

OECD/DAC DONOR-Developing Country Dialogues on  
National Strategies for Sustainable Development

Country Dialogue Report for  
Tanzania

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## **List of Abbreviations**

DAC	-	Development Assistance Committee
IEC	-	Information Education and Communication
NGO	-	Non-Governmental Organizations
NSSD	-	National Strategies for Sustainable Development
OECD	-	Organization of Economic Cooperation and Development
PRA	-	Participatory Rural Appraisal
SACCO	-	Savings and Credit Cooperative Societies
SCAPA	-	Soil Conservation and Afforestation Project Arumeru
TIP	-	Traditional Irrigation Programme
UWATU	-	Umoja wa Wafugaji wa Tukuyu
VEO	-	Village Executive Officer
WCED	-	World Commission on Environment and Development
WDC	-	Ward Development Committee

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## **1. Introduction**

### **1.1 Background Information**

The National Strategies for Sustainable Development (NSSDs) programme is an effort at looking into the status of various strategies formulated in the Country after the 1992 Earth Summit in Rio de Janeiro, Brazil. The purpose is to establish the status of the strategies in terms of the content, approaches used to formulate them as well as the extent of implementation. It is anticipated that this process would result in developing guidelines on how Tanzania can formulate and implement better strategies for sustainable development and how donors can assist Tanzania in this initiative.

This report includes stakeholders' contributions which were made during the workshops held in Mbeya from December 1 to 2<sup>nd</sup>, 2000 and Arusha from January 25 to 26<sup>th</sup>, 2001. The report is divided into seven sections. Section one which is the introduction is followed by the conceptual understanding and a presentation of the conditions for planning for sustainable development in section two and three respectively. Section four presents the planning framework and section five presents information used in planning. The relationships between sustainable development and donors is discussed in section six. Conclusions and recommendations are provided in section seven.

### **1.2 Methodology**

#### **1.2.1 Study Coverage**

This study was divided into two phases namely, the Status Review and the Dialogues Process. In carrying out the Status Review, the strategy documents were collected and reviewed, and different stakeholders were interviewed on the respective strategies. This phase was completed and the final Status Review report came out in October 2000.

The second phase was the Dialogue Process, which was conducted in Mbeya and Arusha regions. During the process, key stakeholders were involved in discussing the status of the strategies, how to improve them and how to strengthen their impact on sustainable development.

#### **1.2.2 The Approach**

The following steps were used in conducting the dialogue process (Fig. 1).

- Step 1: Preparation of Interview Checklist
- Step 2: Identifying of Stakeholders for the Interview/Focus Group Discussion
- Step 3: Conducting Focus Group Discussion
- Step 4: Identification of Workshop Participants
- Step 5: Report Writing
- Step 6: Stakeholders Workshop
- Step 7: Compilation of Deliberations
- Step 8: Preparation of the Country Dialogues Report
- Step 9: Holding National Stakeholders' Workshop
- Step 10: Finalization of the "*Country Dialogues Report*"

After the dialogues held in Mbeya and Arusha regions, a National Stakeholders workshop was organised in Dar es Salaam in February 2001, to synthesize the collected views.

**Fig. 1: The Approach to Conducting the Dialogue Process**

<i>Step 1:</i>	<i>Preparation of Interview Checklist</i>
<i>Step 2:</i>	<i>Identifying of stakeholders for the Interview/Focus Group Discussion</i> Focus Group Discussions were conducted to stakeholders representing the following:- (i) NGOs (ii) Village community (iii) Traders/business community (iv) Religious organizations (v) Government officials
<i>Step 3:</i>	<i>Conducting Focus Group Discussion</i> Focus Group discussions were held with each of the above groups. In each group men and women were interviewed separately except for government officials.
<i>Step 4:</i>	<i>Identification of Workshop Participants</i> From each focus group, one or two persons were identified and invited to participate in the workshop in Mbeya and Arusha (Gender considerations were taken into account).
<i>Step 5:</i>	<i>Report Writing</i> A brief report reflecting major issues raised during focus group discussions was prepared. This report was then used as the basis of discussion in the respective workshop.
<i>Step 6:</i>	<i>Stakeholders Workshop</i> During the workshop, stakeholders (the same persons who were met during the interviews), were organized into focus groups. In Mbeya the groups were on the basis of the districts and in Arusha on the basis of villages. A Workshop Guide was provided to each group to assist group members to go through the issues and reach consensus in respect of strengths, weaknesses and recommended solutions. Each group presented its deliberations in a plenary, followed by discussion.
<i>Step 7:</i>	<i>Compilation of Deliberations</i> In each region, the group deliberations and plenary presentations were compiled into one document.
<i>Step 8:</i>	<i>Preparation of the Country Dialogues Report</i> The two documents (Mbeya and Arusha) were then compiled into one document: <i>Country Dialogues Report</i> , which was used for discussion during the National Stakeholders' Workshop held in Dar es Salaam.
<i>Step 9:</i>	<i>Holding National Stakeholders' Workshop</i> Participants to this workshop were identified during the Regional Workshops taking into consideration the area and gender representation.
<i>Step 10:</i>	Finalization of the " <i>Country Dialogues Report</i> "

## 2. Conceptual Understanding

### 2.1 Sustainable Development

The statement below from the *World Conservation Strategy* (IUCN/WWF/UNEP, 1980) appears to be the first actual attempt to defining “*sustainable development*”:

*“For development to be sustainable, it must take account of social and ecological factors, as well as economic ones; of the living and non-living resource base; and of the long-term as well as the short-term advantages or disadvantages of alternative action”*

However, the World Conservation strategy was frequently criticised for being concerned mainly with ecological sustainability rather than sustainable development per se. The most universally quoted definition is the one produced in 1987 by the **World Commission on Environment and Development** (WCED), also common by the name “**the Brundtland Commission**”.

**“Economic and social development that meets the needs of the current generation without undermining the ability of future generations to meet their own needs”.**

In the field, stakeholders found it equally difficult to define the concept of sustainable development as was the case with the strategies for sustainable development. Some stakeholders defined sustainable development as “*agriculture, health or education*”. A few defined sustainable development as that *type of development which involves both men and women and which takes into account the relationship between environment and poverty and utilizes natural resources wisely and sustainably*. In Mbozi and Rungwe Districts, for example, the utilization of bio-gas was cited as one of the sustainable projects in the rural areas. Through sensitization, the utilization of bio-gas is gaining popularity. This is because it has reduced greatly the women’s workload and provided room for regeneration of the forests.

### 2.2 Key factors to sustainable development

The following five points were identified by stakeholders as key to sustainable development.

The key factor is that the people must first understand:

- (i) *that development is important*
- (ii) *where they are in the level of development*
- (iii) *where they want to go*
- (iv) *what they must do to be able to reach where they want to go*
- (v) *that those who produce should know their importance in the development of others*

These five factors were considered by stakeholders central to sustainable development.

### 2.3 Indicators for Sustainable Development

On the question of important indicators for sustainable development, the stakeholders from the three districts in Mbeya and one in Arusha, and the respective regional headquarters gave somehow different responses. Variations of opinions on indicators

for sustainable development based on the field interviews are summarized in table 1 and 2 below.

**Table 1: Indicators for Sustainable Development in Mbeya Region**

Sn	Indicator	Mbeya Regional Secretariat	Mbozi District	Rungwe District	Mbarali District
1.	Growth of per capita income (Ward Bank)	✓	✓		
2.	To be able to obtain basic needs through the household income	✓	✓		
3.	Economic growth being greater than population growth	✓	✓		
4.	Improvement in social services	✓			
5.	Improvement of infrastructure such as roads, communication network, transportation and energy	✓			
6.	Capability of the stakeholders to plan and implement development plans	✓			
7.	Protection and conservation of the environment and natural resources for the future generations	✓	✓		
8.	The level of technology in production and provision of services	✓			
9.	Increase of the capability to conduct research and make use of the output	✓			
10.	Increase in the average life expectancy	✓			
11.	Decline in infant mortality rate	✓			
12.	Level of understanding in the community				✓
13.	Participation of the community at different levels including children		✓		✓
14.	Good governance, skills and knowledge				✓
15.	Contribution in development projects				✓
16.	Existence of by-laws and laws				✓
17.	Acceptance of a development project				✓
18.	Presence of passable roads and bridges throughout the year			✓	
19.	Increase in good nutrition			✓	
20.	Increase in the production and use of the bio-gas technology		✓	✓	
21.	Increase in the number of secondary schools			✓	
22.	Increase in agricultural production			✓	
23.	Good and permanent houses, use of traditional herbs in preserving food crops, use of natural and traditional fertilizers		✓		
24.	A good plan for land use i.e for agriculture, forestry, pasture and housing		✓		
25.	Crop marketing groups		✓		
26.	Participation of women in the village government (30%)		✓		
27.	Increase in knowledge of planned parenthood/child spacing			✓	



Out of the 27 indicators, 6 (22.2%) indicators (Nr. 1,2,3,7,13 and 20) were identified by two groups, the rest by a single group. There was no indicator for sustainable development which was identified by all the four groups.

The stakeholders from Arumeru district and Arusha Regional Secretariat also differed in respect of identifying indicators for sustainable development. The differences in identifying indicators for sustainable development is presented in Table 2 below.

**Table 2: Indicators for Sustainable Development in Arusha Region, 2001**

Sn.	Indicator	Ng'iresi Village	Oloitushula Village	Lekitatu Village	Regional Secretariat
1.	Environment protection	✓			
2.	Availability of social services	✓	✓		
3.	Availability of experts	✓			
4.	Business growth/expansion	✓			
5.	Project design (Energy saving store)	✓			
6.	Accountability of villagers and leaders	✓			
7.	Participation and acceptance of development projects in the area		✓		
8.	Increased income		✓		✓
9.	Presence of small groups which provide employment to the community (sustainable employment)		✓	✓	
10.	Good relationship between technocrats of the various sectors and the politicians			✓	
11.	Increase of viable production cooperatives e.g. primary societies, savings and credit cooperative societies (SACCOs)			✓	
12.	Increased life expectancy				✓
13.	Improved houses				✓
14.	Availability of clean and safe water				✓
15.	Increase of productivity				✓

Based on the table above, out of 15 indicators 3 (20%) indicators (Nr. 2, 8, and 9) were identified by at least two groups. The rest were identified by a single group only. The only indicator which appeared to feature in the four groups, that is two in Mbeya and two in Arusha Region is the “increase in income”. This appears as number 1 in table 1 and number 8 in table 2.

## 2.4 Strategies for Sustainable Development

A strategy for sustainable development comprises “a coordinated set of participatory and continuously improving processes of analysis, debate, capacity strengthening,

*planning, innovation and investment, which seeks to balance economic, social and environmental objectives of society”.*

This was another concepts, stakeholders found it difficulty to define. Nevertheless, there were those who viewed *strategies for sustainable development as those strategies which have been developed by the people themselves and which attempt to answer key elements of sustainable development in the society.*

Judging from the answers provided by the respondents, sustainable strategies can be summarized as “*strategies which promote activities and programmes which benefit both the present and future generations*”. The following were given by stakeholders as examples of strategies for sustainable development in Mbeya and Arusha Regions.

**(a) Mbeya Region**

- ❖ Protection of sources of water to ensure continuity in using it from the wells and the taps
- ❖ By-laws on the protection and conservation of the forests.
- ❖ Rehabilitation of Lake Tope and voluntary tree planting around the Lake.
- ❖ Sensitization on the importance of safe fishing methods.
- ❖ Contribution towards building schools and provision of desks for school children
- ❖ Knowledge on modern farming methods leading to increased production and productivity
- ❖ Rain-water harvesting

**(b) Arusha Region**

- ❖ Protection of water sources in order to ensure constant availability of water in the canals and water wells
- ❖ To sensitize the community to construct fish ponds and better ways of harvesting in order to improve nutrition and increase incomes
- ❖ Education on land conservation through building contours and planting trees.
- ❖ Agricultural project on traditional irrigation
- ❖ Land conservation project
- ❖ Oloitushula – HPI Project. This is a cattle project which puts emphasis on few animals whose milk yield is high. The project sensitizes the community to reduce the livestock herd for the purpose of improving the environment.
- ❖ Construction of improved houses
- ❖ Construction of energy saving stoves which use less firewood (Oloitushula and Ng’iresi)
- ❖ Expansion of primary and secondary schools

### **3. Basic and Necessary Conditions for Planning for Sustainable Development**

#### **3.1 Local conditions necessary**

During interviews, stakeholders (respondents) were requested to point out local conditions they considered necessary for the realization of sustainable development. Most of the conditions raised were those considered basic for making things work

better economically and socially. The environmental aspect was not explicitly stated (Tables 3 and 4).

**Table 3: Enabling Local Conditions for Planning for Sustainable Development in Mbeya Region**

Sn	Enabling Conditions	Regional Secretariat	Mbozi District	Rungwe District	Mbarali District
1.	Acceptance of the plans for sustainable development by those who have the capability to make them prosper/successful	✓			
2.	Community should be capable of understanding and using their right to participate in formulating plans for sustainable development	✓	✓		✓
3.	Politicians should not interfere with the plans for sustainable development	✓			
4.	Accessibility to rural areas	✓			✓
5.	Availability of resources	✓			
6.	Existence of technocrats with enthusiasm to implement their responsibilities through incentive schemes	✓			
7.	Capital for the stakeholders through contributions				✓
8.	Formulating laws and policies that take into consideration the interests of the stakeholders		✓		✓
9.	Transparency				✓
10.	Political will				✓
11.	Doing away with cultures and habits that prohibit development				✓
12.	Projects Management				✓
13.	Security and management of the people and their assets			✓	
14.	Knowledge		✓		
15.	Availability of assets and financial resources		✓		

Based on the table above, one indicator (Number 2) out of 15 was identified by three stakeholder groups, and one (Number 8) was identified by two groups. The rest were identified by a single group.

**Table 4: Enabling Local conditions for Plans for Sustainable Development in Arumeru District, Arusha Region**

Sn.	Enabling Preconditions	Ng'iresi Village	Oloitushula Village	Lekitatu Village	Regional Secretariat
1.	Involvement of the community from the level of the household by giving them training on planning	✓	✓		✓

	for sustainable development				
2.	Available resources (Human resource, Land, Good leadership and good politics)	✓	✓	✓	✓
3.	Availability of good infrastructure (communications – telephones, roads)	✓	✓	✓	✓
4.	Availability of technical staff with experience and expertise	✓	✓		✓
5.	Presence of peace and security	✓	✓		✓
6.	Availability of by-laws for sustainable development		✓		
7.	Villagers be sensitized on the concept of sustainable development				✓
8.	Availability of data in the villages to be able to know their needs			✓	✓
9.	Citizens should know the laws which govern them				✓
10.	Availability of good government at all levels				✓
11.	A law should be in place which states categorically that plans which do not involve the stakeholders are not valid				✓

Again, looking at the table above, one observes that two conditions (Number 2 and 3) were identified by all stakeholder discussion groups, three (Number 1, 4 and 5) were identified by three groups and one (Number 8) by two groups. The only condition which appeared to have weight in both Mbeya and Arusha discussion groups is that of “*accessibility to rural areas*” which is number 4 in table 3 and number 3 in table 4.

### 3.2 The Understanding/Knowledge of the Community on Sustainable Development

The understanding or knowledge of the community is one of the necessary conditions for planning for sustainable development. This can be achieved through social mobilization and sensitisation which has to be carried out by the leadership at all levels. When the key players and/or implementers have adequate knowledge on issues which affect their wellbeing and ownership, accountability and transparency is usually guaranteed. A few practical examples (1 and 2) are given below on what the community can do when they know their needs, problems and solutions. They were drawn from stakeholder consultations in Mbeya and Arusha regions.

#### Example 1: Measures taken by the Mbeya Region Community in Response to Understanding their Needs and Problems

##### (i) A Coffee Marketing Example given in Mbozi District

A group of coffee farmers have formed their own marketing club after having realized that they were being cheated by private coffee buyers. The *marketing club* is now producing very good high quality coffee. During the last marketing season they were able to sell their coffee at Tshs 1200 per kg. This price was higher than the purchase price which was offered to other farmers by more than 75%.

##### (ii) An Example of Fishing gear in Mbozi District

In another situation, the community was able to reinforce/enact a by-law to ensure that no illegal fishing gear is used for fishing in the Lake. The by-law was imposed after the community had discovered (understood) that the poor fish catch was due to the use of illegal fishing gear.

*(iii) An Example of Participation in Planning and Decision Making given in Rungwe District*

The planning cycle in many villages of Rungwe district starts with compilation of ideas by different planning committees such as Finance and Planning, Security and defence, Social Services, Health, and Education. These ideas are submitted and discussed by the village before calling for a village assembly to discuss and endorse the proposed plans. Evidence from Ndaga and Idweli villages in Rungwe district had shown that many times, good ideas and plans had been rejected by the villagers during the assembly not because they were bad ideas but due to the poor understanding of the community. Knowing that the good ideas were rejected because the community was not well informed, village leaders had in many occasions taken initiatives to mobilize and sensitize the village members before re-submitting the same proposals to the village assembly. As a consequence they have successfully been able to get support and approval of the same agenda which were previously rejected.

*(iv) An Example on Clean Water in Mbozi district*

In another incidence stakeholders were able to participate in digging water wells when they recognized that the supply of clean water could reduce health hazards and water borne diseases.

**Example 2: Measures taken by Arusha Region Community in Response to  
Understanding their Needs and Problems**

*(i) Oloitushula Village Land Conservation Project*

When the Soil Conservation and Afforestation Project in Arumeru District (SCAPA) started at Oloitushula village, some of the farmers were against the construction of contours in their farms on the grounds that they spoiled the landscape and beauty of their farms.

It was reported that this problem still exists although it has to a great extent been reduced. The reduction in the protest against contours has largely been due to the efforts of SCAPA and district officials with the help of village leaders and especially the traditional leaders (Laigwani). These leaders sensitized, persuaded and educated their fellow members on the advantages of constructing contours in their farms.

*(ii) Protection of Water Canals in Ng'iresi Village*

The Traditional Irrigation Programme (TIP) with the assistance from the district and the regional office do conduct training and sensitization on the better use of the water canals. This involves the protection of water sources, cleanliness of the canals, non-stoppage of the canals as well as avoiding unnecessary water spillover on the road.

Many successes in respect of fertile land which is suitable for agriculture, and operating canals with water throughout the year, is largely a reflection of the villagers' awareness on the importance of protecting water sources, canals etc. for themselves and for the future generations.

*(iii) An example of fish ponds and irrigation agriculture at Lekitatu Village*

The fish ponds project at Lekitatu village is about to die. Members of the project who are women know the problems of the project but they do not know how to solve them. These problems include: ants, thefts and destructive birds. But they think their biggest problem is first, lack of good leadership within the group. The second problem relates to the pulling out of the donor who has in the past been managing the project.

During the operation of the project a lot of fish was being harvested which provided nutrition and income to the members. After the donor had pulled out, the members of the project have been managing the project without following cooperative principles and their records have been kept secret. Despite the village government effort to advise them, the members continued to operate their activities without cooperation with the village. This attitude has led to poor performance of the project.

Contrary to the above situation, the rice irrigation farming which uses traditional irrigation in Lekitatu and Manyata, exhibits remarkable success. This is due to the fact that the villagers know the importance of water and the protection and maintenance of canals for their farms. The community in the two villages know very well that without water, they themselves and the future generations cannot survive.

### **3.3 Participatory Planning and Decision Making**

Participation of stakeholders in planning and decision-making can improve accountability, transparency, ownership of projects and other economic, social and environmental activities.

It was noted during consultations in the study districts (3 districts in Mbeya, 1 in Arusha) that there is poor participation of stakeholders in planning and decision making. It was remarked that this problem is one of the major causes of not being able to attain sustainability of projects and strategies in respective areas. A few examples from Mbeya are provided below (Example 3 and 4).

#### **Example 3: Examples Depicting the Importance of Community Participation in Planning – Mbeya Region**

(i) *An Example of Water Supply at Bagamoyo Ward, Rungwe District*

For a long time women in one of the localities of Bagamoyo Ward had to take a long time to fetch water. Two factors were mentioned to be the causes of this problem. First, was the long distance between the locality and the water source, and second, was the fact that the water pressure from the taps was very low and therefore it was taking very long to fill a bucket with water. Following this problem, women of the locality presented the case to their husbands and/or men in the locality who took the agenda to the chairman of the locality. Subsequently, the chairman called a meeting of the members, discussed over the issue and agreed to make contributions for a proper maintenance of the water pipe. The timeframe for contributions was specified and the money collected was used to buy water pipes and pay for labour. Today, women in this locality spend shorter time to fetch water<sup>1</sup> thus saving time for other more productive activities..

(ii) *An Example of Crop Levy at Ndaga and Idweli villages in Rungwe District*

During consultations, villagers of Ndaga and Idweli repeatedly indicated that the linkage between their village planning process and that of the district is very poor. Many examples were given but perhaps one case which was more striking is the fact that the Wasafwa who are the minority in Rungwe District and who reside in Isongole Ward where Ndaga and Idweli villages are, strongly feel that they are being marginalized and discriminated.

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<sup>1</sup> Many other examples of successful projects due to the use of participatory approach were given in Tukuyu and Ndaga village.

There are 30 wards in the district out of which only 2 are occupied by the Wasafwa while the remaining 28 wards are occupied by the Wanyakyusa. As a result of this demographic structure, the leaders of the district council who are democratically elected have always come from Wanyakyusa. Unfortunately, the electorates have not been keen to promote the 2 wards belonging to Wasafwa. The present system has completely isolated the two villages from the planning as well as the decision making process. Grassroot participation has been abolished and is no longer part of the vertical planning system as it used to be in the past.

Another example from the same area which shows lack of involvement of stakeholders, refers to the official collection of crop levy. The levy collection method required that each vehicle transporting 10 tons of any type of crop pays to the respective village Tshs 10,000, out of which 20% was retained by the respective village. The retention was for the purpose of ensuring benefit sharing. In practice the 20% retention of tax revenue has been withdrawn by the district council without the knowledge of the villagers. Also, villages are no longer allowed to collect crop levy, a change which has come without their consent. The district council had decided to put a road block in Isongole ward, and tax collectors from the district headquarters perform the tax collection which would otherwise be done by Isongole villagers.

There is also another episode in this ward. All vehicles carrying 10 tons of round potatoes are charged Tshs 30,000 while vehicles with 10 tons of other crops such as bananas are charged Tshs 10,000. This is claimed to be done with the motive of marginalizing the minority Wasafwa whose dependent crop is round potatoes.

*(iii) An example of building of teachers' houses at Rujewa Secondary school (Mbarali)*

Villagers strongly feel that they are not involved in the decision making as to how the project should be implemented.

#### **Example 4: Examples Depicting the Importance of Community Participation in Planning – Arusha Region**

##### *(i) Land Conservation Project in Oloitushula and Ng'iresi Village*

The success of the land conservation project and that of traditional irrigation which were discussed earlier, is due to the involvement of stakeholders from the beginning of the project. Most of the stakeholders who were interviewed in the two villages believed that the observed success is due to their involvement in the preparation and management of the project. It was pointed out that due to the knowledge of land conservation through contours and the planting of reeds, crop yields have increased needs from 2-4 tins of beans in 1990 to 3-4 bags in 2000. Maize yields have increased from 2-2.5 bags to 5 bags during the same period respectively.

##### *(ii) An Example of the Current System of Planning at the District and Village Level*



It was reported that one of the major causes of the failure of projects (or failure to provide benefit to many people for a long period) is the non-involvement of stakeholders in the identification and preparation of their “own” projects.

In principle the preparation of village projects is supposed to start from the bottom. Unfortunately, the “*bottom up*” approach has remained more at the level of rhetoric than actually putting it in practice. At the operational level, planning starts from the top and goes down to the village level “*top down approach*”. People at the lower levels are usually not involved in preparing plans. They are the receivers of decisions made at the district level.

This system of top-down, provides very narrow opportunity of attaining sustainable development. Often there are complaints from villages on how tax revenues are spent in preparing plans. Many villages are to some extent not involved in preparing plans because the fund allocated is only enough to meet expenses incurred during planning sessions which take place at the district level.

### **Education and Utilization of Capabilities**

Training was also mentioned by stakeholders as an important factor towards sustainable development. Training (education) and the economic growth particularly industrial growth or development are inevitable if sustainable development is the primary goal. Also important is the public or community confidence which can only be attained when the people have adequate training (education).

The available professionals are poorly utilized. Some of them have no employment and others are given/are appointed for jobs which are different from their professions. Majority of experts are not given on the job training, which could have improved their efficiency tremendously. This is another constraint to sustainable development.

### **Relationship between Institutions and Different Sectors**

The existing institutions are poorly coordinated. This is another constraint to sustainable development. There is a need for frequent consultations among institutions to address the problems of overlapping roles and duplication of efforts.

#### **3.4 By-Laws**

In order to implement successfully plans, strategies and projects, the respective laws must be understood, followed and respected. In other words, it is important that the law prevails rather than being prevailed.

By-laws are some of the issues, which stakeholders pointed out being important in realizing sustainable development. At the village level, by-laws are used to assist the implementation of policies, projects and resolutions, which have been concluded and agreed by the community. A good example is that of Oloitushula village where the following by-law is set. The by-law says, “*any member of the village who neglects to pay the agreed contribution for a particular development project, is obliged to pay a goat, sheep or cow*”. What, really happens is that the respective committee simply goes to the person and takes the required animal which is then sold. It was reported that this arrangement has made it easy to collect contributions for constructing schools.

Likewise, contributions for school desks have been easily collected. The following examples show how by-laws assist development activities in the rural areas:-

- (i) *By-laws to protect children's rights.* For instance in Oloitushula village, every child who reaches the age of being able to read must be send to the kindergaten. Attending kindergaten is the criteria which qualifies a child to be selected to standard one. If a parent violates this law s/he is fined or his/her livestock taken away.
- (ii) *The health strategy of Oloitushula village.* Every household in Oloitushula village is obliged to have a toilet and it must be used. Regular inspection is made to make sure that the toilets are utilized by all members of the family. If it is discovered that the toilet is not adequately used, the respective household is fined Tshs. 5000. Those who do not have a toilet are fined Tshs. 10,000. This strategy is assumed to ensure the presence of good health within the community.

In Ukwile village, Mbozi District there are 3 groups that have the responsibility for sustainable development. One of them is *Ukwile Group*, which is responsible for the conservation and protection of the forestry. The remaining 2 groups are *Songambele Group* and *Chimbuya*.The activities of each of these two groups are briefly described below:-

(a) *Songambele Group*

This group is responsible for ensuring the sustainability of Lake Tope. The villagers are sensitised on modern fishing methods and are made aware of the shortcomings of dangerous fishing methods. They are rehabilitating the source of water by planting trees.

(b) *Chimbuya Group*

This group is responsible for the rehabilitation of the wells and their protection against destruction. The rehabilitation is done by constructing foundations around the wells and planting trees.

The villagers of Ukwile have by laws which govern them against immature tree cutting, bush fire, illegal fishing gear and mis-use of the canals.

### **3.5 Peace and Security within and Outside the Country**

Sustainable development is a dream if the security of those who implement strategies, projects and plans is non-existent. For example, if there is no security, the businessmen and women would not be able to move their products to the markets. Likewise, farmers would not be able to move their crops and buy inputs for fear of being attacked. Such acts affect development activity in the country. Further, security outside the country that is along the borders and in areas where refugees have settled is extremely important for achieving sustainable development. No business activities can take place when the country is at war. This is because war forces people to flee, abandon their homes, projects and development activities.

### **3.6 A market**

Production has no meaning if there is no market for the products. For this reason there is a need of having good markets for the products, produced by different projects. Strengthening of the infrastructure would facilitate movement of products from surplus areas to deficit areas, such as from Sumbawanga to Mtwara.

### **3.9 Sensitization of the Community**

Sensitization of the community is important in planning for sustainable development. Sensitization assists the community to understand the importance of planning, and participation in the preparation and implementation of projects.

### **3.10 Good governance and Expertise**

Good governance and availability of expertise at different levels starting from the village ensures good politics, productivity, income, employment, development and sustainability of strategies in the community. Development and sustainable projects at the village level require leadership with a vision and wide knowledge. This is important for being able to conduct advocacy and properly supervising the implementation of development projects at the village level. Further, expertise, working facilities and inputs, are very important at all levels especially during preparation and implementation of plans and projects.

In practically all villages, complaints were made in respect of low relationship between the village and the districts during the preparation of plans. Most villages have high demand for planning capabilities and the possibility for solving the problem in the near future appears remote. In Ng'iresi village, the youth are lacking training on how to manage group projects.

Relatedly there is the issue of good leadership. In Rungwe there is a group called "*Umoja wa Wafugaji wa Tukuyu (UWATU)*" which has organised itself on cooperative basis for the purpose of selling livestock products. The group has expanded its services to include a transport project and the selling of farm inputs. The success of the group has been attributed to good leadership.

## **4. The Planning Framework**

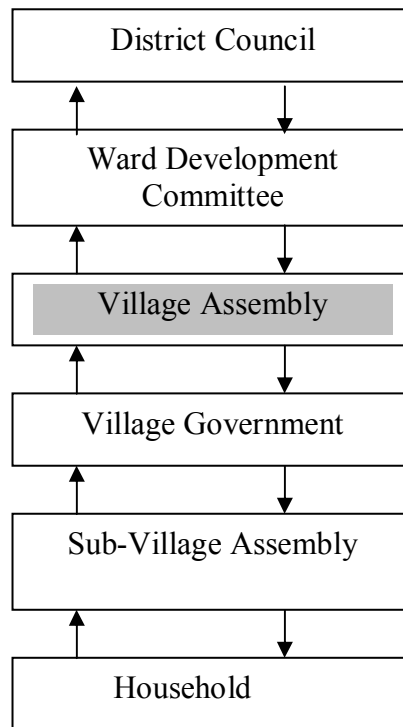
### **4.1 The Current Planning Process: The Steps at Village, Ward and District Levels**

#### **4.1.1 The Current Steps and Activities in Planning**

The District Planning Process is reported to start from the sub-village (Kitongoji) moving upwards to the Village Government, Ward Development Committee and finally to the District Full Council which makes final decisions.

There is no difference in the planning process between Mbeya region and Arusha. Both regions plan from the village level moving upwards to the District council as shown in Fig. 2 below.

**Fig 2: Planning Flow Chart Showing Different Planning Stages (Levels)**



The above defined structure has existed for more than two decades and consists mainly of three committees which are instrumental in development activities at the local level. These are:-

- (a) The Finance and Planning Committee
- (b) Social and Economic Services Committee
- (c) The Security and Defence Committee

Of interest to know was the “process” of the planning, that is how the “*plan*” is actually prepared at the grassroots before it moves to the higher levels. While in some places the planning process is well described by the fact that there are village assemblies that consist of all villagers of over 18 years of age, males and females; in some places the process is still undefined.

Where the planning process is well defined, new ideas normally emerge from different planning committees. After discussing thoroughly, the agenda is then tabled to the meeting for discussion. The consensus reached in village assemblies culminates into identification of key problems and solutions and ultimately the formulation of projects. It is important to note here that some of the ideas taken on board by the village planning councils originate from informal group discussions, for example, during taking beer/local brew. In such gatherings some important issues of concern are raised, discussed and finally taken on board.

Deliberations of the village assembly are then forwarded to the Ward Development Committee where the village chairpersons and the Village Executive Officers (VEO) are members. As mentioned above, in places where the planning process is not well defined, the issue of participation is still questionable. This is a problem in most sub-

urban areas where non-involvement of the stakeholders in the planning process appears to be a common phenomenon.

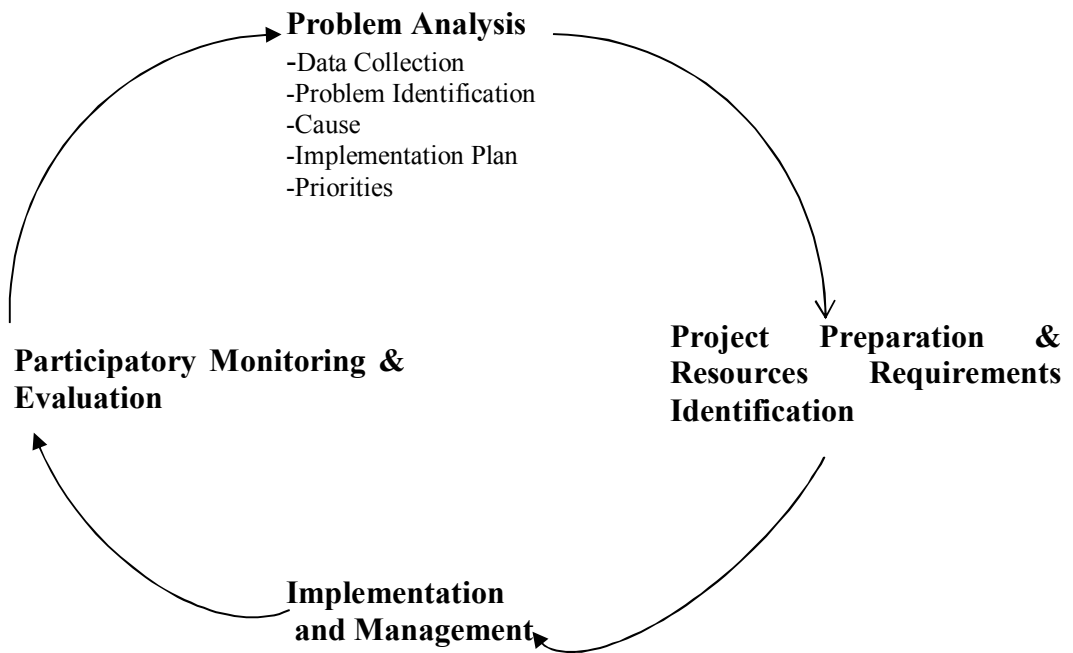
In Mbozi District where *Tanzakesho Programme* is operating, the planning cycle in the programme areas has the following stages (Fig 3).

- (i) Problem identification
- (ii) Preparation of projects and resource requirements
- (iii) Implementation and Management of projects
- (iv) Participatory Monitoring and
- (v) Participatory evaluation

Stages (i) and (ii) have been carried out in a participatory manner in all the wards where *Tanzakesho* operates. In view of the strong participatory nature of the *Tanzakesho Planning Cycle*, the District authorities are planning to adopt the system in preparing all ward plans (*Mpangokata*).

In Arumeru district the planning process is conducted in a participatory manner in one division. It uses the *Participatory Rural Appraisal* (PRA). This approach which is a catalyst in the planning process has started being used in three (3) wards namely, Olkokola, Oldonyo Sambu and Olturiment. The aim is to use this method in the planning process in the whole district. The main constraint that limits this goal being attained is the lack of financial resources and technical expertise.

**Fig 3: The Proposed Planning Cycle at a Local Level: TANZAKESHO Model**



#### **4.1.2 The Proposed Steps and Activities in Planning for Sustainable Development**

The important and necessary steps in planning for sustainable development are:-

- ❖ To involve the community from the household level in formulating projects for sustainable development
- ❖ To use the available local resources in developing projects for sustainable development

##### *The Sub-Village Level*

- ❖ To discuss the problems at the sub-village
- ❖ To prioritise and analyse the problems that are within their limit
- ❖ To submit their suggestions to the village according to their importance

##### *Village Level*

- ❖ To receive development plans from different sub-villages
- ❖ The village to access its resources in relation to the needs of the sub-villages
- ❖ To hold the village assembly
- ❖ To accept projects according to their importance and linkages with other projects
- ❖ To prepare the implementation and supervision timetable
- ❖ To prepare resource requirement and budget

##### *Ward Level*

- ❖ To receive projects from the villages
- ❖ The WDC discusses and analyses the village projects
- ❖ To accept projects taking into consideration the district guidelines
- ❖ To prepare implementation timetable
- ❖ To evaluate the projects

- ❖ To submit suggestions to the District

#### *District Level*

- ❖ To receive suggestions of projects from different wards
- ❖ To improve and to merge the projects which are similar or depend on each other
- ❖ To prepare budget
- ❖ To discuss in the district council meeting the suggested projects
- ❖ To authorise projects that have been suggested for that year.

## **4.2 Participation in Planning and Decision Making**

We have pointed out above, that planning starts at the Sub-Village (*Kitongoji*) where all residents who are 18 years and above participate in generating ideas and preparing a sub-village plan. However, the process of getting a Sub-Village plan was not very clear. Three people, namely the Chairperson and 2 other persons who are appointed by the Chairperson form the Sub-Village committee. The committee is then responsible for forwarding the plan to the Village Government.

The Village Government, constitutes 25 members. Out of which 30% are women. The village government then compiles the Sub-Village plans into a village plan. In the Village Government the sub-villages are represented by their respective chairpersons. The compiled village plan is then tabled to the village assembly for endorsement and approval before it is submitted to the Ward Development Committee (WDC). All Village Government Chairpersons are members of the WDC. The WDC then compiles all village plans, into a Ward Plan which is then endorsed and submitted to the District Council.

This planning process is more so in the rural areas where mobilization and sensitisation appears to have made a positive impact. In the urban areas, the situation is different because participatory approach is not practiced. Leaders of the urban dwellers are reluctant to initiate mobilization and sensitisation activities because they fear to be held accountable and/or responsible by the more knowledgeable urban people. The urban residents are more knowledgeable; they know their rights and cannot be manipulated easily. Since the urban local government leaders are aware of the status of the people they lead, they do not encourage interaction with them reportedly in order to hide their dubious activities thus protecting their personal interests.

Ownership, accountability and transparency are almost absent in the urban areas and therefore participation is suppressed. This is mainly the problem with urban grassroots and urban middle level e.g. at district as well as regional levels. The urban higher level category/group is to a greater extent free from this bottleneck.

Apart from the “*Tanzakesho planning system*”, the traditional planning system exhibits very low participation in practice. This is the major weakness of the system. However, its strength lies in the fact that *it operates in a well-defined structure and it has already some basics of community participation in place*. As such most stakeholders were of the opinion that despite weaknesses in the traditional planning system, it is still the best so far. This is because it provides a clear and convenient opportunity to all eligible members of the village to participate fully in both the planning process and decision making process. Some improvements are certainly required to make it truly participatory.

### 4.3 Strengths, Weaknesses and Linkages of the Current Planning Process

Stakeholders were also requested to identify weaknesses, strengths and linkages of the current planning framework. The following were the main areas of strengths and weaknesses of the system and how the local planning system is linked to the higher level (Table 5 & 6).

#### *Strengths of the Current Planning Process*

**Table 5: Observed Strengths of the Current Planning Process**

	<b>Observed Strengths</b>	<b>Mbeya Respondents</b>	<b>Arusha Respondents</b>
(i)	The efforts have started to strengthen: “Participatory Approach” in planning	✓	
(ii)	The top-down planning approach is less costly, less bureaucratic and easy to implement	✓	
(iii)	The top-down approach minimizes political wrangle	✓	
(iv)	To a lesser extent there is some degree of grassroots participation. For example people are involved in formulating their own by-laws		✓
(v)	There is local resource contribution in different projects		✓



## *Weaknesses of the Current Planning Process*

**Table 6: Observed Weaknesses of the Current Planning Process**

<b>Sn.</b>	<b>Observed Weaknesses</b>	<b>Mbeya Respondents</b>	<b>Arusha Respondents</b>
(i)	The grassroot and/or target population is not fully participating in the planning process. This is partly because officials (experts) at district as well as regional level have the tendency of preparing the plans for the people, instead of improving the grassroot planning capacity and let them prepare the plans on their own.	✓	✓
(ii)	The current planning process takes too long to be accomplished thus delaying the key decisions	✓	
(iii)	It encourages unsustainable projects and programmes	✓	
(iv)	In some cases, particularly where the top-down approach is practised, ideas are imposed from the top	✓	
(v)	Many projects do not consider stakeholders' priorities	✓	
(vi)	The planning system does not consider the existing and/or available resources	✓	✓
(vii)	The spirit and/or tradition of voluntary services is disrupted	✓	
(viii)	Poor project management after its commencement	✓	
(ix)	Participation in the current planning system does not take into account the gender balance		✓
(x)	Poor education background among members of the local communities		✓
(xi)	The leadership does not produce and submit reports such as income and expenditure reports in time		✓
(xii)	Political interests override economic interests in many of the projects		✓
(xiii)	Most of the promises made at higher level i.e. district, regional as well as national levels are not fulfilled e.g. promises on road construction and land distribution		✓
(xiv)	Donor dependent projects		✓
(xv)	Many projects targeting (benefit) the minority, crowding out the majority		✓
(xvi)	Poor monitoring and evaluation		✓
(xvii)	Many projects are not implemented in time		✓

### ***Planning Linkages***

The linkages between the local planning level and higher planning levels are evident mainly through the following channels:-

- Through feedbacks which are sent by the higher authorities to the local level although in most cases they are delayed and sometimes not sent at all.
- Through the material support and expertise delivered by district authorities to the local levels.
- Through notifying higher authorities on e.g. natural calamities
- Through participation of some members of the village government in higher level meetings.

Through the assistance which is provided by the district councils to the villages e.g. equipment, expertise, etc.

Through the existing vertical planning system when the grassroots (village) plans are submitted to the ward and later on to the district councils

These are examples of existing linkages between villages and higher planning levels. Such linkages are said to strengthen the relationship and communication between different planning levels, particularly when the grassroots level gets feedback through their representatives.

#### **4.4 Constraints Towards Planning for Sustainable Development**

Several factors were pointed out as constraints to planning for sustainable development. The most critical ones are discussed in the following sub-sections:-

##### **4.4.1 Planning Capacity**

The planning capacity at both local and district level was reported to be low, inadequate or completely lacking. The capacity referred to by stakeholders was that of human resource, finance, institutional framework and infrastructure. The human resource deficiency was reported to be observed at the level of education of the leadership, the community and entrepreneurs. This situation has given room for political interference and for leaders being less accountable. Most of the leaders have very poor knowledge and expertise in preparing projects, budgets and in conducting project evaluation.

The problem of financial capacity was referred to weak resource base and the inability to exploit the available local resources. This weakness is particularly serious during plan implementation. Many of the good plans and projects have tended to fail due to inadequate funds.

The institutional capacity problem is due to lack of effective coordination, sudden changes in the organizational set up of the government, slow implementation of the reform process and frequent staff transfers. On the other hand, weakness in the infrastructural capacity is explained by the lack of the necessary working equipment.

In the planning cycle itself, the areas which were identified to have serious capacity problems were, *project preparation/formulation, implementation management, monitoring and evaluation, and budgeting*. These areas are still very weak. They need to be strengthened if the designed projects are to be sustainable.

A total of five broad areas were identified as deficient in capacity in the planning cycle. These areas are summarized in table 9 below:

**Table 9: Capacity Building Demands in the Planning Cycle**

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<b>Sn</b>	<b>Areas requiring capacity building</b>
(i)	Project formulation and how to budget the required resources at the following levels: district, ward, village levels (Technical know-how)
(ii)	Project implementation and management, in terms of resources, finance, education at district, ward and village levels
(iii)	Project monitoring and evaluation – district, ward and village levels (Technical know-how)
(iv)	Mobilization of the community so that they have the knowledge of identifying their needs, problems that surround them, analyse and find solutions (knowledge).
(v)	Empowerment of women involvement in planning, implementation and decision making so as to increase efficiency in different activities and projects

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#### **4.4.2 Rhetoric and Community Participation**

The preaching on *bottom-up planning* has been going on for many years. In practice the *top-down approach has been dominant*. This is because most planners were/are trained in top-down approach. They are used to the approach and they believe in it.

In discussing with planners who advocate top down approach, the following arguments were presented as to why they thought the “*top-down approach*” was superior to the “*bottom-up approach*”.

- (a) It is less costly
- (b) It reduces conflicts between the technical staff and politicians of the respective area in the district. The main issue here is that because of non-participatory nature of planning, there are no promises made or false hopes built to the community.
- (c) It provides an opportunity of dealing with only critical issues/needs/problems of the community (*Planners assume that they know all the needs and problems of the community*).
- (d) It is possible to implement only those projects, which are economically viable, socially desirable and environmentally friendly.
- (e) It is easy to defend the proposed projects in all the committees of the Council.

Probably there are many “*planners*” in Tanzania who share the above ideas. We have no reason not to believe the presence of such planners all over Tanzania because the above facts were given by the planners themselves. It is probably high time that two critical decisions were made in respect of local level participatory planning:-

- (a) that courses on participatory planning were conducted for all planners and sector heads
- (b) that an official declaration is made that participatory planning is the approach to planning in Tanzania. For the declaration to be effective, a law needs to be enacted and passed to ensure its enforcement.

If these two decisions are not made, planning for sustainable development will be like the old Swahili saying which reads “*kumpigia gitaa mbuzi*” (playing a guitar to a goat).

#### **4.4.3 By-passing the urban population in participatory planning for development**

When discussing with the business groups in Mbozi and Rungwe, a concern was raised regarding their not being involved in the planning process. They feel more informed about national development issues than the rural sector because of their advantage of access to both electronic and print media. And yet their contribution to planning for development is practically nil. They argued that if this was done, they were sure of increased efficiency, effectiveness and accountability in the implementation and management of plans.

### **Guided Participation**

There are donor supported projects which are brought into the country as pre-manufactured projects. These are in form of ideas and technical assistance. They are defined as projects which have been started in a participatory manner when in the actual sense they have started under the banner of “*guided participation*”.

#### **4.4.5 Changes in Government Policies and Set up**

Changes in government policies and set-up have also an impact on planning for sustainable development.

Other constraints in Planning for Sustainable Development which were identified by stakeholders during consultations are summarized in Table 10 below.

**Table 10: Constraints in Planning for Sustainable Development**

<b>Sn.</b>	<b>Constraint</b>
1.	Unbearable and excessive poverty
2.	Lack of support from decision makers
3.	Community not knowing their right in participation during planning for development
4.	Politicians’ interference in the plans for sustainable development
5.	Difficulties in promoting development in villages
6.	Lack of resources
7.	Lack of enthusiasm from the technocrats due to lack of incentives
8.	Lack of capital
9.	The weather condition
10.	Lack of adequate skills and knowledge
11.	Low technology
12.	Inadequate infrastructure
13.	Laws that do not take into consideration the stakeholders’ interests
14.	Policies that do not take into consideration the stakeholders’ interests
15.	Corruption
16.	Tough/difficult conditions from donors
17.	Lack of political will
18.	Culture and habits that are not good and gender discriminating
19.	Inadequate information about plans (research)
20.	Unavailability of inputs that are of good quality
21.	High cost of production compared to crop prices
22.	Lack of reliable market for selling crops that are produced within the district
23.	Low government budget
24.	Poor coordination in development plans

## 4.5 Strategies for Planning for Sustainable Development

During the interviews and particularly during the stakeholders' workshops in Mbeya and Arusha, stakeholders suggested different strategies for sustainable development. These suggestions are presented in tables 11 and 12 below.

Table 11: Proposed Strategies for Sustainable Development in Mbeya Region

Sn	Strategy	Regional Secretariat	Mbozi District	Rungwe District	Mbarali District
1.	Provision of education/knowledge to the village community and the officials	✓	Agreed with the report		Agreed with the report
2.	Improving policies and targetting them at participatory planning	✓			
3.	Alleviating poverty through " <b>Ward Plan</b> " ( <i>Mpangokata</i> ) whose ultimate goal is to alleviate poverty by involving the community	✓		✓	

**Table 12: Proposed Strategies for Sustainable Development in Arusha Region**

Sn.	Strategy	Regional Secretariat	Ng'iresi Village	Oloitushula Village	Lekitatu Village
1.	Participation/involvement of the beneficiaries in problem identification and implementation of the solutions		✓	✓	
2.	Ensure that there is adequate resources required for implementation of the plans		✓		
3.	Work on realistic and implementable plans		✓		✓
4.	Elect good leadership. A need to specify a limited leadership term e.g. 10 years		✓	✓	
5.	Organize training for the beneficiaries		✓		
6.	A planning system must be clear and understandable				✓
7.	A need for implementation time frame (framework)			✓	✓
8.	A need for mobilization and sensitization of the communities				✓
9.	There is a need to fully involve people in preparing their development plans	✓			
10.	Ensure sustainable utilization of existing resources	✓			
11.	The government needs to pass a law which nullifies any development plan/strategy which is not participatory	✓			
12.	Development plans should not fully depend on foreign assistance	✓			
13.	We need to have experts of different talents and/or professions	✓			
14.	The central government needs to allow the lower levels e.g. district councils and villages to collect some of the taxes so as to improve their financial capacities	✓			

There is very little similarity in the identification of strategies for sustainable development planning in the two regions. What appears rather similar conceptually is strategy 1 and 2 in Mbeya region and 5, 9 and 11 in Arusha region. Generally, the outlook towards strategies for sustainable development planning appears to be quite different within communities and between communities.

## **5. Information for Planning**

### **5.1 Type and Source of Information for Planning**

The type of information (data) which is generated at the lower level and commonly used during plan formulation included the following:-

- ❖ Production levels of agricultural products, livestock, natural resources, minerals etc
- ❖ Social services delivery
- ❖ Conditions of the infrastructure
- ❖ Income and expenditure
- ❖ Population by age and sex
- ❖ Household income
- ❖ Area of the village and ward
- ❖ Available natural resources
- ❖ The natural environment
- ❖ Availability of resources locally
- ❖ The natural environment
- ❖ The number of students (pupils), classroom, teachers, etc
- ❖ Population growth rate
- ❖ Number of medical doctors, hospitals and/or health centres, patients, equipment etc
- ❖ Administrative units
- ❖ Size of farming land
- ❖ Number of animals (livestock) e.g. cow, goats, sheep, chicken, pigs etc.

In practice such information is obtained from the village records and from household units. When such information is non-existent, emergence surveys are conducted.

## **5.2 Utilization of the Information in Planning**

Most of the information generated at grassroot level is utilized in the formulation of the development plans. At the village level the main user of these information (data) are the sub-committees e.g. Village Finance and Planning sub-committee. This Sub-committee discusses such information to improve the grassroot ideas before they are submitted to the village assembly.

In discussing with Arumeru district officials on the issue of village data, they expressed dissatisfaction on the accuracy and reliability of the information, particularly data on population which is usually based on estimates. For example the district has 120,000 potential tax payers but officially only 60,000 people pay tax. The rest are unaccounted for. This is a loss in tax revenue. In this regard the district authorities emphasized the importance and urgency of the National Population Census exercise because its data is much more reliable than those coming from the lower levels

## **5.3 Decision Making during the Planning Process**

There are priority areas and criteria, which are considered during the planning process. They include the income levels of the people, level of understanding of the people, the available resources and the impact of the decision on food security. As for the availability of resources, distinction is made between local and external sources. The final decision on the priorities and other important issues is left with the village government executive committee.

Other considerations are health, children's education and requirements of the old people. At the local level, decisions were reported to be made on the basis of the villagers' ability to perform the activities themselves. Those activities which were within the ability of the villagers' available manpower or material resources e.g. sand, stones, logs, water, were given priority. Those that required monetary contributions could be shelved until the harvest time. The villagers would then forward the plans which were beyond their means to the ward level for assistance from the district council. For example in Isongole Ward, Rungwe District the construction of the road from Idweli to Ngumbulu was assisted by the district authorities. In Igurusi, Mbarali District, the completion of the primary school buildings was made possible by the assistance from the Mbarali District Council.

## 6. Sustainable Development and Donor Assistance

During consultations, stakeholders appeared rather disturbed by the whole issue of donor support. They pointed out that most rural people are small-holder farmers and livestock keepers who are very poor. It was estimated that in Usa River and Tengeru villages in Arusha Region approximately 60% of the villagers are absolute poor. So when a discussion was held as to "*whether aid has brought any significant improvement to their living standards*"; most of them thought the gains received from aid is very small. This was said in comparison to "*what they hear*", that is Tanzania has a huge debt to pay and that it receives enormous donor support. When further asked "*why they thought aid has not brought any benefit to them*", the answer was "*look at the people: their economic and living conditions tell for themselves, they are very poor*".

Some reasons were given as to why aid has not had any impact in eradicating poverty and that even in future it will not, if the current system of receiving and utilizing it would continue as it is now. The reasons given were divided into two groups:-

- (a) Problems which are caused by Tanzanians themselves. These included the following:-
  - (i) not putting into consideration the issue of "*sustainability of projects*"
  - (ii) the target group not owning and not having the decision for their "*project finances*"
  - (iii) the target group being foreigners during project preparation and sometimes even during implementation of their own projects.
  - (iv) Aid not reaching the target group; in other words the "*target group*" is "*not targeted*".
  - (v) Project managers
- (b) Problems which are caused by donors themselves. They include:
  - (i) not putting into consideration the issue of "*sustainability of projects*".
  - (ii) to consider "aid" as a *project or activity*" which must be "*sustainable*". If that is the case, logic would tell that aid should always lead into "*sustainable poverty*"
  - (iii) the recruitment of expatriates for the donor projects does not take into account of the availability of local expertise e.g. recruiting "*a water technician*" when local technicians are available within the country.

In general, most stakeholders were of the opinion that "*aid*" is full of problems. It was remarked that "*aid*" which is brought in the country is one of the major causes of



poverty and inability for Tanzania to pursue sustainable development. The country has continuously received considerable aid money for the past 40 years of independence, nevertheless poverty has worsened over the years and donor projects have failed to benefit the target group. At best, aid has managed successfully to cause “*sustainable poverty*” in the country.

Related to the above issues is the concept of “*a Project*”. The concept is associated with lots of money, huge salary, big cars, super spending, super life, non-accountability etc. To many project managers “*a project*” is considered a short-term rare opportunity or “*golden opportunity*”, which ends with the winding up of the project. It also means that the post of a manager “*ceases*” when the project “*ceases*”. This perception has led many leaders and managers of projects to misuse project’s resources by accumulating wealth before the end of the project’s period. This has contributed to the failure of many projects, and thus making aid not beneficial to the target population.

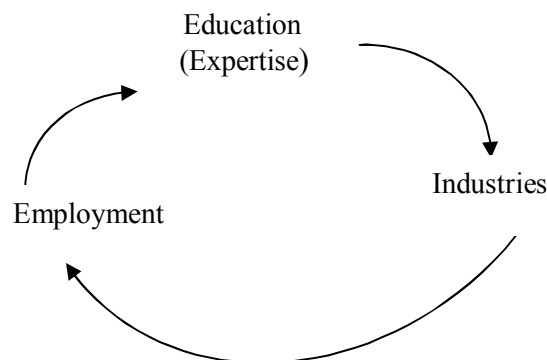
Stakeholders also pointed out that there were some basic problems with the donors themselves. It is no secret that “*donors*” who are “*our partners in development*” benefit immensely from the projects’ just like the “*Tanzanian manager*” by accumulating wealth out of the projects’ resources. In this circumstance it is presumed that “*donors*” favour that aid continues and that it forms part of their life. This is evidenced by the fact that despite knowing the weaknesses of aid and the implementation of donor supported projects, donors do not vigorously wage war against such vices.

Another issue relates to the management of the projects. Most projects when brought in the country, donors prefer managing them themselves without involving Tanzanians right from the beginning. Consequent to this, projects collapse when local managers take over, for the simple reason that they are not properly prepared to manage them.

As a contribution to the initiatives of reducing poverty and dependence on aid, stakeholders made the following proposals:-

**(i) Put more emphasis on education and industrialization**

These two factors, namely education and industrialization must always go together because they operate in synergy/tandem as indicated in the circle below:-



The circle shows that when you produce expertise/skilled labour, you must have industries to employ them. And as the industrial sector grows, diversifies and uses

more new technologies more demands are made for more labour of different skills and capabilities. These required capabilities must be produced by the education sector. The circle then continues.

***(i) Exhibit self-confidence***

This situation was reported to exist within the community if the following conditions are in place:-

- (a) a large proportion of the population is educated (not only reading and writing). However, confidence building has to start right from primary schools where pupils are given challenges and are conditioned to think on how to solve those challenges.
- (b) The availability of employment. The stakeholders argued that the degree of confidence increases with employment status. It is higher in those people who are employed than the unemployed.

***(ii) Create attractive environment for Private Sector Investment***

Tanzania must create enabling environment which has a big attraction for investors from both within and outside the country. It was remarked that currently the transaction costs are still too high to attract serious investors.

***(iv) Assure Commodity Markets***

It is important that producers of all types of commodities are assured of internal as well as export market.

***(v) Existence of Pressure of the Market (Competition)***

It is important that there is “*pressure of the market (competition)*” in the entire chain of activities which includes production, marketing and services. Lack of pressure of the market, causes business transactions and services to be expensive, and people are neither afraid nor do they condemn negligence, wastefulness, laziness etc.

In taking into account of the above facts, stakeholders were of the opinion that the major purpose of aid should be to act as a catalyst where it is necessary. Also important in this regard is the involvement of stakeholders right from the early stages of project/programme preparation. This will enhance sustainability of the projects. Based on the above discussion on the relationship between donor support and sustainable development, proposals were presented in the following sections on what Tanzania and donors need to do in order to enhance the process of planning for sustainable development. These issues are briefly presented below:-

**6.1 What Tanzania needs to do**

***(i) Leadership Duration***

There should be a maximum time limit for all leadership post levels at village, ward and district level (maximum period of 10 years)

***(ii) Empowering women and youth***

- (a) In communities where traditions and customs marginalize women, advocacy programmes which show the importance of involving women in planning for sustainable development should be conducted
  - (b) The system of planning for sustainable development by age groups should be abandoned. Conducting information, education and communication (IEC) would be important in this regard.
- (iii) *Government obligations and initiatives*
- (a) Government should fulfil timely its promises made in respect of contributing towards development projects
  - (b) Government should make efforts of assisting local authorities and regional secretariats by strengthening their infrastructure for the purpose of providing enabling environment of preparing plans for sustainable development
  - (c) Government should honour stakeholders' priorities when submitted to the respective ministries or Task Forces
  - (d) The government should have a system of registering all donor supported projects. This exercise could be done possibly by the Planning Commission
  - (e) Government should accept projects whose sustainability at the departure of donors is guaranteed
  - (f) Government should prepare strategies of how to make the few experts available in government reach the villagers
  - (g) When the government sets policy guidelines on how to prepare development projects it should take into account the needs/demands of the target groups/stakeholders
  - (h) Government should prepare specific strategies on how to involve stakeholders in preparing plans for sustainable development from the sub-village level
- (iv) *Building capacity at the local level*
- (a) Projects should be prepared based on “*technical grounds*” and not out of political pressure.
  - (b) Government should advise villages the importance of training their own people
  - (c) Districts should conduct training to Village Executive Officers on how to prepare financial and physical reports
  - (d) There should be capabilities for preparing and coordinating plans for sustainable development at the village level
  - (e) There should be Projects' Development Funds which are formed by the people themselves
  - (f) Revenues from some sectors should be paid back/retained by the sector e.g. Ngorongoro conservation
- (v) *Project's Development and Management*
- (a) The implementation of projects should be supervised by respective sector Ministries.
  - (b) There should be a system of maintenance/maintenance of projects or other activities/facilities, which have been started at the sub-village level

- (c) There should be communication/proper coordination between stakeholders who are involved in the process for planning for sustainable development. This will minimize overlaps and costs
  - (d) Local expertise should be valued and recognized just like their counterpart expatriates
  - (e) Project experts should be advisors to politicians on issues related to planning for sustainable development and not otherwise
- (vi) *Preparing Strategies*
- There should be clear instructions on how to prepare strategies for sustainable development. This means having all the steps to be followed in preparing policies, strategies and implementation plans.
- (vii) *Commodity Markets*
- Efforts be made to find markets for different products as well as opportunities for agro-processing.

## **6.2 What donors need to do**

- (i) *Project Identification and Formulation*
- (a) When donors/investors want to invest or start a project, they should first get in contact with the leaders of the respective area so that they are briefed the needs of the target population
  - (b) Projects should be started taking into account the wishes of stakeholders. They should not be based on friendship
- (ii) *Donor Support*
- (a) In providing support, national priority areas should be observed
  - (b) Support should be extended in accordance with the actual needs of the people
  - (c) The implementation time table of development plans should be observed when extending aid
- (iii) *Project's Implementation and Management*
- (a) Avoid putting stringent conditions to target groups when taking projects to districts or regions. They do more harm than good.
  - (b) The conditions laid down in the agreement should be strictly followed until the project is completed. This refers to delay in release of funds or stopping release of funds

The use of project funds should be effected after reaching an agreement with the target group for which the project is designed.

(iv) *Building Local Capacity*

- (a) Training should be provided to Tanzanians on how to manage projects. This will ensure sustainability at the time of departure of the expatriate staff.
- (b) Projects which are supported by donors should not include the cost of expatriate staff

- (c) Donor supported projects should employ Tanzanians and be given priority in the implementation of projects instead of recruiting expatriates. Further, local experts should receive equal pay to the expatriate staff.

## 7. Conclusions and Recommendations

### 7.1 Conclusions

The village community has a role to play in the planning process. But the system appears not to take into consideration of the urban traders/business community and the ordinary citizen. These groups are by passed. They are neither included in the planning process nor in the decision making. The system has not yet given them adequate opportunity to accommodate their developmental contributions. The most involved levels in the current planning process is the rural grassroot community, and to some extent the business community at the national level.

### 7.2 Recommendations

Attaining sustainable development is a difficult process. During consultations with stakeholders several key issues for sustainable development were raised. Together with those mentioned in section 6, we present below the following additional recommendations:-

<b>A. Training and Expertise</b>	<b>B. Community Involvement in Planning</b>
<ul style="list-style-type: none"> <li>(i) A training programme be developed and conducted for planners, the community and all other actors on participatory planning</li> <li>(ii) The leaders at the village and ward levels need to be trained on leadership skills</li> <li>(iii) There is a need to promote, respect, reward, and adhere to the views of the technicians (experts) and innovators</li> </ul>	<ul style="list-style-type: none"> <li>(i) A law on participatory planning as the approach to planning in Tanzania be enacted to ensure it is followed</li> <li>(ii) Involvement of the urban community in the planning process. The urban community at the (district level) would like to be included in the process by being sensitised and informed when they should participate in the planning process. The community believes that if, Discos and other Public political rallies are announced by loud speakers on the streets, why not a call for planning for their own development?</li> <li>(iii) Empower the Community. Decisions made at the top should involve the grassroot population.</li> <li>(iv) Emphasis and priority, needs to be put on implementable plans and projects</li> </ul>
<b>C. Protecting the Environment</b>	<b>D. Building Financial Capacity</b>

<p>(i) Propagate Bio-gas Technology. The bio-gas technology which is currently spreading in villages should also be propagated in the urban areas because of the following advantages:-</p> <ul style="list-style-type: none"> <li>(a) it reduces the massive use of charcoal and firewood</li> <li>(b) it reduces the household energy (electricity) bill</li> <li>(c) it protects the environment, in other words it is environmental friendly</li> </ul> <p>(ii) The cost of energy (electricity) has to be reduced so as to protect the environment</p>	<p>(i) Establish micro-credit institutions. The government has to facilitate the establishment of effective micro credit institutions in the rural areas so as to bridge the existing capital gap.</p>
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