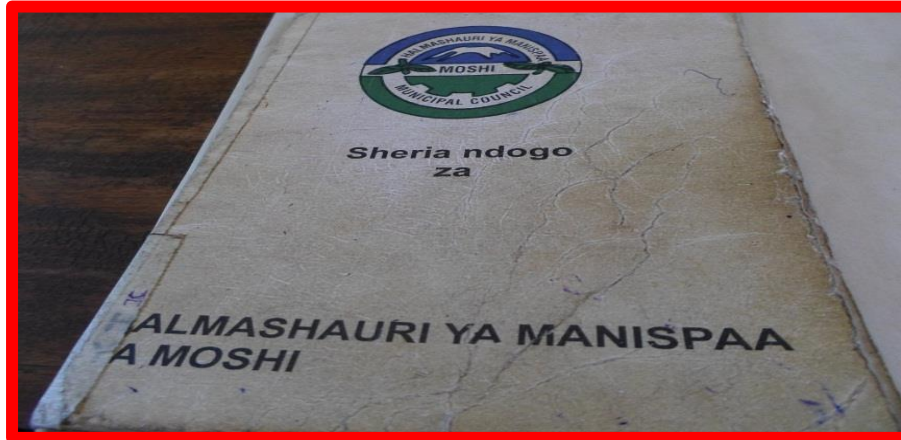
The results of all these drawbacks was rampant accumulation of solid waste in the CBD and its suburbs, rotting heaps of waste along the streets, irresponsible community with regard to waste generation and collection and in general untidy town, blocked streets, unmaintained drainage systems and narrowed roads.

**3.0 OBJECTIVES OF DECENTRALIZING SOLID WASTE MANAGEMENT**

Since 2006, the MMC set a broad objective of improving cleanliness and tidiness of Moshi Town environment and reduce spread of diseases that originate from dirty and degraded environment. The specific objectives in this initiative have been decentralization of solid waste management activities to wards, creation of adequate awareness on the role of the community in waste generation, separation and transportations, introduction of user charges, promotion of recycling and effective disposal of solid waste.

**4.0 IMPLEMENTATION ACTIVITIES**

Since 1996, the MMC started effective environmental cleanliness and waste management using the bylaws. This includes charges for waste collection, inspection and fumigation before issuance of business licenses. In 2006 the bylaw was enacted which set new charges, fees and fines. The fee for domestic waste collection was set at Tshs 12,000/= and Tshs 36,000/= for business or commercial areas. The bylaw also set a fine ranging from Tshs 10,000 – 50,000 for defaulters, including six months jail or both for those whose cases that reach the Court.



**The MMC bylaw Handbook**

The bylaws as they appear in the Handbook indicate the charges listed in the table below. One great d-by-d lesson in these bylaws is that the enforcement of the bylaws is decentralized to Wards and implemented at street level.

**Figure 2: Selected solid waste collection Charges**

*On average Waste Management Expenses for the council are estimated at Tshs 250 million. The 2006 bylaw indicates the following rates charged depending on the nature of occupancy and business per year in Tshs;*

■ Hotels	260,000/=
■ Restaurants	80,000/=
■ Wholesale shops	60,000/=
■ Heavy Industries and Institutions	780,000/=
■ Small industries	260,000/=
■ Other Businesses	36,000/=
■ Households	12,000/=
■ Markets/bus stands (per trip)	15,000/=
■ Dumping levy	5,000/=

*If the collections reach 90% per year the MMC can only collect 180,000,000/=. Hence the waste management activities are supported by revenues from other local sources.*

The council initiated a massive awareness creation programme on spread, morbidity and fatality of the environmental transmittable diseases such as dysentery and cholera. The citizens have been made aware on protection and control of these diseases that used to dominate in the town. This activity also involved explaining the importance of environmental cleanliness to the good health of the individuals in the households and the Moshi Town Community in general.

Another important activity related to d-by-d was the promotion and implementation of community participation in solid waste management activities. The Wards and communities were granted more responsibilities on all issues relating to solid waste, neighborhood cleanliness and fees and fines

collection. In 2009 all solid waste collection activities were decentralized to Ward level. Refuse bays were removed and skip buckets and sirens were introduced. The WDCs were given the mandate to manage and supervise all solid waste collection activities. These include collection of user fees and fines, decisions on how and when to use the trucks, purchase of waste collection equipment and paying wages and allowances to drivers and laborers.

For effective management of solid waste the Council introduced Ward and Streets Health Committees that were given the role of ensuring environmental cleanliness and conservation. The committees operate closely with the communities to ensure that the town is clean, tidy and organized. Apart from the committees, the communities also formed two community-based organizations i.e. the RAKAS and BORESHA that were tasked with direct enforcement of cleanliness through instant fining of defaulters in the CBD including the main bus stand and the Markets.

To facilitate the functioning of the Ward level waste collection the council rehabilitated all the waste collection trucks and handed them to the Ward. The Wards are fully autonomous on how to use the trucks but they are accountable to the municipal Director for town cleanliness and tidiness on daily basis.



***Wheel Loader used at the Modern Landfill at MMC***

Construction of Public Toilets in all Public Places such as the bus stand, markets and Ward offices was another major innovation. These were built using council revenue and are run on commercial basis as the users have to pay for their use. Other Public Toilets were built by private investors in the Council land under special contracts in which the council will acquire them after a specified number of years. The public toilets are aimed at eliminating environmental degradation through human defecation. The toilets are run by properly procured and contracted agents. The toilets form one source of local revenue as in 2011/2012 the council collected Tshs 19.6 million, Tshs 25.4 million in 2012/2013 and expected to collect Tshs 29.6 million in 2013/14.

The council introduced Ward Cleanliness Competitions that are held annually and winners are awarded a trophy and a certificate of cleanliness. The picture below indicates Mawenzi Ward has been winning the awards for several years. The criteria used for determining the winning Ward are those set in the national environmental cleanliness competitions for Municipal councils. There is team of five judges from the departments of health and environmental cleanliness including environmental specialists from the Regional commissioner's office. These organize the 21 wards to compete and make judgments for the



winners and their ranks. The winner gets Tshs 300,000/=, the second winner Tshs 200,000/= and the third gets Tshs 100,000/=. The certificates are given on the Local Government Day or the Independence Torch event.



**Mawenzi Ward Cleanliness Certificates**

The activities also included (i) Enforcement and reinforcement of the accountability among various levels of staff, WEOs and MEOs in particular (ii) Strengthening of the environmental cleanliness bylaw of 2006 as amended in April 2012 enforcement and effective implementation of levy and fee bylaw of 2006. These have created a lot of compliance to waste management activities within the MMC particularly due to effective supervision of their enforcement by the council and (iii) the effective supervision and coordination provided by the environmental cleanliness Department. This department is fully committed to ensuring the MMC is clean, tidy and beautiful environment.

**Figure: Department of Environmental Cleanliness (selected activities)**

- *Collecting solid waste using trucks and skip buckets*
- *Effective treatment of solid waste at the landfill*
- *Running of nursery for producing seedlings for trees to be planted within the MMC area*
- *Promotion of production of tree seedlings and planting by the Wards within the MmC*
- *Organizing and supervising road and street cleaning as well as cleaning of the bus stand and the markets*
- *Organizing and supervising the cutting of grass on the roadsides, picking of thrown garbage and removing rain water from drainage vesels in town*

The functioning of the decentralized waste management system in the MMC was improved and modernized and has unique features listed below;

- (i) Waste Management function in MMC is a responsibility of every citizen.
- (ii) The Council management has set priorities on waste management and in this case it functions as a team.
- (iii) Environmental cleanliness of the Moshi town is one of the daily priorities in which the council director ensures that the whole system for removing solid waste in all strategic pints is functioning on daily basis. This includes daily allocations for fuel, maintenance of equipment and availability of staff. It also involves ensuring that roads are swept, waste transported to the

landfill and defaulters are dealt with. This requires daily check through walking around. Using these approaches the MMC manages to collect 80% of generated solid waste daily.

- (iv) The areas that do produce much solid waste are also critically considered for daily cleaning, as these are areas that disgust visitors and tourists.



***A laborer sweeping the roadside in town***

- (v) The people are sensitized through fliers, street meetings, radio broadcasts and effective use of MMc officers. Also the community based organizations (CBOs) that have been contracted by the council work hard to collect domestic waste and deposit the waste in the skip buckets.
- (vi) The Wards, Streets offices and the CBOs are all given the mandate to get into households and request for Tshs 1000/= per month. This happens after the CBO has been removing waste in the household throughout the month. The visits are made not only to the households but also to various institutions such as hotels, manufacturing plants, small industries, etc.
- (vii) The fees are collected and the payers are given council receipts. The collected money is used by the council to purchase fuel, pay allowances and maintain the solid waste collection equipment

All these activities are done at the ward level. This gives the wards and streets opportunity to plan and manage the solid waste collection as well as create opportunities for employment, organize the youth into CBOs and involve the citizens in the whole process



***One of skip buckets obtained through friendship with Delray Beach, USA***

This decentralized system has helped the MMC to ensure daily cleanliness of the town, involve all administrative units of the council to the lowest and develop a clean culture among the Moshi inhabitants. Currently the role of the MMC headquarters has been reduced to ensuring smooth operation of the solid waste management system

Another important feature of the solid waste management system is the voluntary involvement of the business, academic and industrial institutions in waste collection and maintenance clean and tidy environment in public gardens and roundabouts. The maintenance involves grassing, watering the grass, planting trees and flowers and cleaning. The institutions involved in this function include the Tanzania Breweries, Serengeti Breweries, the Moshi Urban Water and Sewerage Authority (MUWSA), Bonite Bottlers, Laliga Club, Tanzania Discovery Heritage and Mawenzi Sports Club.

The council announces tenders every year to attract various investors to acquire the public places and open places for improving them into clean and tidy public places under contracts that do not lead to land ownership. The developments of the gardens and open spaces are made according to companies' plans and profitability and limited to a certain number of years.



*Moshi-Arusha Road Roundabout maintained by Tanzania Breweries Ltd.*



*Taifa Road Round at YMCA Maintained by (MUWSA)*

## 5.0 RESOURCES USED DURING THE LAST THREE YEARS

Solid waste collection is one of the priorities of the MMC. The prime objective is to ensure clean and health environment for healthy wellbeing of the town inhabitants. The council believes that good health of its citizens is an important development asset. It also believes that clean environment creates protection against ill health and reduces costs for cure of unhealthy people. With this spirit, the council spent over Tshs 1.2 billion from various sources as shown in the table below.

**Table: Last Three Years Financial Costs**

Source of revenue	2011	2012	2013
Own sources	256,000,000.00	200,500,000.00	374, 513,000.00
CG grants	25,500,000.00	12,000,000.00	5,000,000.00
Development Partners	95,487,000.00	185,000,000.00	51,000,000.00
Total in Tshs	<b>376,987,000.00</b>	<b>397,500,000.00</b>	<b>430,513,000.00</b>

Apart from the financial resources, the council has used human resources in the form of the CMT, ward and street staff, CBOs personnel, street sweepers, sheriffs, drivers, the police force and the Court Personnel to ensure Moshi Municipality is clean and tidy.

The Council is able to manage solid waste successfully compared to other municipal councils in Tanzania because it owns landfill, trucks, wheel loader, skip buckets, waste bins, sweeping equipment, health gadgets and physical offices.

## 6.0 RESULTS AND SUCCESS STORY

Since early years of decentralization of waste collection in the MMC, the Moshi Town has experienced a lot positive results. The council has been wining consecutively for 7 years in the National Municipal competitions for cleanliness and environmental protection that take place every year on 5 June i.e. the international day for environment. Out of 17 Municipal Councils in Tanzania, the Council has seven awards and trophies for leading in cleanliness and environmental protection competitions. The MMC is also recognized and certified by the UN-Habitat as one among the cleanest and best handler of solid waste towns in Africa by being published in the UN-Habitat Magazine together with Lusaka (Zambia), Salaga (Ghana) and Bamako (Mali). The inauguration of this magazine took place in April 2010 in Rio de Jeneiro and the MMC leadership participated.



#### ***Trophies and Award certificates for cleanliness***

The MMC has become a Learning Centre. It receives experts and councilors from within and outside the country. For example, 13 councils from Kenya have visited the MMC to learn the solid waste management bylaws and share experience on the enforcement of the bylaws. Also 43 Tanzanian councils have visited the MMC for the same purpose.

Through decentralization of the solid waste management, the MMC has reduced the headquarters workload and has succeeded to develop the capacity of the Wards, which now collect more fees, and fines from all solid waste service recipients efficiently and provide waste collection services effectively. The Wards maintain their accounts and on quarterly basis submit financial reports to the Director to detail their collections, expenditure and relevant ward meetings on cleanliness and waste collection.

The inhabitants of Moshi Town have acquired positive attitudes towards cleanliness and environmental protection initiatives. They considerably value the cleanliness of the town environment, tree planting, cleaning of drainage systems and handling the defaulters. Every MMC inhabitant has become an environmentalist. Due to this change, the collection of fees has become efficient. Willingness to pay has reached 95% in the CBD and 70% in the suburb wards.

Tree planting has become a common feature in the MMC. In all wards and streets, people have willingly participated in tree planting along the roadsides and open spaces. The MMC is colorfully covered by the green, red, purple and other colors vegetation even within the CBD. Tree planting and environmental upgrading has become uncompromised priority of the MMC and her inhabitants.



***Evergreen open space in Mwereni Primary School***

The MMC in collaboration with the Moshi urban Water and Sewerage Authority (MUWASA) has managed to control dysentery and related gastro intestinal diseases through water purification to standards acceptable by the Tanzania Bureau of standards. This has resulted in reduced health budget for diseases such as dysentery, cholera and typhoid.

**Table: Gastrointestinal Diseases in 2010**

Disease	Under 5		5 years and above	
	Patients	Deaths	Patients	Deaths
Cholera	0	0	0	0
Diarrhea	138	12	264	17
Typhoid	148	4	253	18
Dysentery	22	0	41	0

Source: MMC

**Table: Gastrointestinal Diseases in 2013**

Disease	Under 5		5 years and above	
	Patients	Deaths	Disease	Patients
Cholera	0	0	0	0
Diarrhea	126	3	214	11
Typhoid	142	2	207	7
Dysentery	18	0	29	0

Source: MMC

## 7.0 CHALLENGES AND SUSTAINABILITY STRATEGIES

The decentralization of waste collection in the MMC encountered several challenges that required immediate actions against them. These include the increasing number of petty businesses and personnel (Machinga) and their concentration in the CBD rather than the areas (sites) reserved for them, Shortage of solid waste collection and handling equipment and gadgets, restrictions from the CG on recruiting new waste collection staff, Limited budget for solid waste management activities and Depleted sewerage and drainage system leading to recurring floods of waste water in the CBD. These challenges have obliged the MMC to design means for ensuring sustainability of decentralized solid waste management listed below.

- (i) Effective involvement of various stakeholders (including small business owners) in planning for cleanliness and environmental protection
- (ii) Strict and committed enforcement of the cleanliness and environmental bylaw
- (iii) Planned learning visits to other cities in Africa that excel in cleanliness and tidiness
- (iv) Planned purchase of a heavy duty skip master and four solid waste compressing and crushing trucks
- (v) Continued awareness creation of Moshi Town Inhabitants on handling waste at source i.e. solid waste separation, recycling and incineration
- (vi) Upgrading of the dumping site to a modern one including construction of a biogas plant. This will be implemented through an MOU with sister city of Tuebingen in Germany
- (vii) Maintaining the relations with the sister city of Delray Beach (USA) in the CBOs strengthening programme that the City funds

## 8.0 SECRETS OF SUCCESS

The MMC case is quite unique as many Municipal Councils in Tanzania have struggled to make their towns clean but in vain. There are several underlying reasons for the success. These are elaborated below.

*Permanent Agenda.* Solid waste management, town cleanliness and environmental protection form a permanent agenda in all statutory meetings such as the full council, the CMT, the WDC and street meetings. It is a priority that a priority shared by all councilors and staff and there are no disagreements with regard to ensuring the municipality is clean and tidy.

*Effective decentralization of solid waste services.* The devolvement of the service to the WDC in all operational activities i.e. planning of solid waste management, collection of fees, charges and fines, daily management and maintenance of waste collection equipment and management of personnel has motivated wards to work hard in ensuring the town is clean and has created competition among the wards related to cleanliness within their jurisdictions. The practice has also changed the community and the willingness to pay for waste collection has increased enormously. The Council Headquarters is only committed to advice technical backstopping.

*Well designed and planed Town.* Moshi Municipality is among the towns that have perfect town master plan and that is adhered to since the colonial Moshi. All the roads, avenues, streets and sub streets are wide and open enough to allow for movements and cleanliness.



***Open, clean and passable Del Chez street***

*Constant Upgrading and Maintenance of Municipal Roads.* It is not possible to have a clean and tidy town while the roads are dusty and muddy. The MMC uses the Road Funds and the local revenue to upgrade and maintain tarmac and gravel roads amounting to 288.039 kms. These roads are quality, clean and passable throughout the year.



**Clean and open Urban Road**

*Direct involvement of various institutions in Town cleaning.* The MMC has an understanding with institutions within the Municipal for participating in cleaning the town. These include TANROADS, Karanga Prison and Moshi Police College. These participate in grass cutting, tree planting, cleaning of drainage systems and sweeping roads.

*Upholding of friendship with Sister Cities.* The MMC maintains effective relations with sister cities of Komaki (Japan), Halmstad (Sweden), Delray Beach (USA) and Tuebingen (Germany). These cities provide support in environmental cleanliness, community sensitization on cleanliness, staff training abroad, recycling of waste, and provision of waste management equipment and generation of electricity from waste.

**Table: Visits made and donations received from Sister Cities**

city	year	Number	Donated equipment
Komaki (Japan)	2008	6	Heavy Truck (ISUZU FUSO)
Delray Beach (USA)	2011 & 2013	6	12 skip buckets)
Tuebingen (Germany)	2011 & 2013	5	“Bio gas’ Plant Study

Source: Moshi MC



**Waste collection truck (ISUZU FUSO) donated by the city of Komaki (Japan)**

*Moshi People adore Cleanliness.* The people living in Moshi Municipality like clean and green environment. This reduces resistance to initiatives by the council to involve the people in solid waste management, tree planting and cleaning of the drainage system



*Effective use of Voluntary Organizations (VOs).* These voluntary organizations are specially formed by members from the Moshi streets in which waste is collected. They are recognized and registered by the wards and the Council as environmentalists and are given permits to operate within their wards and streets as per the bylaws and collect the prescribed fees, charges and fines. The RAKAS and BORESHA groups operate in the CBD wards i.e. Bondeni, Mawenzi and Kiusa.

*Effective collaboration with the Community Policing Programme.* The community police personnel participate in arresting the bylaws defaulters to ensure that Moshi Town is clean and Tidy. This initiative also helps to control petty business in the CBD.

*The use of Big Posters, Placards and Loud Speakers.* For new comers to Moshi Town the MMC has installed posters and placards in all entry points to the town that warn visitors against littering and other behaviors that degrade the environment. The Moshi bus stand as well has loud speakers that are used to announce warnings and cautions against littering and observing the council bylaws.

*Ward and Streets cleanliness competitions.* The MMC has used this strategy to ensure that all Wards and streets get committed to cleanliness and environmental protection in a competitive manner and it is a mechanism for carrot and stick as those wards that perform well are rewarded while the poorly performing are cautioned.

## TANGA CITY COUNCIL

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### SUSTAINABLE SOLID WASTE MANAGEMENT



*Experience of Tanga City Council*

## 1.0 INTRODUCTION

Solid waste management in Tanga City is a system comprised of regulatory, administrative, market, technology, and social subcomponents, and can only be understood in the context of its historical evolution. In several years back the Tanga city lacked organized public works for street cleaning, environmental beautification, refuse collection, and final waste treatment until the late 1900s. Recurrent epidemics forced efforts to improve public health and the environment. Most of the public health efforts were laid on strengthening curative services and other curative related services rather than preventive health services. By the time attention turned to solid waste management in the 1999, funding was not sufficient for a city council investment on SWM. Thus, solid waste management was established as a local responsibility, centered on neighborhood collection points.

Tanga City council is responsible for ensuring that solid waste generated in its jurisdictions is managed in an environmentally and economically sound manner that protects public health and safety. Solid waste management is strongly grounded in the need to safeguard the environment, conserve and recover material and energy resources, and protect public health and safety. Thus, the city council is accountable to the public it serves to successfully plan and implement activities to meet the state policy and the corresponding goals established in the solid waste management plans. The Tanga city council embraces this vision, accepts its role, and desires to step forward in a responsible manner. The Tanga city's vision states that *City Population wellbeing improved with access to sustainable social and economic service within values of good Governance.*



*Administrative map of Tanga City Council*

In 1999, TCC introduced an approved system for involving NGOs/CBOs/private organization on providing Solid Waste collection services in wards. The by then TMC (Tanga Municipal Council) has given solid waste management services provisions contracts to some CBOs, this was an initiative under the Sustainable Tanga project which was partly funded by World bank through the USRP program. However, the facts have revealed that most of the CBO couldn't continue performing after the STP project. This is mainly due to insufficient contracting and contract management that was more triggered by the insufficiency

preparation to the management change to both the public and private sides.

SWM is the primary responsibility and duty of the Local government authorities (*Local government "Urban Authorities" Act. Sect 55g*). Main legislation and bylaws that govern Local government authorities include special provisions for collection, transport, and disposal of waste. They assign the responsibility for provision of services to the chief executive of the Local government authority. Most legislation covers the necessary technical or organizational details of SWM to some localities. Laws talk about sweeping streets, providing receptacles in various areas for storage of waste, and transporting waste to disposal sites in general terms. In some instances, the city bylaws do specify in clear terms which responsibilities belong to the citizens (for example, the responsibility to take into accountability a polluter/defaulters at neighborhood). Moreover, they mention specific collection systems (such as door-to-door collection of waste), mandate appropriate types of waste storage points, required covered waste transport issues, and mentions aspects of waste treatment or sanitary landfills. Thus, TCC is now working out a plan to comply with the Environment Management Act 2004 and its Regulations, Public Health Act 2009 and its Regulations.

## 2.0 THE PROBLEM

The state of Tanga city's society is closely related to its economic, historical, cultural, environmental and other aspects. The city council identified several specific problems and concerns with the former solid waste management system; these were the absence of environmentally reliable final treatment sites and or facilities, inadequate solid waste transportation vehicles, trucks, equipment and essential working tools, high operational and maintenance costs that is over the council budget and Absence of organized intermediate treatment and recycling activities.

There used to be insufficient segregation of waste at its source which resulted into domestic waste of all types including infectious waste from medical facilities, and even hazardous industrial waste to be deposited at dumpsites that are actually intended for normal waste. The waste deposited at such sites was neither spread nor compacted. It was left uncovered to degrade under natural conditions. The site generated leachate and thus polluted the surrounding water bodies, contaminated the air with methane emissions and uncontrolled burning, and create serious health and environmental problems for the city as a whole and, more particularly, for the poor people living in the vicinity of the dumping ground.

Other problems included Lack of citizen involvement on the storage of waste at source, which would facilitate primary collection from the doorstep, bad habits of citizens, who used to discharge waste on the streets, rapid increase of waste generation is increasing rapidly per year, stagnancy recycling of waste, Back log (heaps) of waste at collection points and associated environmental concerns and ineffective utilization of the resource Recovery capacity. There has been no effective action for efficient management of material recovery capacity. In addition resources for energy and gas were being disposed in landfills while waste stream growth was managed at the low end of the hierarchy.

## 3.0 THE OBJECTIVES

The city's' Solid Waste Management Mission seeks to minimize waste, prevent pollution, promote efficiency, and provide a sustainable infrastructure for solid waste management thus, protect the environment, public health, and safety. It aims at conserving energy and resources. The key goal is to protect the city's land, air, water, other natural resources, and the public health through an integrated system, in which waste is managed using a variety of technologies. The council has a hierarchy of

preferred waste management methods, which is important to attain the objectives of sustainability and appropriate solid waste management through empowering and involving all development actors in development process to deliver quality social and economic services using the available resources

There are five goals inherent in the vision of sustainability that provides the basis for the desired results from activities in the Solid Waste Management Plan. These include managing waste to protect the environment and public health, to conserve resources, to manage waste using a variety of methods according to the city's mission of empowering and involving all development actors in development process to deliver quality social and economic services using the available resources and to manage waste cost-effectively and minimize potential liability for citizens, businesses, and taxpayers.

The TCC was also determined to encourage waste generator's responsibility for environmentally sound waste management, allocate resources and the costs fairly to users and ensure complete implementation of Plans for specific outcomes and strategies related to each level of solid waste management, including source reduction, toxicity reduction, recycling, resource recovery and composting and final treatment (Landfilling).

#### **4.0 THE IMPLEMENTATION PROGRAMME**

##### **(a) Introduction of Msaragambo and public participation**

Among grand strategies implemented as one of the essential program for improvement is the city cleanliness campaign popularly known as Msaragambo alias "Kalembo day". When the Vice President announced publicly about the commencement of monthly cleaning campaigns (on 1<sup>st</sup> Saturday of every month) in February 2011, the by then Tanga Regional Commissioner; Retired Brigadier General Kalembo took over the strategy by putting more serious supervision on the implementation of the campaign which were lately named Msaragambo and popularly nick-named as "Kalembo day". Msaragambo initiative was lately changed to cover every Saturday from January 2013 to October 2013 when the once a month Msaragambo day was reinstated.

The Msaragambo campaign involves everyone in the community and every person in the city is supposed to abide to the following orders:

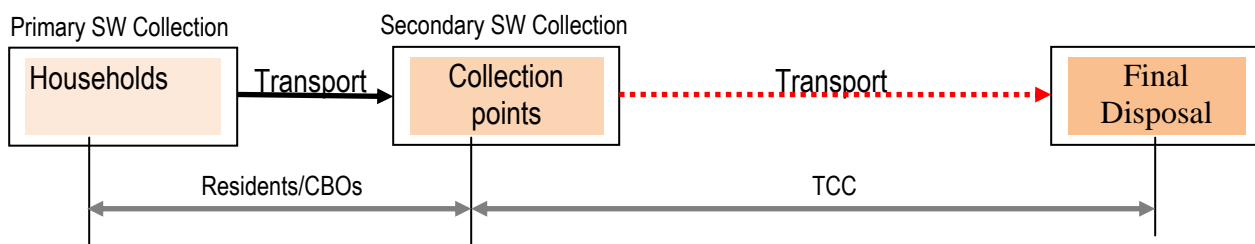
- (i) To participate in the organized cleaning event either communal cleaning event or cleaning around his/her premises depending on the Ward or Mtaa arrangement of the day,
- (ii) All shops and other businesses should be closed from 17:00hrs to 09:30hrs, otherwise the defaulter will be penalized a fine not exceeding 50,000/= on-spot.
- (iii) Wards and Mtaa leaderships supervise the campaign in their areas of jurisdictions and they take all the necessary measures against all defaulters accordingly.
- (iv) Apart from supporting in terms of cleaning equipment and manpower, the city council (waste management section) has an inspection team that goes around the city especially in the campaigns cited sites. Special prepared checklists are used for the inspections and the scores are compiled at the end of the day to be compared with other Wards.
- (v) A monthly Msaragambo performance report is prepared and submitted by the City Director to the DC and RC accordingly.

- (vi) Every month, a day or two before the Msaragambo day, the city council prepares letters to inform all stakeholders about it and if there is any special message supposed to be delivered to the public. The letters signed by the CD to the RC, DC, Ward Patrons/Matrons and WEOs are delivered to them earlier to let them know about it and participate promptly.
- (vii) The city council organizes road announcements to remind the public about the next coming Msaragambo.
- (viii) During Msaragambo the residents perform all cleaning works that include street sweeping, drainage cleaning, cleaning public places such as cemeteries, parks and gardens, cleaning around their houses and buildings, refuse collection, transportation, resource recovery and disposal. There are occasions whereby people receive various training on their community development. Also it happens in some Wards sports are organized after the Msaragambo events.

The Msaragambo approach can easily be adopted nationwide by introducing an input of equipment and facility investment. Definitely there will never be any more heaps of uncollected Solid Waste nationwide. It is required to be mandatory and unavoidable that People must be responsible for their solid waste at home, on the streets and in all public places.

#### (b) Revision and enforcement of bylaws on waste management

The Tanga City council (Environmental Cleanliness) bylaw of 2003 is a basic law regarding street/drain cleaning, waste collection and transportation. According to Section 8(1) of the TCC Bylaws (2003), TCC is responsible for the overseeing of the general City cleanliness that should be performed either by using its own resources or through agencies; this includes management of the secondary waste collection to remove waste from its collection points/containers, and transportation of waste to the final disposal site. Residents are responsible for keeping their surroundings clean at all times and also discharge their waste according to the official/formalized system or bringing to the official waste collection points where waste receptacles/containers are located as shown below.



Solid waste management policies, by laws and National Acts were reviewed thoroughly in order to find out if they comply with the technology, population, increased human activities and level of globalization. Among these are the Tanga Municipal Council (Refuse Collection and Inspection of Business Premises Fees) By Laws, 2003, the National Environmental policy (1997), The National health policy (1990) the sustainable industrial Development policy (1996), the EMA 2004 (and its regulations), the Public Health Act 2004 and many others.

#### (c) Strengthening of Primary collection

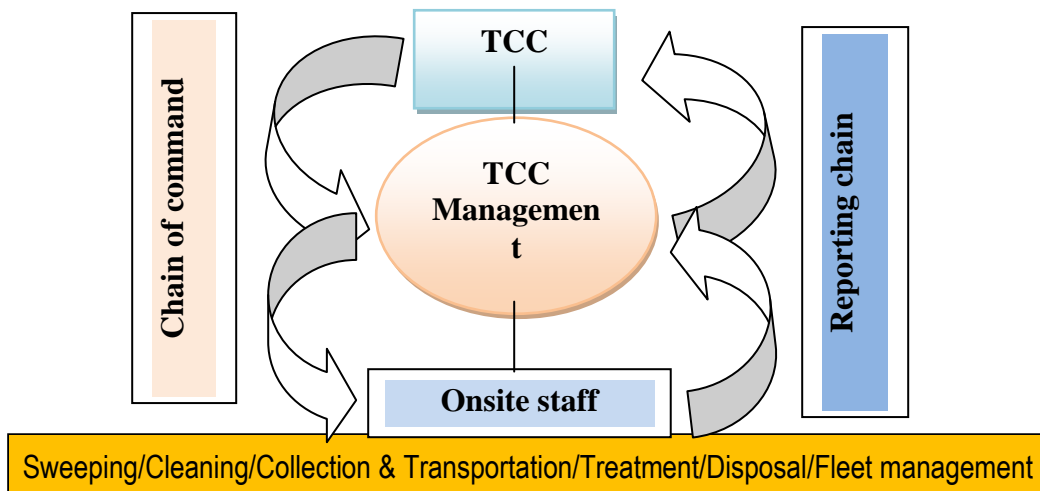
Generally, primary collection is the most essential component of SWM services and in Tanga it has been given priority to some extent. Collection system is under improvement to instigate more modern and

efficient systems. The City council provides the service of curbside waste collection and some wards the service was contracted the private sector. Wards were also given the mandate to provide waste collection services by the bylaw. Citizens as well are directed to deposit their waste at the collection points provided by the city council.

**(d) Strengthening of Secondary waste collection and road/drain cleaning**

*Allocation of Resources.* Although the number of SWM experts is apparently insufficient, TCC deploys a certain number of facilities and manpower for secondary waste collection. It also has a number of refuse collection vehicles and other essential equipment. For cleaning of roads/drains and public spaces, TCC deploys cleaners in several areas/roads. A remarkable feature of the TCC is that cleaners work on average of 7 hours with a minimum of 4 hours a day.

*The chain of command and report.* The chain of management consists of two actions in opposite directions: namely, the chain of command and the chain of report as shown below. With the complete pair of chains, the Solid Waste Management (SWM) is executed effectively and efficiently. TCC has a well connected chain of command; and for the opposite direction, the chain of report is under strengthening as shown here below.



**(e) Improvement of Final disposal**

*Capacity of the existing disposal Site.* Mwang’ombe is the only official site owned by TCC. The solid waste collected from various sources is disposed off at Mwang’ombe in an on land tipping. Currently, the disposal site is not engineered as a sanitary landfill facility for safe disposal of solid waste.



**Waste collection truck at Mwang'ombe dump site**

*Recycling.* The recyclable waste is segregated manually by waste collectors and individual waste material-pickers around the city. The waste pickers sometimes purchase recyclable waste from residential and commercial establishments while waste collectors pick recyclables from market places, dustbins, and dumping sites, and sort them before selling off. Majority of such groups are located at collection points and at the dumpsite. However, the recyclables are not segregated to the maximum extent, thereby allowing them to be a part of the landfill waste.

*Household Storage and Segregation of Waste.* Storage of waste at the source of its generation is the first essential step toward appropriate SWM. Most Households have taken this step especially in the Wards surrounding the CBD with the exception of 5 wards that receive curbside services namely Central, Ngamiani Kaskazini, Ngamiani Kati, Ngamiani Kusini and Majengo. Some households, shops, and establishments discharge their waste without segregation at all. The city council has planned for a serious introduction of waste segregation program at the generation source. The program should be in full swing by 2014/2015 after implementation of some studies and pilot projects.

*Partial Segregation of Recyclables.* Segregation of recyclable waste at source is not yet seriously practiced by households, shops, and establishments. At least 15 to 20 percent of the total waste could be conveniently segregated at its source for recycling if the practice of segregation of waste at source were seriously adopted. Nevertheless, in all parts of the city, people collect large salvage reusable material such as newspaper, glass bottles, empty tins, scrap metals and plastics and then sale them. This sector has low profit, not formalized but well established. A numbers of waste material salvagers collect recyclable waste from the doorstep and pass it on to a sub dealer or a dealer with a good margin, who, in turn, passes on the material to the recycling industry in bulk.

There are also other waste collectors known as *waste pickers or scavengers*. Pickers are generally appearing as poor people who pick up discarded recyclables from the streets, bins, and dump yards; segregate various components and sell them to dealers for a small price to earn a living. Those recyclables are often soiled with food waste, human excreta, and biomedical waste. The price of such waste is much lower than the dry and clean recyclable material that is picked up directly from households or shops. Furthermore, because most of the pickers are very poor, they also have little bargaining power to negotiate a higher price with middlemen.

#### **(f) Initiation of the Privatization Project**

SWM privatization program has been on going since 1999 as “Ward-Wise Waste Management Project of the TCC (Private Initiative)”. Through community initiatives, CBOs were selected and awarded contracts.



The CBOs undertake the same tasks as done by TCC in the contracted wards mostly the primary collection waste and charges.

## 5.0 RESOURCES UTILIZED FOR SOLID WASTE MANAGEMENT

To achieve the objectives of the solid waste management in Tanga City the Council uses various types of resources. Human Resources form one of the important categories. Apart from the departmental staff who deal with solid waste, the TCC mobilises human resources to include the Regional commissioner's office staff, District Commissioner's office staff, business persons, media personnel, Religious personnel and the community at large. The WEOs as well including the CBOs personnel in their wards form an important part of the human resources used to manage solid waste.

Secondly the TCC has enormous amounts of financial resources to manage solid waste over the years. For example in the financial year 2013-2014 the TCC estimated to use Tshs 426,850,000/= i.e. (Tshs 6,617.55/ton). Operation-wise unit cost for Collection and transportation is higher than the costs for managing the landfill. The TCC also has equipment for waste as shown in the table below.

**Available SWM equipments and their status**

TYPE OF EQUIPMENT	AVAILABLE EQUIPMENTS	STATUS
Skip master/loader trucks:	2	1 working on and of 1 grounded
Skip containers	20	9 serviced daily
Road/street sweepers	1	Tractor towed grounded
Cesspit emptying trucks	2	Working on and of
Dump trucks	4	2 on and of
Monitoring vehicles:	3	1 grounded, 2 new
Tractors	3	Working
Trailers	5	2 grounded
Litterbins for streets and public places	178	Mostly available
Wheel loader	1	Mostly requires repairs

**Source: Tanga CC**

## 6.0 RESULTS OF MSARAGAMBO INITIATIVE

*Access to Waste for Collection.* Many sources of waste are accessible, reached by roads or alleys for all ways of transport because of their width and surface. Most of the city area is well planned as settlements, and thus largely provide no much difficulty in the selection of equipment for waste collection and transportation.

*Awareness and Attitudes.* There is a positive public awareness and attitudes toward waste management. All steps in SWM—from household waste storage to waste segregation, recycling, collection frequency, amount of littering, willingness to pay for services, and opposition to the siting of treatment and disposal facilities has improved due to public awareness and participation.

*Presence of Refuse collection Points.* The refuse collection points and skip buckets are available in almost all important points within the CBD. The photos below tell the truth.



*Skip buckets in different collection points*

*Other results.* The TCC has achieved to have a proper functioning structure for environmental cleanliness, Decentralization of waste management responsibilities from Council level to Mtaa level as well as superbly maintained green and beautiful gardens and roundabouts by City Council all leading to Decreased littering, clean city and beautiful panorama.



*Well maintained Garden and City Entry Roundabout*

Tanga City Council now boasts to have abolished completely waste pits while the use of dustbins and waste bags is reinforced. Also Self-motivated Mtaa groups engaged in waste collection, dumping and fee collection. make a great difference in the city cleanliness.

The Msaragambo initiatives as well as solid waste management programme have resulted into committed Political leadership with regard to environmental cleanliness, competitions and awards provided to groups and wards on annual basis, functioning relationship with the sister City of Kemi city in Finland (sorting and recycling), well-functioning Public Private Partnership system for City beautification and Growing employment opportunities resulting from maintenance of gardens, waste collection and separation.



## 7.0 CHALLENGES AND SUSTAINABILITY STRATEGIES

Tanga CC has achieved a lot through the Msaragambo initiative and the SWM programme. However, several challenges still cloud the achievements. These include rapid wearing out of waste equipment such as vehicles and skip buckets due to moist weather, inadequate investment by the Council on Waste equipment leading to low capacity in waste collection, some community members are reluctant to contribute and participate in Msaragambo Initiative and the youth do shy away from waste management activities.



***Rotting skipbuckets due to humid weather***

The TCC also experiences poor infrastructure and limited coordination with other infrastructural organization such as TANESCO, TTCL and Town planning initiatives which would assist in solid waste management. Also the current bylaws and fee rates are outdated while its process to review the bylaws and the rates and get approval may take up to four years. The dumpsite as well is still poorly managed due to inadequacy of staff, trucks and technology.



***Poorly managed dumpsite***

The city however has set several strategies that are intended to make the city sustainably clean, tidy and beautiful. The strategies are elaborated below.

***Improve waste segregation and storage at source.*** Tanga City council plans to ensure that citizens are well informed, educated, and motivated not to litter on the streets so that they develop the habit of storing their waste at its source. Citizens will also be educated about risks to human health and the environment and trained to separate domestic hazardous waste and infectious waste.

***Improve primary collection.*** Primary collection will be improved by selection of appropriate vehicles and

assessment of the housing situation, street conditions and geographic and topographic situation. In this case primary waste collection shall be done by using slow and smaller vehicles which do not need to cover very long distances such as Handcarts, Tricycles and tricycles and Motorized tricycles.

*Collection frequency.* Tanga has a hot and humid climate, organic biodegradable waste degrades easily which produce odors and attract vermin and disease vectors. Therefore, biodegradable waste needs to be collected every day. Door-to-door /Kerbside collection carried out along with street sweeping, door-to-door collection by CBOs/SMEs and Personalized door-to-door collection in high-income areas and compounds will be emphasized in these improvements.

*Street sweeping.* The Department responsible for Solid waste management shall prepare a schedule of street cleaning that indicates which roads require daily cleaning and which ones need to be cleaned periodically, a list of such roads and streets, together with their length and width, a program for their cleaning and keeping in view the norms of work and a timetable for cleaning of open public spaces daily or periodically.

**Table: Street-Sweeping Tools**

Tool	Design considerations
Broom	The design of the broom is important for both the efficiency and the occupational health of the worker. Long, rounded handles are most suitable.
Metal tray and plate	A metal tray and a plate facilitate the transfer of street waste into the handcart or tricycle and protect the worker from too much contact with waste.
Handcart or tricycle	A handcart facilitates the movement of the sweeper. Detachable containers allow easy emptying into the secondary waste storage bins. The volume of each container should be such that it can be easily lifted. The total capacity of the handcart should be such that it can carry the total quantity of waste to be picked up by the worker in three trips. The handcart should have at least three wheels, and the handle should be at navel height so that the worker does not have to bend while pushing the cart.

*Set up secondary waste storage depots and collection points.* Solid waste collected from the doorstep through the primary collection system has to be stored at a convenient place for its onward transport in a cost-effective manner by installing storage depots. At least four containers per square kilometer need to be placed. In high-density areas, one container will be placed for every 5,000 to 10,000 residents, depending on the size of the container. A three cubic meter container will hold 1.25 to 1.50 metric tons of waste, just enough for a population of 5,000 whereas, a container of seven cubic meter capacity can easily handle the waste of a population of 10,000 to 12,000.

*Improve transportation of waste.* Vehicles will be selected and allocated according to capital costs, carrying capacity, life expectancy, loading speed, local spare part availability, speed, fuel consumption, and maintenance costs.

*Private sector involvement.* Private sector participation is an interesting option for boosting performance, whereby the TCC will change its role from service provider to regulator and service facilitator. Different forms of collaboration with the private sector are envisaged, involving different types of agreements and preconditions of partnership. Enabling improvements through the participation

of the private sector will depend on the political will for change, clear agreements and contracts, the public authority's ability to regulate the service, monitor performance, and enforce the terms of agreement; financial capacities; and mutual trust between all partners.

*Improving the waste disposal management.* Tanga city council has allocated some funds reasonably for improving the existing disposal site at Mwang'ombe area and for carrying some civil work. The site has 21.5 hectares that will be preliminarily improved to ensure a proper waste control tipping while still working on the engineered facility.

## **8.0 SECRETS OF SUCCESS**

The TCC endeavour for clean and beautiful City proved successful due to a number of underlying factors that have been appropriately deployed. One major factor has been the long and persistent process of social preparation (data collection, education and advertisements) more than six months before implementation of Msaragambo Initiative. The Saturday cleanliness campaigns (Msaragambo) have been a vital public influencing initiative to all residents who have acquired and adopted behaviour of keeping their surroundings clean. It has also imparted an awareness of civic responsibility. The focus on quality of life has been a driving force behind the cleanup of the city environment.

Tanga city council has increasingly operated in partnership with private sector at all administrative levels and within all relevant sectors. This symbolizes joint approach towards city cleanliness and environmental protection. The city council also uses billboards around the city that seek to raise awareness of the problems caused by litter.

Committed and continuous participation of government leaders in the cleanliness campaign (i.e. Regional commissioner, District Commissioner, etc) has made the residents more sensitive to the problems of garbage in their streets. A Well planned city especially the CBD zone also contributes to the success of the Msaragambo initiative.


The secrets also include city investments on establishment and maintenance of gardens and roundabouts, severe fining of defaulters and effective supportive supervision and monitoring by the Cleansing and Environment Department.

## SHINYANGA DISTRICT COUNCIL



### SUSTAINABLE PROVISION OF LUNCH IN PRIMARY SCHOOLS

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**DIRA:**  
 KUWA NA JAMII YENYE MAISHA BORA NA  
 MAENDELEO ENDELEU YA KIUCHUMI NA KIJAMII

**DHAMIRA:**  
 KUINUA MAISHA YA WANANCHI KWA KUTUMIA RASILIMALI ZILIZOPO,  
 KUTOA HUDUMA BORA NA ENDELEU ZINAZOKIDHI MAHITAJI KWA KUSHIRIKIANA  
 NA VIKUNDI MBALIMBALI VYA KIJAMII CHINI YA MISINGI YA UTAWALA BORA.

MWENKUTI NA  
HALMASHAURI

MKURUGENZI MTENDAJI  
HALMASHAURI YA WILAYA

*The Experience of Shinyanga District Council*



1624	10	6	17	3	835	598	607	862	1469	155
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**Source: Shinyanga DC**

Linked to poor attendance the pass rate of standard seven examinations was also very low. The major causes for this low pass rate were centered on the community itself and its cultural setbacks. The Shinyanga DC community by large does not value modern education that is freely provided by the government through Primary schools Network. The parents for example do not assist the children to actively attend school regularly. The children manage it school business themselves while in most cases parents require the children to participate in raising cattle and tilling the land. This community also has traditional values and beliefs that suppress the wellbeing of a Girl. Girls at puberty age are expected to get married, not attending schools. Parents also expected to acquire wealth through girls' dowry that is paid in cattle and goats generally. These cultural setbacks contributed greatly to poor attendance and low pass rate for many years.

**Table 2: Pass Rate for 4 years (2009 – 2013)**

Year	Registered Pupils			Passes			Percent
	M	F	Total	M	F	Total	
2009	4143	4368	8511	1305	655	1960	23
2010	3494	3528	7022	1693	1135	2828	40.3
2011	4217	4861	9078	2086	1763	3849	43.3
2012	2904	3233	6137	2859	3178	6037	47.9

**Source: Shinyanga DC**

As if the bad cultural aspects are not enough to torment the school life of children in Shinyanga DC, the drought and poor rainfall create another hell for a school kid; inadequacy of sufficient foodstuff in families. This insufficiency of food in families makes children get one meal only, particularly during the evening i.e. after school. In other words school children do not get breakfast and lunch while attending school. This problem was clearly evident for years and significantly affected the pupils learning ability, attendance in school and the passing of examinations in standard four and seven. In fact the 79% school attendance is among the lowest in Tanzania.

### 3.0 OBJECTIVES OF THE PROGRAMME

The Shinyanga DC assessed the situation surrounding the provision of the primary education in the council and made a clear intention to scrap the prime factors for poor attendance and failure in national examinations. The Council designed a programme to provide Lunch in Primary schools to ultimately motivate children attend school and enjoy being in school. The Lunch Provision Programme was implemented in collaborative assistance and funding of the World Food Programme (WFP). The programme initially started with 20 Primary Schools out of 128. The direct objectives of this programme were;

- To raise school pupil attendance from 79% in 2009 to 100% in 2012
- To raise the standard even examination pass rate from 47.3% in 2009 to 70% in 2012
- To provide lunch to all pupils in 128 primary schools by 2012

### 4.0 IMPLEMENTATION STRATEGIES



In 2010 Shinyanga DC having set the lunch provision strategy advanced further to drawing effective collaboration with WFP and got engaged into interventions elaborated below.

*Signing a memorandum of understanding with WFP.* This was necessary for ensuring all activities under WFP assistance are performed within the Council and Government standards. It also allowed the Council to provide other technical, administrative and staff support.

*Identification of the Most hit primary Schools.* The council jointly with the WFP conducted an a baseline survey to determine the schools that are in communities which seriously face food shortage in the households. These are areas which are highly affected by droughts and unreliable rainfall leading to very poor harvests of both cash and food crops. The initial identification process listed 20 primary schools that badly needed lunch provision. These were immediately supplied with foodstuff by the WFP.

*Communication to school Committees and Teachers.* The Council Education Officer communicated the intention of the council to provide lunch in schools through the assistance of WFP to all selected schools. The school committees and the teachers endorsed the proposal by preparing space/store for keeping the distributed foodstuff and building cooking stoves and shelters in the schools.

*Provisions of foodstuff by WFP.* The WFP distributed maize, beans and cooking oil to the identified schools. The units used for food distribution in schools are 5gm of cooking oil, 30gms of beans, 120gms of maize and 40gms of porridge concentrate per pupil. The number of pupils therefore determined the amount of foodstuff provided.

*Conducting community sensitization and awareness.* The council went ahead and conducted sensitization popular meetings to the elders and parents in the council to convince them about the importance of education and how important it is to their children. The programme also covered the health aspects especially giving lunch to school children to make them healthy and therefore fast learners. In these sensitization activities communities were also mobilized to build school stores, cooking stoves and school kitchens to accommodate food provided by the WFP and in some cases contributed by parents.

*Changing agricultural practices.* Due to frequent droughts and shortage of rain leading to shortage of food in households the council decided to compel primary schools to cultivate millet, three acres each school. Millet is a drought resistant crop that guarantees increased harvests and provides a healthy meal. All schools were required to adhere to specifications issued by the Council through the Council Agricultural Officer and implemented by extension officers. The council provided 2 kgs of millet seeds to each 128 schools. All Council Agricultural and Extension officers in this initiative were required to establish a demonstration millet farm in each school. The community as well was asked to change from cultivating maize to planting millet in order to create food security for the households and guarantee lunch provision for children at school and at home.

*Mobilization of community contributions.* The communities through the school committees and Teachers were mobilized to contribute in kind and in cash for the construction of food stores and kitchens in schools. The communities were also requested and accepted to contribute cash to be used for purchasing sugar, grinding costs and allowances for cooks in schools. The rates are fixed depending on the ability of the households in a specific locality. Hence each school has its own rate ranging from Tshs 200/= to Tshs 1000/= per month per pupil. The community also contributes firewood and water to make the cooking of lunch in schools possible. In this initiative the council pays for kitchen/stove

builders from TATEDO who conduct training to the villagers on how to construct mud and concrete stoves that are efficient in using firewood.

## 5.0 TYPES AND AMOUNT OF RESOURCES COMMITTED TO THE PROGRAMME

The strategies listed above needed significant amount of resources to smoothly implement them. The activities at council level and community levels attracted financial, human and physical resources as explained in the paragraphs below.

*Financial resources.* The council contributed cash to schools for construction of stores, kitchens and other facilities. Cash was also spent for visits and supervision. Table3 indicates some of the funds spent. The council also purchased and distributed iron sheets, timber and heavy iron bars used to construct mud and concrete stoves in primary schools.

**Table 3: Selected Financial Resources Used**

s/n	Item of expenditure	Amount in Tsh
1	Construction of stores and stoves	78,400,000
2	Purchase and supply od millet seeds	785,000
3	Monitoring and supervision	5,000,000
<b>Total</b>		

**Source: Shinyanga DC**

The second type of resources was *the community contributions*. Apart from cash the communities actually contributed their labour in collecting stones, making bricks and actual constructions of the stores, kitchens and stoves. on the part of the council the council staff participated in monitoring and supervision of the whole project. Other human resources were mobilized from WFP, the sponsors of the programme and from TATEDO, a nongovernmental organization concerned with rural energy.

In 201/14 the council used funds to purchase and supply foodstuff to primary schools that were heavily hit by shortage of food in their households. Each school identified received 17 sacks of maize. This could help give the pupils at least porridge during lunch time.

The WFP, apart from supplying foodstuff to the selected schools, the programme also supported two schools with water pumps christened “Money Maker” to two schools. The purpose of these pumps is to assist schools that had vegetable gardens used by pupils as supplements during lunch to be able to irrigate them, get more vegetables, feed the pupils or sell them to get money for paying cooks and buying sugar.

## 6.0 RESULTS OF THE LUNCH PROVISION PROGRAMME

The Programme achieved the objectives and there are several examples that indicate the level of this success. The paragraphs below explain the achievements realized by the Shinyanga DC in its programme of providing lunch to primary school pupils located in drought hit areas.

*Positive attitudes towards education.* The Shinyanga communities have gained adequate awareness regarding the importance and relevance of education for their children. This is reflected in their willingness to contribute for pupil’s lunch and participate in school development activities. The parents

also have developed positive attitudes with teachers and school committees and work jointly to improve the welfare of schools and their children.

*.....the situation when I arrived here was pathetic... children used to come late, or not come at all.... when you call their parents, they come and listen only but they never took any action.... to help children attend school.... after the food programme and meetings that we have made.... things have changed totally.... parents come here.....work with us, participate in construction of stores and stoves you see.... and they are happy to see teachers in the village..... this is a great change....and a great success...*

**Construction of school facilities.** The construction of the food stores, stoves and kitchens has not only taken place in the schools under the support of WFP. 15 more schools completed the construction of the same and are used to keep and prepare food for the pupils. The photos below show the stores and stoves built using concrete. All schools under the WFP as well completed the construction of these facilities. The communities participated fully in these activities. It is therefore expected that this initiative will be sustainable.



**Concrete Stove**



**foodstuff store at Nzagaruba Primary School**

**Provision of Lunch in 60 primary Schools.** Shinyanga DC now boasts to be among the leading councils that provide lunch in primary schools. Out of 128 schools, 60 primary schools provide porridge in the morning and lunch or at least lunch. The cereals and beans for lunch are donated by parents and supported by the Council. The parents are fully willing to contribute cash and labour to make provision of lunch in primary schools a sustainable endeavor.

**Modern School Farms.** Schools have adopted modern cultivating styles of crops and vegetables. These crops include millet, cotton, cassava and groundnuts. These are good foodstuffs for making porridge and lunch. The surpluses are sold to get cash for buying sugar and paying cooks. The Farms in primary schools have become very successful because the agricultural and extension officers are close to the schools, collaborate well with teachers and pupils at all stages of farming i.e. tilling the land, spreading seeds, weeding, applying manure and harvesting.



*Teacher in a school farm at Shingida Pr. Sch*



*Contour farming in primary school*

*Improvement of Pupils General Health.* The children who get lunch at school in Shinyanga Dc actually look different from those remaining at home or in schools where lunch is not provided. They are different in terms of nourishment, activeness, mental strength and physical stout. They actively participate in class, games and even farming. Teachers’ experiences indicate that even the frequency of pupils becoming sick and needing to attend health facilities has decreased since the inception of lunch provision in school. The healthy pupils also concentrate and commit more energy to learning activities and are motivated to pursue their school life than children who remain at home and join in farming and grazing domestic animals.



*Healthy pupils at Nzagaruba Pr. School*



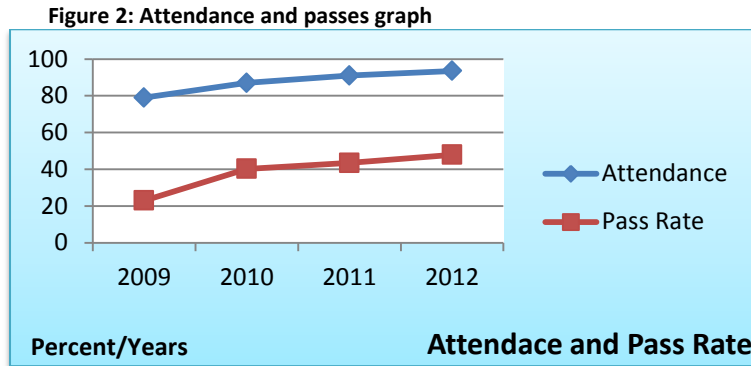
*Healthy pupils in class*

*Increase in attendance and pass rate.* The ultimate goal of all the activities under the lunch provision programme is eliminating dropouts, increasing school attendance and raising the pass rate in national examinations. The Shinyanga DC programme has managed to achieve these objectives. The table and graph below show the change trend. This achievement is linked to the results above, that once children have food, good health is guaranteed, attendance is motivated, learning is enhanced while passing national examinations becomes an actualized target.

**Table 4: Attendance and Passes**

Year	Attendance Percentage	Pass Rate Percentage
2009	79	23
2010	87	40.3
2011	91	43.5
2012	93.5	47.9

**Source: Shinyanga DC**



## 7.0 PROGRAMME IMPLEMENTATION CHALLENGES

Shinyanga DC made great success in providing lunch to primary schools that are heavily plagued with droughts, shortage of food and improper community culture; a culture that does not support children schooling. The implementation however encountered numerous challenges. These include;

- (i) Community participation encountered several hindrances as several families were not willing to contribute cash or labor during the construction of stores and stoves in schools.
- (ii) Continued environmental degradation leading to more severe droughts and decreasing rainfall hence worst situation in terms of harvests and food security.
- (iii) Rigidity of some families to develop positive attitudes. Although popular sensitization was conducted regarding the importance of contributions of food to schools, some families still had feelings that the practice benefits teachers and not pupils. Hence reluctance in making their contributions.
- (iv) Shifting pastoralism. The communities in Shinyanga DC still practice shifting animals to other areas for pastures and water. This involves a whole movement of a family from one village to distant villages, plains or forests. The schooling children are affected by these practices as they quit school.
- (v) Child Marriages. This affects schooling girls as immediately after their early stages of maturity they get married to grown up men. The parents are satisfied with dowry than allowing girls to proceed with school life. This contributes to dropouts hence affecting the attendance rate in the primary schools within the council.

## 8.0 STRATEGIES USED TO DISBAND CHALLENGES

The challenges highlighted above threatened the achievement of the objectives of the lunch provision programme. The Council however did not get exhausted in fighting the challenges and win. The strategies that were used are surmised below.

- (i) Participatory Awareness Creation. The Council involved community leaders of all kinds and council staff (teachers) to share with villagers and elaborate the benefits of the programme, the contribution mechanisms and the monitoring of the use of foodstuffs extended to schools. In this case all families were involved irrespective of having children in the school concerned.
- (ii) The use of Sungusungu. Shinyanga DC is in general inhabited by the Sukuma. These are famous for their security and order enforcing unit of the youth popularly known as the "Sungusungu". The Sungusungu are highly revered by the community as they enforce order, harmony and security of individuals in the community, their households and their properties. In this programme these were used strategically by the council to enforce compliance. They have

remained with the role of visiting families and collecting foodstuff or cash and submit them to schools.

- (iii) Effective use of the extension officers, WEOs, VEOs and Village chairpersons. These were made part and parcel of the programme and were given a duty of using all types of meetings with communities to avail and explain tirelessly the importance of schooling for children and the need for them to have a meal in school. The Council has facilitated these officers with transport facilities (motorcycles and bicycles) to improve their mobility.



*Motorcycles to be loaned to village staff*

- (iv) Effective use of Political Leaders. The Regional Commissioner, District Commissioner, the Members of the Parliament and the Councilors were all involved by the Council to get involved in advocating the programme through their statutory meetings and official visits to the communities.

The council also has laid down a strategy to ensure sustainability of this programme. This strategy includes establishment of an education fund that will support among other things provision of lunch in both primary and secondary schools, modernization of the Sungusungu initiative into community policing approach to make them provide advanced order and harmony services, continued community sensitization and awareness creation towards the role of education in children life and properly motivating council staff so that they effectively implement council plans, projects and programmes.

## **9.0 THE SECRETS OF SUCCESS**

Shinyanga DC is not the only Council in Tanzania which has attempted to provide lunch in primary schools. Several other councils have tried this imitative. Not many succeeded. The desirable achievement in Shinyanga DC is rooted in the readiness and commitment of the Politicians to fully participate in the programme, the effective use of the extension officers and teachers to advocate the programme, effective collaboration with WFP, political (parties) harmony in the Council, effective use of the Farmers Register to determine their annual produce and expected contributions and the desire by the Council Director to leave footprints in Shinyaga DC through effective leadership, management by results and interactive teamwork.

# Chapter Five:

## Local Economic Development

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Chapter five presents two best practice cases related to local economic development efforts in relation to newly introduced one-village one-product movement and value chain. It is focused on endogenous development theory by means self-help efforts in promoting improved production, agro-processing, value addition, grading, packaging and branding of unique products found in various localities.

Mkuranga DC presents an OVOP movement on cassava production and value addition for increased farm produce and profits hence improved household income. Mpanda-Mlele DC case is about rice value chain by means of establishing an agricultural complex named Mwamapuli Agricultural Centre. The centre is composed of a series of activities geared towards improved paddy production, collective assemblage and warehousing, processing, grading, packaging, labeling and marketing. There are supportive services such as market infrastructure, resource centre serving as agricultural information system.

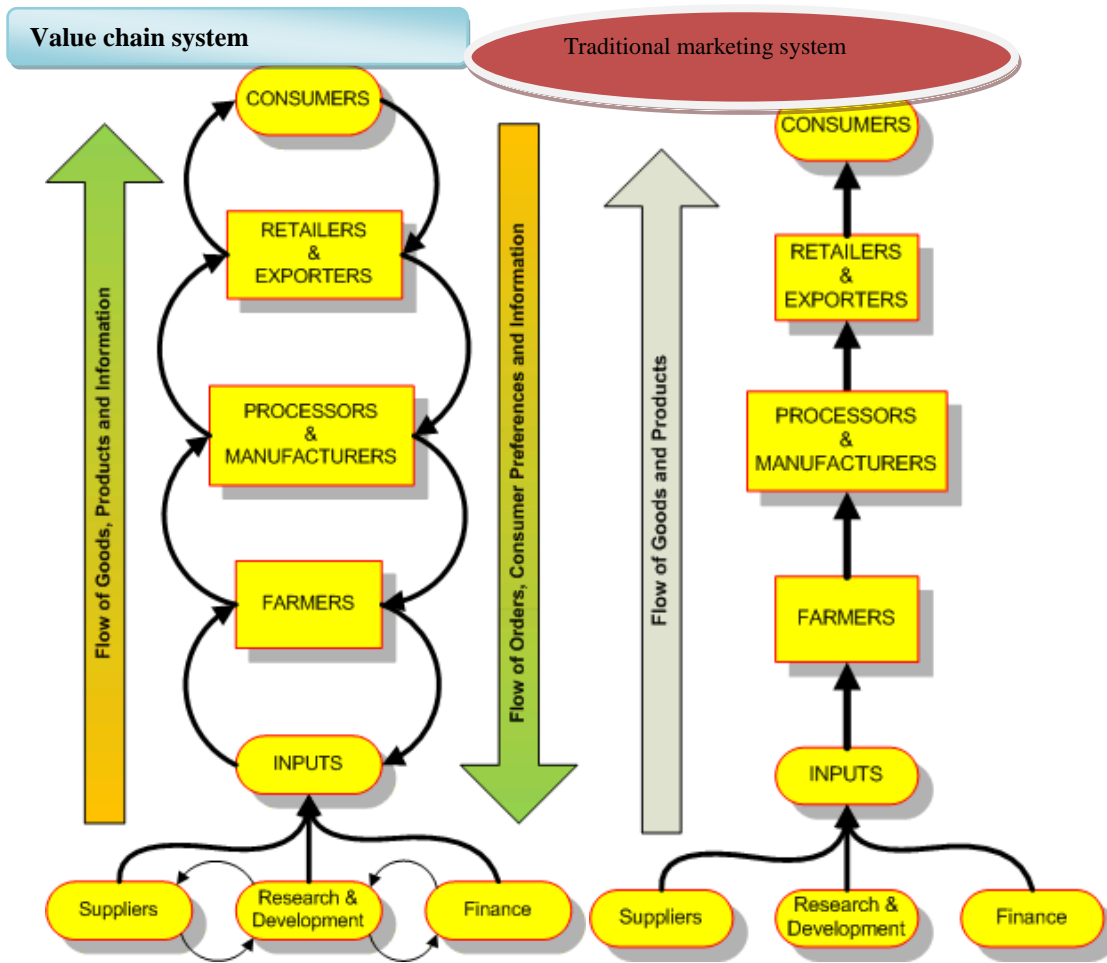
Is marketing, value chain is model of how businesses receive raw materials as input, add value to the raw materials through various processes, and sell finished products to consumers. A value chain is a series of activities that a group of farmers or individuals operating in a specific industry (e.g. paddy production) performs in order to deliver a valuable finished product or service for the market. It involves inter-linked value-adding activities that convert inputs into outputs which, in turn helps to create competitive advantage. A value chain typically consists of (i) inbound distribution of inputs (ii) production and value addition (iii) outbound distribution of finished products, (iv) marketing and selling of final products, and (v) after-sales service. These activities are supported by (vi) purchasing or procurement, (vii) research and development, (viii) human resource development, (ix) and corporate infrastructure.

The concept of value chain was first described in a book by Porter, 1998. According to Porter the goal of value chain is to deliver maximum value for the least possible total cost and create competitive advantage. Under this approach, and through continuous innovation, the returns to farmers can be increased, livelihoods enhanced and eventually poverty is reduced. It should be noted that in the traditional selling system farmers produce commodities that are "pushed" into the marketplace as raw materials. Farmers are isolated from the end-consumer and have little control over input costs or price for their produce. In a value chain marketing system, farmers are linked to consumers' needs, working closely with suppliers and processors to produce the specific goods consumers demand. Similarly, through flows of information and products, consumers are linked to the needs of farmers.

In developing countries such as Tanzania, importance of value chain approach is prompted by the changing the agricultural circumstances, climatic change, rural to urban migration, declining chances for rural employment and ill effects of free market system. Experience of free market system in Tanzania show that middlemen play a major role in product marketing however, under free market system there is no effective value addition and quality control mechanism for agricultural products leading to low profits to farmers since the locally produced products cannot compete with imported product or externally produced products. This is typical for coffee, cotton, cashew and cereals. These changes force the farmers into vulnerability context and eventually vicious cycle of poverty. In response, to these

circumstances, development practitioners call for pro-poor development, as well as a changing international marketing scene hence the importance of value-chain system. Value chain approach requires farmers to act collectively in value addition, negotiation of prices and maintaining the market position.

Before embarking to value chain marketing system, it is important to undertake value chain analysis. Chain analysis facilitates an improved understanding of competitive challenges, helps in the identification of relationships and coordination mechanisms, and assists in understanding how chain actors deal with powers and who governs or influences the chain. Developing value chains is often about improving access to markets and ensuring a more efficient product flow while ensuring that all actors in that chain benefit. The figure 2.1 below shows the differences between the traditional marketing and value chain system.

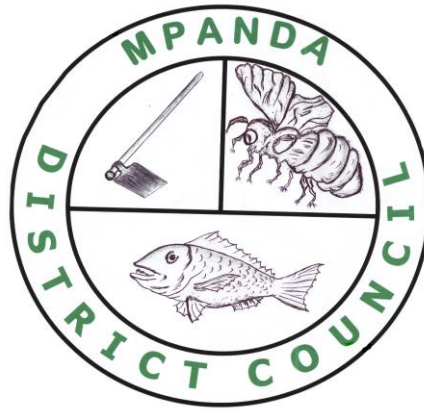


**Figure: 5.1 Value chain and traditional market systems**

Source: Adapted from World Report Fall 2006: The Value Chain Approach; Strengthening Value Chains to Promote Economic Opportunities.



## MPANDA DISTRICT COUNCIL



### ESTABLISHING PADDY VALUE CHAIN



*Experience of Mwamapuli Agricultural Centre*

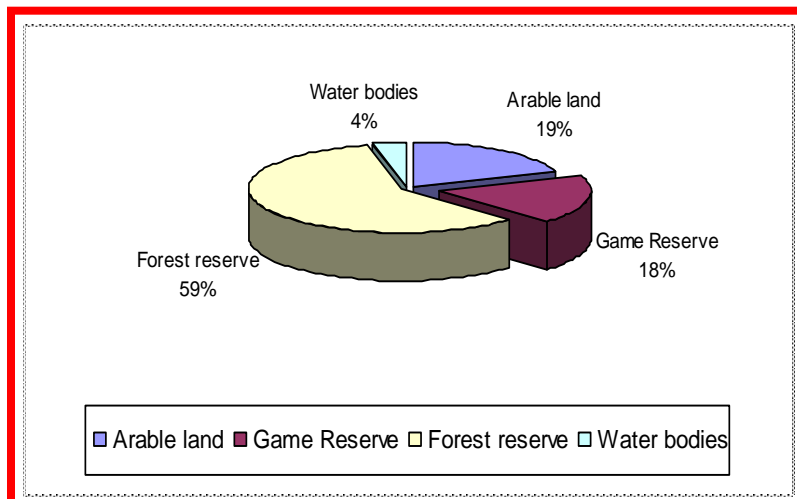
## 1.0 INTRODUCTION

Mpanda District Council is one among the oldest LGAs which was established in 1947 by colonial regime. In 2007/2008 the council was subdivided into Mpanda town council and Mpanda DC. Since it was a very huge Council, the central government had determined to elevate it into a region, hence in 2011/2012 Mpanda DC was elevated to Katavi region comprised of two District councils of Nsimbo and Mlele. Mwamapuli initiative started before elevation of Mpanda DC to Katavi region, and then we shall continue referring this in relation to former Mpanda DC in the rest of this publication.

Mpanda DC had a total of area of 16,911 square km, three divisions of Karema, Mwese and Kabungu, nine wards of Mishamo, Mpandandogo, Katuma, Mwese, Kabungu, Sibwesa, Kapalamsenga, Ikola and Karema. There were 37 villages and a population 179,136 according to 2012 census.

The main economic activities of Mpanda residents is crop farming, tobacco production, maize, rice, bee keeping, livestock keeping, mining, tourism and fishing. Before subdividing Mpanda DC, the district had a total of 47,528 square km or (4,752,800ha). This was equivalent to entire country of Rwanda and Burundi together or Tanga and Kilimanjaro regions combined together.

This area can be categorised according to uses as follows; arable land 923,300 ha; reserved forests 2,801,100 ha; while 860,000 ha is a national park; wet land is comprised of 168,400 ha and the remaining area was utilised for other activities such as bee keeping etc, fig 1 below.



**Figure 1: Land Use in Mpanda DC**

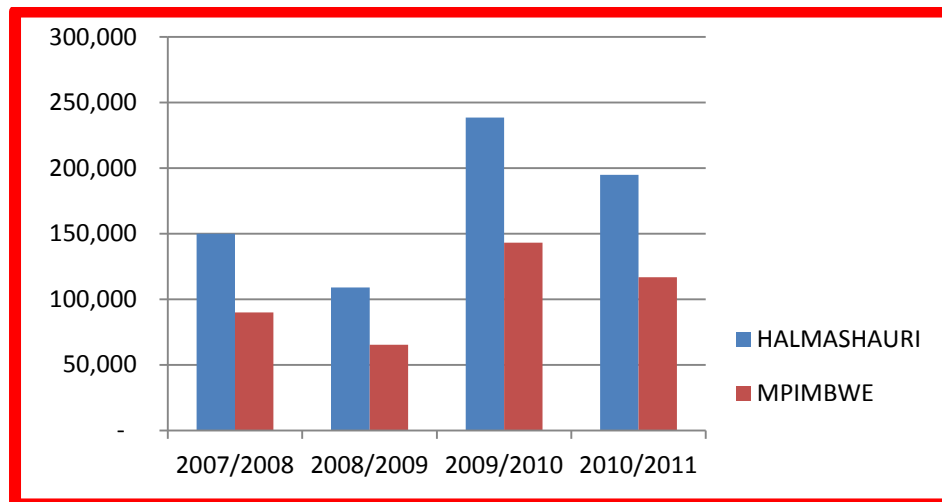
Katavi region is comprised of Mpanda TC, Mlele DC and Nsimbo DC; Nsimbo DC has a total area of 14,000 square km, two divisions of Nsimbo and Ndurumo, 11 Wards of Ugalla, Litapunga, Nsimbo, Urwira, Kapalala, Magamba, Machimboni, Stalike, Itenka, Mtapenda and Kasokola, 39 villages and a total population of 144,245 people. Mlele DC has a total area of 14,000 square km, three divisions of Inyonga, Mpimbwe and Mamba, 13 Wards of Ilunde, Ilela, Utende, Nsenkwa, Inyonga, Kibaoni, Usevya, Ikuba, Mbede, Majimoto, Mamba, Kasansa, and Mwamapuli, 43 villages and a population of 138,323 people.

### Mwamapuli Agricultural Centre

Mwamapuli Agricultural Centre (MAC) Project falls under Mlele DC, Mpimbwe Division and is implemented in Mwamapuli Ward. Mwamapuli is one of 13 wards of Mlele DC, is located in one of eight wards forming Lake Rukwa Basin with very fertile soils which can support diverse types of crops namely maize, rice, sunflower, sesame, groundnuts, sweet potatoes and vegetables. This basin has a population 170,484 people whose economic activity is mainly commercial rice production and the average productivity is four to eight tones per ha; about 60% of Katavi rice is produced from this area.

### 2.0 PROBLEM

Despite of high productivity of rice and other crops in Mwamapuli area, still the farmers were lacking reliable markets for their produce. Middle men went to procure produce right at the farm gate hence setting extremely low prices since individual farmers were weak in negotiating the prices for their products. Please refer to production trends in figure 2 below.



**Figure 2: Rice Production trend for four seasons comparing Mpimbwe divisions (red) and entire Mlele DC (blue)**

Other problems include ,under utilization opportunities existing in Lake Rukwa Basin, low producer prices for rice, sesame, sunflower and maize, lack of agro processing plants, lack of grading and packaging facilities for rice crop, uncoordinated free market system for agricultural crops undermining the quality of products and the use tradition farming techniques which did not accommodate modern agricultural technology.

### 3.0 OBJECTIVES

With a vision of large scale, highly productive project (value for money) and opportunities existing in various areas of the Mlele Council, the council decided to mobilize farmers and later to establish Mwamapuli Agricultural centre to coordinate rice value chain. Specific objectives of this centre are:

- (i) To provide trainings on improving production to both crop farmers and livestock keepers,

- (ii) To increase productivity per ha of various crops as indicated in table 1 and table 2 below
- (iii) To improve market information system (MIS) for various agricultural products.
- (iv) To establish ware house system so as to improve famers' real income compared to famers who sell their raw produce direct in the free markets soon after harvest refer table 5.2;
- (v) To promote construction of modern houses, environmental conservation and use of alternative energy source for burnt bricks (rice husks).
- (vi) To establish chip board manufacturing factory using rice husks for improved housing program.
- (vii) To increase paddy production by 13,650 Ha through irrigation project.
- (viii) To cut down transport costs for raw agricultural produce from production point to the processing area and subsequently to the market.
- (ix) To store agricultural produce in warehouse system,
- (x) To undertake value addition through agro processing as indicated in table 3 below

**Table 1: Previous and target productivity for main crops in Mlele DC**

Crop	Previous average tones/ha	Targeted average tones/ha
<b>Maize</b>	2.4 – 4	4.5-5.6
<b>Rice</b>	3.0 – 4.5	5.6-6.6
<b>Sesame</b>	0.5-0.8	1-1.25
<b>Sunflower</b>	0.4– 0.6	0.8-1.0

**Table 2: Price differentials under warehouse system for main crops in Mlele DC**

Crop	Price during harvest time (Tsh)/bag of 6 buckets	Average price during the season (Tsh)/bag of 6 buckets	Price difference (Tsh)/bag of 6 buckets
<b>Maize</b>	24,000	42,000	18,000
<b>Rice</b>	30,000	65,000	35,000
<b>Sesame</b>	90,000	130,000	40,000
<b>Sunflower</b>	25,000	40,000	15,000

**Table 3: Price differentials after value addition for main crops in Mlele DC**

Crop	Price during harvest time (Tsh)/bag of 6 buckets	Average price during the season (Tsh)/bag of 6 buckets	Average price after processing (Tsh)/bag of 6 buckets	Price difference after processing (Tsh)/bag of 6 buckets
<b>Maize</b>	24,000	42,000	60,000	36,000
<b>Rice</b>	30,000	65,000	78,000	48,000
<b>Sesame</b>	90,000	130,000	147,600	57,600
<b>Sunflower</b>	25,000	40,000	57,600	32,600

#### 4.0 IMPLEMENTATION STRATEGY

Using opportunities and obstacles to development (O&OD) process, the Council in collaboration with community identified Mwamapuli Agricultural centre project and started construction of market infrastructure, information centre, rice processing plant capable of milling and grading several tonnes per hour so as to add value (Agricultural value chain). The following were the stages for implementation:

They started by sensitization and training of farmers. Later they organized study visits in Ulanga DC to share experience on production, processing, management of market information system and associated technologies. Since peoples' organisations are important in management of communal resources, they embarked on strengthening of primary agricultural cooperative societies of Mwamapuli Majimoto SACCOs. Having a strong organization on place, they started construction of market place with capacity to accommodate 200 traders at a time.

This was followed by construction of warehouse with capacity of 200 tonnes of rice. Later they established an agricultural information centre. Since these resources were many the community decided to form a specific committee for managing the rice processing plant and agricultural market. This committee then supervised the entire exercise of procurement and installation of rice processing plant with capacity of milling and grading an average of 30 – 50 tonnes per day. Mwamapuli does not have piped water supply system hence the community decided to install water harvesting system with capacity of collecting 200,000 litres.

## 5.0 RESOURCES COMMITTED TO MWAMAPULI AGRICULTURAL CENTRE

The costs involved in Mwamapuli agricultural plant is indicated under table 5.4. Both the council and the community contributed fund for establishing the centre.

**Table 4: Financial cost of Mwamapuli agricultural centre**

PROJECT	Costs		Infrastructure development
	From Council	From community	
<b>Crop market</b>	60,000,000.00	12,000,000.00	It is a modern structure used as an out let for mixed crops. It enhances collection of crop cess and control the haphazard free market system which has no benefit to farmers; the market has created employment opportunities for local citizens.
<b>Warehouse</b>	58,400,000.00	11,600,000.00	Construction of rice processing plant house
<b>Rice processing plant</b>	98,785,500.00	00.00	Installation of rice processing plant with capacity of milling and grading an average of 30 – 50 tons per day.
<b>Agricultural information centre</b>	99,400,000.00	00.00	Agricultural Information centre provides entrepreneurial training, appropriate technology on agriculture, livestock, cooperatives and fishing to surrounding communities. It provides market information through website, radio, television, and booklets. It links Mwamapuli farmers with other areas within and outside the country.
<b>Stand by generator</b>	86,952,700.00	00.00	The generator is used to supply power to processing plant since Mwamapuli is not yet conned to the national grid system
<b>Tractor and trailer</b>	48,400,000.00	10,000,000.00	Tractor and trailer helps farmers to improve their production, through cultivation and transport of their produce to the market place

## 6.0 RESULTS FROM THE PROJECT

The results of the project are shown in the photos below. Already there are infrastructures developed and utilized for intended purpose. There is market structure, fully furnished Agricultural Information

Centre, rice processing plant in operation, availability of water through rain water harvesting tank, farm machinery e.g. tractor and trailer to increase production.



**Agricultural information centre**



**Market place for mixed crops**



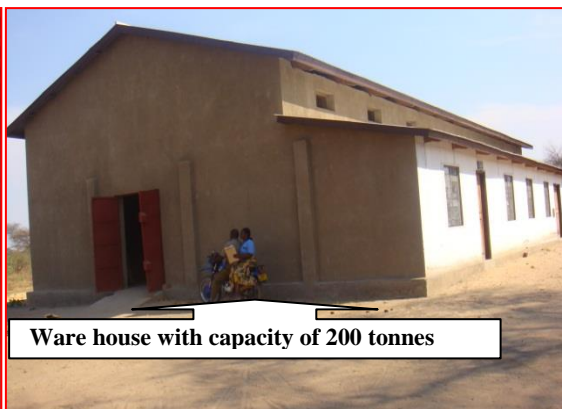
**Rain water harvest tank**



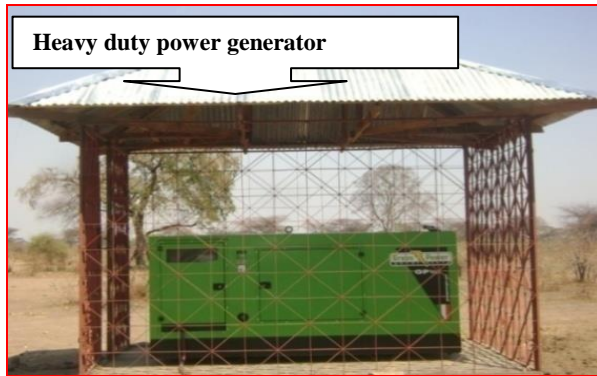
**Tractor & trailer**



**Rice processing plant**



**Ware house with capacity of 200 tonnes**



Community members are milling, grading the rice in the project area and selling outside the area to add value and improve income. Graded rice is transport outside the district as there is by law forbidding selling of unprocessed rice outside the district. Rice milling problems have been arrested. Financial institutions namely CRDB have shown interest to fund peoples' initiatives and are providing farming credit through the two SACCOS of Majimoto and Mwamapuli. Finally, Mwamapuli community have established a conducive business environment to attract investors.

## 7.0 CHALLENGES ENCOUNTERED DURING IMPLEMENTATION

The Mwamapuli rice face stiff competition with imported rice from Thailand due to low price of relatively low quality imported rice. As a result the price of locally produced rice is still low, for instance a bag of rice was sold at Tsh 30,000 in December 2013 compared to Tsh 50,000 in 2012. In response, most of farmers are stocking large volumes of rice waiting for improved prices (time utility). Rice stocks kept at the relatively poor farm environment leading to high post harvest losses.

Milling and grading cost are relatively high i.e. Tsh.5000/bag of six buckets because the processing plant is using power from expensive diesel generator. So far the centre is not connected to the national grid system. Just like many parts of the country, the centre is suffering from poor road infrastructure, the feeder roads are in bad shape.

The current warehouse has no capacity to accommodate the existing volume of rice. Moreover, due to logistical issue there is delay inaugurating warehouse system. The community has no sufficient experience on ware house system hence the need for thorough preparation. Although there are market potentials in the neighbouring countries of DRC Congo, Burundi and Zambia, the District Trade Officers are not prudent enough to seek for product markets within and outside the country.

## 8.0 SUSTAINABILITY STRATEGIES AND WAY FORWARD

In order to sustain this initiative, the District Council will continued trainings of farmers on appropriate post-harvest storage while waiting for profitable prices. More efforts are being directed to strengthening of Mwamapuli SACCOS so as to serve more farmers. Both political and technocrats are exerting different lobbying skills to financial institutions(Banks and Non bank institutions) to provide loans to Mwamapuli SACCOS which in turn provide loans to farmers for buying inputs and expanded production. There are efforts to minimise operation costs of rice processing plant hence reducing the milling cost from 5000 to Tshs 4000p per bag.

The community is planning to construct new ware houses with capacity of 500,000 tonnes so as to increase storage capacity especially for rice. Mwamapuli leaders are mobilizing community in the neighbouring wards to construct warehouse in their wards. The district Council is striving to ensure the market structure is optimally utilized. There is periodical and continuous upgrading of feeder roads (Mbede to Mwamapuli section) to enhance traffic movement during rain and dry season. District community development officers are doing their best to strengthen project management especially the capacity of the project committee members. Efforts are on the way to seek for lucrative markets for rice within and outside the country. Finally there are efforts to instil the ownership of the project to community by ensuring continuous participation.

## 9.0 SECRET OF SUCESS

The major secrets of success in Mwamapuli were creativity of Council under the strong, visionary leadership of former District Executive Director who is currently a RAS for Katavi region. The Regional Secretariat is supportive to project because local economic development (LED) always requires coordination and wider areas of operation rather than a single LGA.

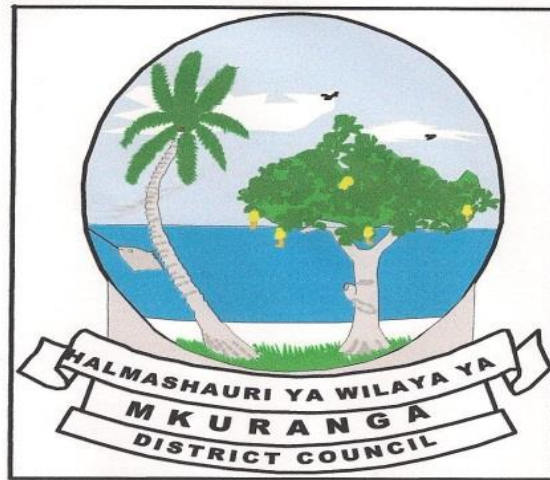
It is important to recognize the “willingness” of Mwamapuli community to participate in identification, contribution of funds and implementation of the project in collaboration with the council. Mwamapuli area is a multi-ethnic society including the Wasukuma who are renowned for their determination and hard working behavior. Their presence in Mwamapuli was a catalyst for the other ethnicities.

Collaboration and co-operation of Council technocrats and political leaders was very important aspect. It is important to note here that this is a project which gives credits and votes to politicians in the area. Moreover it should be noted here that the Prime Minister Hon. Mizengo Pinda comes from the neighbouring village of Kibaoni. This fact gives an impetus for all involved to ensure success of the project.

Project of this magnitude requires effective lobbying, advocacy and facilitation skills that were used by a council management team (CMT). These skills were instrumental in winning the political will of councillors and to embark on risky investment like Mwamapuli Agricultural Centre. Finally, rice is both a food and cash crop that can be stored for prolonged time. This cash crop was an incentive for people participation in anticipation for economic gain.



## MKURANGA DISTRICT COUNCIL



### CASSAVA PRODUCTION AND VALUE ADDITION



*Cassava Plants*



*Packed Cassava Flour*

***The experience of Mruranga District Council***

## 1.0 INTRODUCTION

Mkuranga District is among six districts of the Coast Region. Other districts forming Coast region are Mafia, Rufiji, Bagamoyo, and Kibaha. It is located on the Eastern side of the region about 50 km South of Dar Es salaam City. The district is bordered with Indian Ocean on the Eastern side, while Rufiji and Kisarawe Districts are on the Southern and western sides of the district, respectively. It was officially established on 1<sup>st</sup> July, 1995 when Kisarawe district was split into two.

The District has total area of 2,432 square km, of which 1934 square km is suitable for agricultural activities. About 51 square km are covered by forest reserve among them Vikindu forest reserve has 15.99 square kilometers while mangrove forest covers 34 square kilometers. According to National Population Census of 2012, the District has a total number of 222,921 of which Males were 108,024 while females were 114,897. Basing on the District Growth Rate of 3.5% per annum, it is currently estimated that the District has a population of 246,369 out of which 118,257 (48%) are males and 128,112 (52%) are females. The district population density is estimated to be 101 persons per square km and the average household size of 4.3. Administratively, the district is divided into 4 divisions, 18 wards, 121 villages and 460 Hamlets as shown in the table 5.5 below.

**Table1. Distribution of Administrative units in Mkuranga District**

Division	Ward	Village	Hamlets
<b>Kisiju</b>	5	37	135
<b>Mkamba</b>	6	43	146
<b>Mkuranga</b>	5	31	144
<b>Shungubweni</b>	2	10	35
<b>TOTAL</b>	<b>18</b>	<b>121</b>	<b>460</b>

*Source: National Population Censer, 2012*

More than 85% of the population depends on agriculture for their living and cassava is both the major staple food as well as commercial crop cultivated in almost every village in the district. Due to importance of cassava crop to the majority of Mkuranga community, Agriculture Research Institutes and donor organizations conducted socio-economic studies and come out with results which identified a number of challenges facing farmers in cassava production, management, and utilization. Amongst them were poor planting materials leading low production volumes due to poor genetic potential.

## 2.0 THE PROBLEM

Despite the fact that Mkuranga District has high potentials for expanding cassava production and improving its market, this crop was confronted with a number of challenges. These challenges which in most cases are interdependent are explained below.



*Cassava mosaic virus-affected plants*

**The use of poor technology:** hand hoe and machetes are the main tools used in the production used by more than 90% of farmers. Low education and poverty amongst farmers are the stumbling blocks in adoption and uptake of improved technology, shortage of extension services at village level is also an obstacle in directing improved agricultural techniques to farmers. The embedded photo is a cassava farm affected with cassava Mosaic Virus. Most of local varieties are susceptible to various pests and diseases.

**Small Farm Area of Production and Low Production:** cassava production is done on small pieces of land, more than 80% of these plots are less than two acres and more than 90% of farmers still use un-recommended crop spacing. Seedlings used are traditionally selected due to absence of cassava seed farms in most parts of the district. Nearly 10 -20% of cassava crop is lost during harvesting due to various causes like; vermin, pests and diseases, poor tools and technique used during harvesting.

**Limited Manpower in Agriculture:** due to low productivity low income accrued from cassava production, women and elders are the mostly dependable in agriculture while large groups of youths are engaged in petty businesses in the nearby Dar es Salaam central business district.

**Lack of Improved Technology in agro processing:** low capacity among farmers to purchase improved technology and building infrastructure needed for cassava processing contributes to nearly 90% of cassava brought to market to be sold in raw forms(unprocessed). Lack of cassava storage alternative is the biggest reason for farmers to fetch low price due to selling of raw cassava.

**Low Quality of Processed Cassava:** production of low quality processed cassava which does not conform to market standards and competition as a result of traditional tools used and unsafe working environment for human health. Parallel to quality of processed products, the amount processed is too small to cater for amount needed in the market.

**Unsatisfactory Marketing System:** lack of right market information (market requirement, time, place, form, and type of product needed in the market; lack of knowledge of other industrial use of this crop) have created a situation where middle men take advantage to link between farmers and buyers who purchase raw cassava straight from farmers. This situation has been denying farmers up to 70% of fair prices.

**Lack of Strong Bodies to Unite Cassava Farmers:** cassava production was taking place on the circumstances where every farmer negotiates and sells his crop individually. Hence creating a space for unscrupulous businessmen to have voice in determining selling price of cassava and its products

**Absence of institutions with financial capacity in the villages:** agriculture in general lacks financial investments caused by limited number of financial institutions which have sufficient capital to enable them to provide loans for agricultural development. Also there is fear among money lenders to issue loans to small farmers whose undertakings are faced with myriads of risks. Moreover small holders are not commercial oriented.

**Poor Collateral to Enable Acquisition of Loan Capital:** lack of appropriate collateral among majority of small scale farmers is a biggest challenge in securing loans for agricultural investments and therefore agriculture continued to lack investments which are important for rural development.

### 3.0 GOALS AND OBJECTIVES

The main goal of Mkuranga District Council was to facilitate the cassava value chain development by addressing the major production; processing and marketing bottlenecks for improve livelihoods of farmers through income generation and increased food security at household level in Mkuranga district. Specifically the objectives of this initiative were (i) to promote cassava crop which have comparative advantages in terms of weather and soil (ii) to add value to cassava crop and (iii) to establish market centres and market information system.

### 4.0 IMPLEMENTATION STRATEGIES AND ACTIVITIES

**Collaboration between LGA Partners and Community in the district.** In facilitating farmers to obtain quality and improved cassava planting materials, Mkuranga District Council invited other agricultural development partners to participate in overcoming the existing pitfalls and make improvement for the sake of cassava farming community. From 2008 Mkuranga District Council embarked on the implementation of cassava value chain in collaboration with agricultural development partners.

The district initiative of addressing the major production, processing and marketing bottlenecks through two major projects known as improved cassava seed multiplication and cassava value chain. FAO agreed to fund the establishment of cassava multiplication farms in five different villages within the district and each farm had 10 acres (4 ha). The Versaalanden Country Office (VECO) - Tanzania and MUVI under SIDO and TFDA supported cassava value chain development by providing processing facilities. Also Cassava Adding Value for Africa (CAVA) supported value chain development for high quality cassava flour production in the district.

**The role of institutions.** Research institutions, namely; Mikocheni Research Institute, Kibaha Roots and Tuber Research Institute, Sokoine University of Agriculture using funds from the International Institute of Tropical Agriculture (IITA) have been conducting research on cassava diseases and improved cassava varieties. Their technical expertises and recommendations were crucial in production system.

**The Role played by the District Council.** Mkuranga District council played a major role in the advancement of technical skills of groups involved in cassava production and processing. District Council facilitated the community for increase production and productivity of fresh cassava, took the role of coordination of various value chain supporters so as to increase the cassava acreage of individual farmers from average of two acres per farmer and increased yields per acre.

**Sensitization and Training.** The extension officers conducted trainings and sensitization meetings to farmer groups and paraprofessionals with the plan of developing cassava farms to ensure availability of improved and secured cassava planting materials in this case cuttings. Therefore farmers were required to acquire and prepare land for seed multiplication and the district to support them on technical aspect and management skills.

**Establishment of Improved Processing Structures.** To ensure the use of improved facilities, farmers were trained on techniques and establishment of processing structures so as to enable them carry out business of varieties cassava products from their own structure. These were kind of incubation facilities for cassava farming groups.

**Value addition.** A number of study tours and outside training were conducted to enhance farmer's capacity on the processing skills and value added products. These trainings were conducted at Kibaha research centre concerning cookery of variety of food from cassava flour, and other used products such as mopping soaps and glue please refer photos below which shows Value addition by the using of cassava flour.



*Value addition of cassava and processed cassava products*

**The role of development partners.** Development Partners' played a role of funding and monitoring of implementation process; also to enhance cassava processing capacities through the involvement of various chain supporters. The aim was to facilitate capacity development in processing techniques linked to market demands.

One key partner *Mtandao wa Vikundi vya Wakulima Tanzania* in Kiswahili with acronym "MVIWATA" sensitized farmers that led them to self-organize into commercial organizations and in turn resulted to establishment of six Commercial Farmers Organization (CFO) with the aim of having small scale processing centres. MVIWATA also facilitated the Commercial Farmers Organization (CFO) to develop business relationships with other actors in the chain and support to village level which were engaged in primary processing of cassava flour. Another partner VECO played role of building the capacity of District CFO especially its formation to become a legal business organisation with the aim of playing a key role in marketing, bulking and value addition of cassava products for its members.

**Collective Marketing of Cassava products.** In order to deal with the market and cassava marketing issue the district council and its partners in cassava chain put their efforts on strengthening farmers' organization in order to make farmers to have common voice on bargaining for fair price of their produced cassava and cassava products. For that matter the district council in collaboration with VECO-Tanzania and MVIWATA were helping farmers in their respective wards to formulate and establish CFO in each village. A group of farmers undertook market surveys for various cassava products in Dar es Salaam markets including the supermarkets.

## 5.0 RESULTS AND ACHIEVEMENTS

**Adoption of improved agronomical practice.** As a result of above initiatives, there is a significant progress that has resulted from joint efforts of the government through DADPs program and these development partners. As a result of this initiative, farmers in the district have now adopted improved technical knowledge based on agronomic practices including de-stumping, deep tillage, and cassava cutting selection and planting the required plant population per unit area (more than 4,000 plants per acre). Consequently the production and productivity has increased tremendously from an average of 0.5-1 acre to 2 acres per farmer while the production has doubled to an average of more than 4 tons per acre compared to less than two tons per acre which was the district average before intervention.

**5.2 Cassava Multiplication Farms established.** Another area which shows great success to the district is establishment of five cassava seed multiplication farms which has four ha each at Njopeka, Misasa Hoyoyo, Kiwambo and Nyamato Tipu villages. About 20 ha were established with funding from FAO and VECO-Tanzania. Other partners involved in these multiplication farms includes Kibaha Root and tubers Research Institute and The International Institute of Tropical Agriculture (IITA) who in collaboration with community carried out actual multiplication of clean cuttings/seeds. The certification of produced cuttings as clean cuttings or seeds is done through Tanzania Official Seed Certification Institute (TOSCI).



*Seed multiplication farms*

**Cassava Processing Centres Constructed.** About six cassava processing centres that are totally farmers owned centre have been constructed. The following pictures show some of the cassava processing structures.



**Cassava Processing Structures**

Farmers were trained on the use of improved processing machines together with the support of processing machines. Cassava chippers and graters were provided through DADPs program, VECO – Tanzania, TAWLAE and SUA. This also encouraged and motivated them to adopt and use the improved technologies to increase value of their products as shown in the table below 2

**Table 5.2: Distribution of cassava processing facility by village and source in Mkuranga DC**

Source DADPs			VECO				TAWLAE			SUA			
Village	CH	GR	Village	CH	GR	MM	DR	Village	CH	GR	Village	CH	GR
Kitomondo	1		Misasa	1		1	1	Sotele	1		Tipo	1	
Njianne	1		Mamdimpera	1			1	Mwanambaya	1		Kilamba	1	
Magawa	1		Mamdikongo	1				Dundani	1	1	Nyanduturu	1	
Lukanga	1		Lupondo	1		1	1						
Njopeka	1		Kizapala	1	1	1	1						
Mkerezange	1		Tungi	1			1						
Sotele	1		Sotele				1						
Kolagwa	1												
Misasa	1												
Mkuranga	2												

NB: CH: for chipper GR: for grater, MM: for milling machines DR: for drying facilities. Unit -set (1 set comprised of 35 pieces)

**Strong Commercial Farmer's Organizations established.** By the time of publication of this case about 4 active CFO's had undertaken cassava flour business in the district. Due to the existence of strong CFO's, farmers succeeded to raise price for cassava flour from Tshs.300 per kilogram to Tshs. 1000 per kilogram.

**Quality of cassava products and packaging Improved.** This price above was achieved after improving its quality of cassava flour and cassava products as indicated in the inserted photo. Farmers in Mkuranga district now have their own identification which important in introducing and promoting their products in the markets by having packaging materials with logo; hence the farmers use it when selling their products. Samples of these packaging materials are shown in the photos bellow.



*Improved packing materials identified Mkuranga cassava product*

## 6.0 CHALLENGES ENCOUNTERED

Some of the main challenges encountered in establishing cassava value chain include:- Transport means. There is critical shortage of 121 motorbikes to cater for all field extension workers in the district. The district is huge and the terrain requires sober transport means to reach the communities. There is critical shortage of front line workers (50 extension workers) to facilitate community and other cassava producer groups. The number of extension staffs recruited is dictated by Central Establishment and empowerment permit which does not allow Mkuranga District to fill the staff gap in the short run.

There are low producer prices and extreme fluctuations of prices which tend to discourage production because most of farmers depend on the product prices of the previous season to make decision of current season in line with cobweb model. Pests' Infestations and diseases incidences make the situation worse. There is high infestation of diseases on cassava e.g. Cassava Mosaic Virus (CMD) and Cassava Brown Streak Disease (CBSD).

Low speed in forming the groups: Many farmers cannot afford to contribute 20% of the total production cost which is a prerequisite for every group member to enhance ownership. This condition somehow decrease rate of farmers joining in groups but it is assumed in the future it will pick up when famers start seeing the profits to members. Some farmers lack confidence especially at the initial point. There is a negative legacy left behind by former Cooperative societies whose members are still alive today. Some former cooperative members' are sceptical of joining the producer groups due the negative legacy left behind by former Coastal Union cooperative societies. Youth population is not motivated to engage in cassava production and value chain. In coastal area still the youths consider farming as low paying business hence many of them migrate to nearby urban and suburbs of Dar es Salaam city.

Delay of funds from central government: in most cases funds comes in during (off-season) which affects quality control activities of intended products. Most farmers are not prompt in responding to quality compliance. Quality is very important in value chain. Production volume does not match the market demand in Tanzania (small scale production). Groups processing cassava do not have Tanzania Food and Drug Agency (TFDA) certification.

Weak negotiation position by farmers due to lack of economies of scale, the farmers are not well equipped to handle collective marketing. High transaction costs for the traders due to small volumes traded per farmers. Lack of trust: there is weak trade relationship between farmers and other actors along the cassava market chain resulting from lack of trust among the actors.



## 7.0 SUSTAINABILITY STRATEGIES AND WAY FORWARD

In order to address the challenges encountered, Mkuranga District Council is currently engaged in the following:- Promotion of intensive farming so as to realize big volumes of crop yield from small land by using appropriate technologies. There is intensive facilitation of the establishment of cassava quality control centre for assurance of high quality cassava products.

Horizontal Learning: the Council has arrangements for exchange visits, farmers' field days and study tours for farmers and extension workers to share experience with successful farmers. The Council is introducing pests and diseases tolerant cassava varieties from within and outside the country.

In order to sustain cassava value addition, a large Market centre will be established at Vikindu village. There are efforts to involve more stakeholders in cassava value addition for example MUVI has shown interest to support cassava value addition and marketing to attract youth attention to engage in agriculture and generate income. Moreover, there are continued efforts of strengthening farmers' organizations. To organize farmers groups to engage in modern agricultural practices so as to increase production volumes, improve on the quality to add value, have linkage to markets and agro finance institution.

## 8.0 SECRET OF SUCCESS AND FACTORS FOR REPLICATION

**Stakeholders' collaboration.** Stakeholder collaboration is a very important aspect in establishing a value chain. As it is indicated in previous sections there are several stakeholders supporting farmers' initiatives in Mkuranga District Council Namely FAO, MVIWATA, MUVI, VECO, Research institutions such as Mikocheni Research Institute, Kibaha Roots and Tuber Research Institute, Naliendele Research Institute, Sokoine University of Agriculture (SUA). Others are the International Institute of Tropical Agriculture (IITA), Cassava Adding Value for Africa (CAVA). Other chain supporters also include the Small Industries Development Organization (SIDO), TFNC and TFDA on quality food certification. The synergy of stakeholders is very important in establishing any value chain.

**Strategic location of the district.** Mkuranga is strategically located close to product and input market in Dar es Salaam city. The city attracts client from outside to send products. The on-transit passengers passing along Mkuranga DC sometimes stop to buy the produce displayed on road-side markets, and hence they serve as market outlets for locally made cassava products.

**Effective facilitation.** Effective facilitation was a key aspect, since farmers need to be linked to improved Technology, market and training opportunities effective facilitation by committed facilitators was very important. For that sake Mkuranga DC strategically allocated Ward and Village Extension Workers in areas with high economic activities. Both extension workers and farmer groups are receiving capacity building from the development partners. Due to effective facilitation, the members of farmers group are linked to markets and can undertake independent market surveys in Dar es Salaam city.

**Committed LGA and RS leadership.** Mkuranga case, visionary leadership of Council director and political support are fundamental for thriving economic activities. In case of Mkuranga District Council, DED was excellent in promotion of social and economic ventures. Using her agricultural background personally she owned a multiplication farm where farmers could learn and get improved cuttings. For that matter she received support from regional leadership. In one instance, Regional Commissioner (RC) for Pwani

region volunteered to purchase and distribute grater machine to farmer group at Mpera hamlet in Hoyoyo village due to its good performance on establishment of cassava multiplication farm of 4 ha. It should be recalled that for successful local economic development, regional secretariat (RS) has great role to play in supporting lower levels of LGAs. Strong support of the District council, cooperation of local government officials namely (DALDO, WALEOs and VALEOs) was very important in working with community to solve emerging problems.

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