

# **Land Management Programme in Tanzania**

**Kjell J Havnevik  
Magdalena Rwebangira  
Anders Tivell**

**Department for Natural  
Resources and the  
Environment**



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**Sida Evaluation 00/4**

**Department for Natural  
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Infocenter, Sida  
S-105 25 Stockholm  
Telephone: (+46) (0)8 795 23 44  
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E-mail: [info@sida.se](mailto:info@sida.se), Homepage <http://www.sida.se>

Authors: Kjell J Havnevik, Magdalena Rwebangira, Anders Tivell.

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SWEDISH INTERNATIONAL DEVELOPMENT COOPERATION AGENCY  
Address: S-105 25 Stockholm, Sweden. Office: Sveavägen 20, Stockholm  
Telephone: +46 (0)8-698 50 00. Telefax: +46 (0)8-20 88 64  
Telegram: sida stockholm. Postgiro: 1 56 34-9  
E-mail: [info@sida.se](mailto:info@sida.se). Homepage: <http://www.sida.se>

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## Abbreviations

|         |                                                          |
|---------|----------------------------------------------------------|
| BDC     | Babati District Council                                  |
| BDCA    | Babati District Commercial Association                   |
| CCM     | Chama cha Mapinduzi                                      |
| DED     | District Executive Director                              |
| DFO     | District Forest Officer                                  |
| EIA     | Environmental Impact Assessment                          |
| Finnida | Finnish International Development Agency                 |
| FBD     | Forestry and Beekeeping Division                         |
| GDP     | Gross Domestic Product                                   |
| IMF     | International Monetary Fund                              |
| IMDA    | Integrated Multi-disciplinary Development Activity       |
| LA      | Land Act, 1999                                           |
| LMT     | Land Management Team (LAMP)                              |
| LAMP    | Land Management Programme                                |
| LFA     | Logical Framework Analysis                               |
| LUMP    | Land Use Management Plan                                 |
| LSO     | Local Support Office                                     |
| KDC     | Kiteto District Council                                  |
| MRALG   | Ministry of Regional Administration and Local Government |
| NGO     | Non Government Organization                              |
| PCC     | Project Coordinating Committee                           |
| PPA     | Participatory Poverty Assessment                         |
| PLUM    | Participatory Land Use Management                        |
| PSO     | Project Support Office                                   |
| REPOA   | Research on Poverty Alleviation                          |
| RIPS    | Rural Integrated Project Support Programme               |
| SCAPA   | Soil Conservation and Agroforestry Programme in Arusha   |
| Sida    | Swedish International Development Agency                 |
| SULEDO  | Sunya division, Lengatei division, Dongo division        |
| SWOT    | Strength, Weakness, Opportunities, Threats               |
| TAS     | Tanzania Assistance Strategy                             |
| VEO     | Village Executive Officer                                |
| VFR     | Village Forest Reserve                                   |
| VLA     | Village Land Act, 1999                                   |

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For the Evaluation Team the evaluation has been a continuous process of learning and we present our report in the spirit that it can contribute constructively to a possible next phase of LAMP.

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*Uppsala, Sweden  
February 1 2000*

Kjell J. Havnevik, team leader  
Magdalenda Rwebangira  
Anders Tivell

## Executive summary

Major objectives of the evaluation were to situate LAMP in different contexts, i.e. broader change processes, development thinking and to make a comparative analysis of implications of the different conditions for LAMP in the four districts where it has been implemented. In correspondence with these objectives, the evaluation report is divided in five chapters; background and objectives; description and analysis of broader socio-economic processes of change; current development thinking and practice in Tanzania and Sweden; analysis of programme components and lastly conclusions and recommendations.

Chapter 1 lays out the background, key objectives and strategies of LAMP and as well the programme structure. Key objectives for LAMP are to contribute to increased productivity in natural resource use in a sustainable way. The increased surplus generated in this way should through taxation on district level be used to improve social services and infrastructure. The LAMP budget for 1997–2000 amounts to SEK 130 million of which about SEK 20 millions are connected with sub-activities which are not included in the evaluation. The programme structure consists of two main lines, one Tanzanian and one Swedish, which interconnect in established programme fora. On the Tanzanian side the main partner is the Ministry of Regional Administration and Local Government; MRALG, which links up with the District Councils which are stated to be the owner of the programme activities. On the Swedish side the Swedish Embassy, the Development Cooperation Office, is administering the programme with assistance from Sida, Stockholm and a consultant team. A consultant company is contracted to advise the Tanzanian side on programme implementation.

The description and analysis of broader processes of change in Tanzanian society are dealt with in chapter 2. The focus is on economic and political reforms and legal changes, including those relating to the local government reform process and the land issues. Important changes in policy as regards natural resources of relevance for LAMP are also included.

Current development thinking and practice in Tanzania and Sweden are discussed in chapter 3. The most important issue emerging from this analysis is the expressed willingness to work towards partnership in the Swedish Tanzanian relationship. The implication on the Tanzanian side is that rural people should be owners and doers of development, not just beneficiaries. It is observed by the evaluation that the partnership concept has developed further in practical terms as regards macro policies and issues as compared to cooperation on project, programme and micro level.

A major part of the report, chapter 4, analyses the four major components of LAMP in the four programme districts, Simanjiro, Kiteto, Babati and Singida. This analysis is based on short field visits in all four district including visits and discussions with villagers. Progress on the four components, land security, community empowerment, extension and business enterprise and capacity building is found to be uneven both between components and as regards implementation in the various districts.

Land security includes surveying, border demarcation and mapping of village lands combined with education activities to inform smallholders and pastoralists about their land rights. A strong need for this programme component was observed in Simanjiro and Kiteto districts where the struggle over land is intensifying. LAMP activities have been particularly intense in Simanjiro district, but our findings are that they are not sufficient to meet programme objectives. Resistance against land security measures emerge in various ways and programme activities need more support from civil society and government in order to become effective.

Community empowerment comprises two major activities. The establishment of an Integrated Multi-Disciplinary Development Activity, IMDA, is meant to support the delivery of communal services, water supply, savings and loans associations and various income generating activities. Support to water projects, many of very high costs, has however tended to exhaust IMDA targeted resources, allowing only few projects to reach the implementation stage. The procedures and processes linked to IMDA were found to be complex and less participatory than implied by the programme approach. The establishment of strong participatory processes was however found in one of the other activities of the community empowerment component, i.e. related to community management of village forests. Other community based management activities which LAMP intended to support included common grazing, village based management of wildlife areas, of livestock closures and land use planning.

The achievements related to community based forestry were found to be significant, in particular in Babati and Kiteto districts. The processes that had developed have led to increased trust and cooperation not only within villages but also horizontally between villages and between villages and higher administrative levels. The outcome resulted from constructive cooperation between all stakeholders including changing attitudes and policies at higher administrative levels. The experiences gained from this programme activity has a potential for being activated in other programme areas, in particular as regards community based management of wildlife areas.

Farmer extension services within LAMP are focussed on individual and group farmers through multi-disciplinary Ward Extension Teams. Training is conducted on dry land farming techniques, traditional soil conservation, communal pasture and range management, agro-forestry, processing of products from bee-keeping and pilot activities for village employed extension workers. Programme achievements in this area are mixed. The evaluation found the extension approach rather narrow and also that it to a very limited extent took account of the features, constraints and needs of existing agricultural and pastoral management systems. A need for creating processes of mutual learning between modern and indigenous cultivation and management approaches was found by the evaluation to be essential to improve future activities within this activity. Business development has only recently been included in the LAMP activities and only in Babati and Singida districts and it is therefore too early to judge the outcomes, although some of the plans within this area looks promising.

Capacity building was found by the evaluation primarily to have focussed on district staff, District Councillors and representatives from village governments. Overall the major part of the training for capacity building has taken place at district level related to administration, management, financial management and tax collection. In the next phase of LAMP the evaluation argues that more emphasis should be put on village level and civil society capacity building. This is required in order to strengthen local and civil society support for major programme components.

The evaluation team worked from the implicit model that broader societal changes such as economic and political reforms and legal changes had a possible impact or influence on the conditions of the programme. Such conditions were seen to include more direct project related conditions but as well indirect or contextual conditions. The change in these conditions and how they linked to programme implementation and outcomes were a central part of the underlying model. In this broader model, the objectives of the programme could be seen to be incorporated in the programme conditions while the LAMP component was connected with the implementation process of the programme. Together the conditions and programme implementation and their interlinkages were seen to be of central importance for trying to explain programme outcomes and in particular how the changing conditions affected programme outcomes both at present and in the future. This approach was the basis for understanding the unfolding of the programme in its historical dimen-

sion, but it also provided insights for the reflection about criteria to guide our future recommendations.

Hence LAMP achievements outlined above were to some extent related to the methods and approaches employed by the programme, but it was also related to changes that occurred in relation to broader processes of change, which can be seen to have led to changes in the programme conditions. Where the outcome of the programme was most significant, regarding community based forest management, conditions improved at the same time as methods and processes employed by the programme were at its best. The question may be raised whether LAMP activities in this area also impacted on the national policy process.

LAMP was found to comprise many valuable components but in order to improve programme achievement in the next phase, the following recommendations are made; The programme should shift its focus from considering its core as natural resource management to one of support to empowerment and mobilisation processes primarily of villagers and village communities with emphasis on sustainable natural resource management. To bring about a strengthening of the critical and valuable components of the programme it should concentrate on areas production, environment and rights. This will allow for sustainable management of natural resources at the same time as a fair distribution of benefits is obtained. Village and inter-village empowerment and capacity building are seen to be of critical importance for this development. In order for the programme to move in the recommended direction several changes in programme structure are recommended; e.g. technical assistance should shift its competence base from management and administration to strengthen empowerment and capacity building in and between villages, closer follow in the field is required to strengthen the partnership spirit among major programme stakeholders, NGOs need to become involved and supported in order to promote critical programme objectives, programme planning must become more flexible, more competent Tanzanian personnel should be employed by the programme and the partnership idea should be given a new content. The evaluation team argues that a relationship to attain real partnership will have to address issues and problems related to rural development and natural resource management both in Sweden and Tanzania.

# 1 Background and objectives

## Introduction

Tanzania initiated the process of economic reform through the 1984 Budget and decided to deepen the reforms by signing agreements with the IMF and World Bank in August 1986. Through this process the development emphasis came to focus more on the productive potential of rural areas and in particular that pertaining to natural resources.

This is the context in which Swedish support to natural resource management in northern Tanzania can be seen. In 1989 support was initiated through LAMP to Babati District, Arusha Region, with emphasis on communal resource management and to Arusha and Arumeru Districts through SCAPA, focussing on smallholder adoption of improved land husbandry practices. Local forest management in Mgori Division in Singida Rural District commenced in 1991 within the framework of support to the Forestry and Beekeeping Division in the Ministry of Natural Resources and Tourism.

The lessons learnt from Sida support to locally based natural resource management combined with the Tanzanian government's wish to set natural resource based production on a sound footing, led to the design of proposed new support for the period 1997–2000. For this period support to Babati District was continued but as well LAMP was extended to two divisions in Singida Rural District and Kiteto and Simanjiro Districts. The extension to Kiteto and Simanjiro Districts was based on the judgement that the LAMP approach would fit well with emerging natural resource management problems in these areas and that relatively few donors and assistance activities were geared to them, being inhabited predominately by Maasai people involved with livestock and with low levels of income and poor infrastructure. The background implies, however, that the specific LAMP approach was developed to address natural resource management issues in Babati District, without reference to the particular conditions prevailing in the Kiteto and Simanjiro Districts that were included at this later programme stage.

The primary target groups for LAMP vary somewhat between districts and basically according to differences in the characteristics of major rural occupational groups. The support is aimed at individual rural households comprising cultivators, cultivators cum livestock keepers, and pastoralists and communities. A secondary target group for LAMP is stated to be village level organisations, District Councils and selected NGOs that are assisting rural communities (Project Document October 1996, p. 3). There is no prioritisation regarding support to secondary target groups in the project document.

The programme has no particular poverty focus, but it is aimed to specifically benefit households that are ready to utilise the productive potential of the land by adopting improved land management techniques, intensifying the use of family labour or by adjusting production to correspond better to local demand for food and other produce. The support through LAMP is however stated to be designed to counteract disadvantages experienced by rural women in relation to land security and village level decision making.

## Objectives, strategic priorities, key components and expected outcomes

The development objective of LAMP is to contribute to increased productivity in natural resource use and production in a sustainable way. Part of the surplus generated is through improved taxation and revenue collection on district level to contribute to improved social service, education and infrastructure.

The strategic priorities of LAMP, common to all four districts, are to assist the process of devolution of development responsibilities from central, to district and village levels, to assist rural households to attain de facto ownership of common resources, to help households and organisations to develop sustainable resource use and support institutions that help promote self reliance at village and district levels.

LAMP is organised around four key components common to all four districts.

- Land security comprises surveying, border demarcation and mapping of village lands together with education activities to inform smallholders and pastoralists about their land rights. It is envisaged that the new national land policy will enable a speeding up of the village land titling which will place a heavy demand on village institutions to develop procedures for land registration. The National Land Policy was translated into law in the form of two Acts in 1999.
- Community empowerment includes two major components; the establishment of an Integrated Multi-disciplinary Development Activity (IMDA) which is intended to support communal services, water supply, savings and loans associations and various income generating activities; and community management of natural resources including village forest management, management of common grazing and wildlife areas, of livestock closures and participatory land use planning.
- Farmers extension services are directed to individual or group farmers and pastoralists through multi-disciplinary Ward Extension Teams. LAMP further aims to train smallholders and pastoralists in dry land farming (including ox and tractor mechanisation), traditional soil conservation, communal pasture and range management, agro-forestry, processing of products from bee-keeping and pilot activities for village employed extension workers.
- Village and district capacity building includes training of District Councillors and government staff; improvement of administrative and financial systems; pilot activities related to tax revenue collection; improved planning and creation of an enabling environment for the private sector.

LAMP envisages that due to different conditions in the programme districts, programme activities and the process of transition to sustainable natural resource management will proceed differently both in terms of speed and form. The Programme document then goes on to outline specific priorities and features related to each of the four districts included in the programme. This does not, however, change the fact, that the initial programme concept was developed for the specific conditions prevailing in Babati District. In addition, Babati District, has enjoyed the support of LAMP for a much longer period than the other districts included.

The expected outcome of LAMP is closely linked to the overall objectives which are concretised through the activities of the four key components. In brief the outcomes can be stated to be;

- to improve village land security
- to make villagers capable of managing communally held assets, forest land, common grazing land and game areas

- to make individual households better able to manage their holdings in a remunerative and sustainable manner and
- to strengthen the ability of official village organisations and district administrative and technical departments to fund and deliver requested services in a cost-efficient and sustainable way.

The total budget for LAMP over the years 1997–2000 is SEK 130 millions. Of this SEK 21.6 millions are related to SCAPA, DPSP and FBD, which are not included in the formative evaluation. Of the remaining SEK 108,4 millions budgeted we find that SEK 22,6 millions are budgeted for the four districts, however, only SEK 12,3 millions as a district cash contribution under direct control by the district council. (The actual disbursed cash contribution to the district, until November 1999, was, however, somewhat higher than budgeted, SEK 16 millions). The remaining SEK 10,3 million, are allocated to a car pool, equipment and the development fund are under the supervision of the LAMP District Advisor.

SEK 25 million are budgeted for various consultants and associate experts. Local Support Office (LSO) and local consultants are budgeted with SEK 13.5 million. The Project Support Office (PSO) and vehicles are budgeted with about SEK 31 million (see Annex 4).

## The programme structure

The programme structure set up for the programme period 1997–2000 contains various elements. At the national level the major actors in Tanzania and Sweden are the Ministry of Regional Administration and Local Government (MRALG, based in Dodoma) and Sida. Since Tanzania is one of three countries where Sida is testing a devolution of responsibilities for development assistance from the head office in Sweden to the Embassy in Dar es Salaam, the formal responsibilities of programme management and follow up within Sida is placed with the Embassy in Tanzania. This allows for shorter communication lines and better chances for realisation of the new partnership concept that was launched in Swedish and Nordic-Tanzanian co-operation activities since 1996.

Already during the project preparation stage, Sida-Stockholm proposed to engage a team to make regular follow up of programme development. An agreement was made between the Embassy of Sweden in Dar es Salaam and the Prime Minister's Office in February 1998, to engage a special review team on a long term basis. The team was assigned with the task of following up LAMP achievements over time in various areas with the duty to report solely to Sida. Such follow-up arrangements related to district or regional programmes are employed by Sida in other African countries as well. The idea is that multiple visits by the same consultant will enable deeper insights than can be attained by short term visits by a number of consultants.

On the Tanzanian side the MRALG and its appointed LAMP co-ordinator is assisted by a Programme Support Office (PSO) which is to advise the MRALG. This is presently a Swedish consultant company contracted by Sida, but with advisory and reporting responsibilities solely to the Tanzanian programme actors, the MRALG and the District level. The advisory support from the PSO to the district level is organised in so-called Local Support Offices (LSOs) in each of the districts. These LSOs have a district advisor and two functional specialists, of whom one is an associate expert, to cater for major areas of competence of the programme (refer Annex 3). The District as well has appointed a LAMP co-ordinator, in most cases the District Planning Officer. The LSOs are located in separate offices in or adjacent to the District Administrations.

The District Administration is placed under the District Council which can recommend to the MRALG to recruit, transfer or fire district administrative and technical staff. The MRALG has the authority on its own to transfer senior administrative staff between districts. In fact the Local Gov-

ernment senior staff is hired, maintained and controlled by the Local Government Service Commission, which is an organ of the central government (according to the Local Government Service Act No. 10, 1982). The District Councils are not free to dismiss senior employees without the approval of the Regional Commissioner.

Changes introduced in the Local Government Laws (miscellaneous Amendments) Act No. 6 of 1999 include the power of the District Councils to “appoint, remunerate, promote, develop, discipline and dismiss its own employees” (section 87 amending section 33 of Act. No. 10/1982). However, several provisions relate to the implementation of this section, among them the phasing in of the reforms and the power given to the Minister to decide the dates on which the Act may come into operation for different local authorities and different provisions, by notice in the Gazette (section 85, Act No. 10/99). However, as the new Act and regulations are yet to become operational, the present system continues to apply.

The formal lines of information, requests and instructions thus run in two parallel lines within LAMP. On the Tanzanian side from the MRALG to the District, with the advisory support functions of the PSO and LSOs. On the Swedish side there is the Sida representatives in the Swedish Embassy with support from Sida Headquarter and the Follow-Up team.

MRALG and PSO advisors on the one hand and Embassy of Sweden in Dar es Salaam with counter-parts from SIDA-Stockholm on the other, meet once a year, the Programme Annual Meeting, to discuss and negotiate the annual programme budget. For each programme district the budget is generated through an extensive LFA methodology process and the outcome is to be negotiated in the Annual Meeting. The Annual Meeting provides the framework for programme funding and project activities. Such activities can be modified and transfers between budget items (although not the total frame) can be undertaken by the District LAMP (up to Tsh 1 million) and the Quarterly Review meetings (one of these corresponds with the Annual Meeting).

In addition there is the Project Co-ordination Committee (PCC) with the aim to co-ordinate activities between the LAMP district programmes and activities within the Local Management of Natural Resources Programme, i.e. SCAPA, FBD etc. This committee comprises members of MRALG, PSO, the DEDs (District Executive Director) and representatives from the other sub-programmes.

The LAMP Co-ordination Group is a forum where professional issues and longer term strategies can be discussed with a bearing on the outcome of the Annual Programme Meeting. An example is the recent discussion (Arusha, November 1999) about how LAMP should cater for more involvement of commercial sector activities. In these meetings participants are drawn from MRALG, PSO, DEDs, District Council Chairmen and LAMP co-ordinators. This forum does not have any decision power but can be considered to cater for the intellectual discussion required for programme developments.

The Swedish Embassy, Dar es Salaam, the Development Cooperation Division, does not participate in this forum. As regards the Project Coordination Committee (PCC), the Embassy is invited to participate as an observer whenever deemed necessary. The formal venues where the main partners can discuss and develop a partnership around the programme is the Programme Annual Meeting and Quarterly Review Meetings.

At District level a monthly meeting takes place in the Lamp Management Team (LMT), where district related management and other project issues can be aired and discussed among district administrators, functional specialists and representatives from the LSO

## **2 Description and analysis of socio-economic and political processes of change which affect the planning and implementation of district based programmes**

Several processes of change have taken place in Tanzania since the mid-1980s with a bearing on the conditions, i.e. constraints and possibilities for district based programmes such as LAMP. Some of the changes are induced by forces external to Tanzania such as the overall development of world economy which may affect world market prices of commodities imported to and exported from Tanzania. Other change processes have been a combination of external and domestic initiatives, such as the economic and political reform programmes where Tanzania has collaborated closely with the International Financial Institutions, the IMF and the World Bank and external donors. A third set of changes stems from domestic government policy and legal processes such as those connected with the new Land Policy and Acts and the Local Government Reforms. Of particular relevance to sustainable resource management is as well the National Forest Policy and the Wildlife Policy, issued in 1998. A fourth type of changes are those related to responses by people both in urban and rural areas for improving their livelihoods and ensure modes of survival. In particular we are interested in the responses of rural dwellers. However, the conditions and responses in urban areas indirectly have an impact on rural livelihoods and responses as well.

As the formative evaluation of LAMP is focussed on change processes of relevance for district based programmes, we are concerned mainly with the three latter types of changes, i.e. economic and political reforms, the impacts induced by the legal changes and reforms and the socio-economic dynamics unfolding in the rural areas in response the first two sets of changes. We are in particular interested in how these types of changes affect conditions and implementation of a district based development programme.

### **Economic Reforms**

The economic reforms preceded the political reforms by about a decade. The parts of the economic reforms that were of particular relevance for rural areas and district based programmes include those aiming at liberalising internal and external trade, ending state control of marketing, processing and export of agricultural crops thus increasing the private sector space in the economy and attempts to balance the state budget which led to less emphasis of state expenditures on social services and education, at least for some period of the economic reform process. This last move was linked to the introduction of cost sharing for education (school fees) and health.

Removal of state crop-authorities in the agricultural sector coupled with rapid devaluation also aimed at improving the real farm gate prices to smallholders. But it created new avenues for local small scale processing of agricultural produce and raw materials as well. On the other hand the removal of the pan-territorial price system, i.e. a unitary producer price for each crop throughout the country, reduction and/or withdrawal of transport and fertiliser subsidies etc. led to increased regional economic imbalances. This has to be weighed against the possible benefits of the reforms through an improved regional specialisation of crop production compared to that of the pan-territorial and subsidised system.

The reform process proceeded only slowly. Its emphasis in the first phase on getting the prices right, was gradually overshadowed by the acknowledged need both among the government, donors

and researchers, that institutional and legal constraints worked against the unfolding of the reforms. A second phase of the reforms thus saw increased emphasis on institutional changes which as well included stricter donor conditionalities in this area. The process of liberalisation of agricultural marketing had gone forward only slowly and middle men still pocketed much of the difference between the export or final sales price and the producer price. It appears, however, that for many important crops the emergence of near monopoly type private buyers or companies have entered the crop purchasing, processing and export scene. The question then arises to what extent such a system is more beneficial to smallholders and rural people than the state system that was abandoned.

Thus the process of economic reform entailed a shift from state regulation and control of the economic spheres to one where the market would gradually guide resource allocation in a more efficient way. For rural smallholders and pastoralists the change implied less support from the state in terms of subsidies of various kinds, higher costs for social service and education and the introduction of private buyers and middlemen in crop purchasing. Increased opportunities emerged in rural areas for diversification into small scale processing of local produce and as well in entering non-agricultural production and commercial activities.

The net outcome for livelihood conditions in rural areas would vary with the resource configuration of the areas, access to markets for produce, the availability of relevant extension advice at low cost, non-agricultural income opportunities, the scope for income generation activities for women and not the least the ability of villagers and village leaderships to influence and control their access to and use of land and natural resources.

However, a problem emerging during liberalisation in the late 1980s which compounded problems related to stable rural livelihoods conditions, was increased land insecurity in villages and their weakening of control over natural resources in their vicinities. Part of this insecurity was caused by a faulty legal approach of villagisation in the 1970s and increased encroachment on smallholders and pastoralists land. The loss of access to and control over forests was partly related to increased exploitation for charcoal and timber for urban markets by people external to the villages.

The overall outcome of economic liberalisation was reflected neither in higher agricultural production nor in reduction of poverty. The most recent available statistics for agricultural GDP at factor cost show that the average increase during the period 1991 to 1997 was 3.1 per cent. For the crop sector alone the average annual increase over the same period was 3.18 per cent (Ministry of Agriculture and Co-operatives 1998: Basic Data Agriculture and Livestock Sector, 1991/1992–1997/98). The highest growth rates occur during the second half of the 1990s, but overall the agricultural rate of growth is only at about the level of the average annual population growth. Recent figures, i.e. after 1995, indicate that the high growth rate of 1995, could not be sustained into the last part of the 1990 decade.

As to the poverty situation in the rural areas, the available statistics indicate that poverty seems to have been on the decline during the period 1985 to 1991, whereas the majority of the poor have perceived a deterioration during the 1991–95 period. But the quality of the existing statistics does not make it possible to pass any firm judgement as to the development of poverty during the liberalised area, except that poverty is still pervasive and is mainly a rural phenomenon. The most probable conclusion regarding the level of inequality is that it has remained fairly unchanged since the mid-1980s (World Bank 1996, REPOA 1999, Narayan 1997, TADREG 1998, Semboja, Likwelile and Rutasitara 1999 and Havnevik and Hårsmar 1999).

## Political reforms

The negligible result of economic reforms for agricultural growth and poverty eradication led to increased pressures for political reform in Tanzania and Africa, both from external donors and from within the country itself. The economic space created for the private sector through economic liberalisation had not been followed by the creation of a political space where civil society organisation and political parties of different affiliation could unfold. The process towards political reform was initiated in 1991 and the process gained momentum through the presentation of the Nyalali Commission report in 1992 that concluded that the majority of the population in Tanzania wished a change in direction of political liberalisation and multi-party elections. The report further concluded that 40 laws including the Constitution needed to be repealed or amended to allow for genuine political reform to take place.

The amendment of the Constitution in 1992 removed CCM, the ruling party's supremacy, ushering in the era of multi-partyism. The public was invited to form and register political parties for which a specific legislation, the Political Parties Act, 1992, was put in place. Consequently 13 political parties attained full registration while a number continue to have only temporary registration. The political reform has thus opened the way for political competition not only in the articulation of policies but also in political culture and demand for accountability.

The ensuing discussions, the rapid growth of the independent press including television, gradually created a larger space for civil society organisation to operate. Although these developments were most strongly felt in urban areas, the political reforms also provided improved conditions for the establishment and operation of non-governmental and civil society based organisation in the rural areas. It created as well some space for local political competition in local government both at district and village levels. The district administration and local government were delinked from the single party structure of the CCM, creating a base for developing an independent district and local government organisation. These changes were also reflected on village level and local government levels through the initiation of the new local government reform process.

## The village level and the Local Government Reform

There have been four major reforms related to the legal context of villages development and governance following the ujamaa and villagisation campaigns from 1973 to 1976.

The Ujamaa and Ujamaa Villages Act of 1975 provided the legal recognition and registration of villages with defined boundaries. However, due to lack of capacity in government, boundaries were identified and villages registered at a very slow pace. With economic liberalisation issues related to rights to land emerged on the national policy agenda and customary based- and individual land owners started the process of reclaiming land they had given up during the process of villagisation. The 1975 Act as well established two major organs at village level, the Village Assembly of which members were comprising all adults over 18 years of age living in the village and an elected Village Council whose number of members could not exceed 25. Village residents over 21 years of age could be elected to the Village Council. The 1975 Act also conferred corporate status on the Village Council enabling it to hold property and run enterprises (Shivji and Peter 1999, p. 45). The Act as well constituted each registered village as a multi-purpose co-operative unit, paving the way for the subsequent abolition by law of the autonomous co-operative movement in Tanzania with its roots in the anti-colonial struggle of the late colonial period. After 1975, villages as multi-purpose co-operatives connected directly with the government crop authorities to form one single chain (by law) of agricultural marketing from producer to final consumption domestically or export.

The growing inefficiency and corruption in government crop authorities into the 1980s made them obvious targets of economic liberalisation. The vacuum thus created in the marketing chain made the government try to revive the co-operative movement from above. In spite of the provisioning of legal framework, the new co-operative movement never attracted the trust of villagers, leaving villages to look for other ways or options to organise to promote their livelihoods.

The re-introduction of local government became manifest with a series of legislation passed during 1982 to re-establish local authorities, the most important being the Local Government Act of 1982. This Act repealed the 1975 Act but integrated in a substantive way, although with modifications, the main provisions of the 1975 Act. Major features of the 1982 Act was to make the Village Assembly the supreme policy-making body, vesting of executive power in the Village Council and opening up for the Village Council to enact by-laws which however had to be approved by the full District Council to become official law enforceable by the village organs. This opportunity for villages to enact by-laws in various areas in an effort to promote villagers livelihoods, remained however, under- or unutilised until the process of liberalisation, made villagers aware that by-laws could be an effective device to control and influence their natural resource environment. This process was set in motion by Riroda village in Babati District in 1992, assisted by the District Forest Officer, and at later stages by LAMP. It has spread to a number of villages in the district and to other LAMP districts indicating increased linkages between villages.

Further major changes as to villages as legal entities emerged through the Eight Constitutional Amendment, Act No. 4 of 1992, which introduced the multiparty system in Tanzania. Further changes in this connection were instituted during the period 1992/95 and they affected in particular electoral laws. These changes included the division of villages into sub-villages (vitongoji), how to elect vitongoji leaders and their role in village organs.

The Local Government (Amendment) Laws Act, No. 6, of 1999, introduces fundamental changes in the direction of local government reform, in particular in terms of decentralising and devolving power from the central to the local government. There is in addition a strong emphasis on devolving power as well within the local government system from district council levels to lower level of local government, which however is not clearly specified (section 4(93) of 8(82) as amended by 6(99)). But since the Ward level is basically administrative, this implies that the village level is considered as an important site for governance, not just as a site for effecting development and implementing instructions and regulations from above, the emphasis in the 1970s and into the 1980s. Moreover, the Minister responsible for local government is required to ensure the availability of trained and qualified personnel and that the local government institutions are autonomous (section 5 (a)(b) 8(82) as amended by the Act of 1999). This guiding principle is a framework which can be activated to promote governance and democracy issues in the management of natural resources both at district and especially village level. As such these changes open for enhancing the conditions for institutional sustainability at village level.

The broader processes of change related to economic and political reform and the legal changes relating to the role of the village in the local government provide important opportunities for villagers and villages to empower themselves. This is the context within which LAMP now finds itself; i.e. how to utilise the means available for empowerment at village level to improve their livelihoods and sustainable natural resource management, and how to extract the most efficient support for this from District level and higher levels, including civil society organisations.

## The Land Policy Process

As indicated above the insecurity of land became increasingly acute with the deepening of liberalisation and emergence of legal ambiguities. Land conflicts abounded both among different groups of agriculturists and due to encroachment by agriculturists on pastoralist land, the latter an issue of particular significance for Simanjiro and Kiteto Districts within the LAMP programme.

The Government initiated the work of the Presidential Land Commission in 1991 which delivered its report in 1992 after nation wide consultations. The recommendations of the report were far reaching including the removal of the radical title of land from the president and the establishment of two categories of land, public lands and village lands to be administered by different institutional entities.

The Government was not willing to accept the radical recommendations of the Land Commission and had set in motion its own process of land policy development which eventually resulted in the Land Policy being passed by the National Assembly in 1995 (Sundet 1997). Work on a draft land law ensued but enactment of the new land laws were stalled a number of times. It was not until February 1999 that the Village Land Act and the Land Act were passed in the National Assembly.

The land law reforms, together with the local government reforms, are perhaps those reforms that are likely to have the most profound impact on district based development programmes. The land law reforms have been effected through two land acts; the Land Act No. 4 of 1999 and the Village Land Act No. 5 of 1999. The two Acts seek to regulate methods of allocation of land by the state and by purchase in the market. They do not address other methods of access to land such as inheritance, allocation by head of the family or clan and/or adverse possession.

Village land was first regulated in the Villages and Ujamaa Villages Act No. 21 of 1975. Under this Act, land for use by the village was to be allocated by the then District Development Council. In turn the Village Council was to allocate land to a household within the village for farming purposes according to need and ability to develop it. This Act was repealed with substantial retentions, as indicated above, by the Local Government (District Authorities) Act, of 1982.

Whereas the law, mostly through caselaw prior to 1999, had defined customary land rights vaguely, the Village Land Act, 1999, clarified this important point. The Customary Law right of occupancy is as definite as a granted right of occupancy. The Village Land Act has also put in place an elaborate formal and transparent procedure for obtaining a customary right of occupancy. There are four stages that an applicant or applicants for grants of Customary right of occupancy have to go through. The first is an application in prescribed form (section 22) to the Village Council. The second is the determination of the application by the Village Council (sections 23(1) and 24(1)) and notification of the decision (sub-section 24(2)) to the applicant. The third is acceptance of the offer in prescribed form (section 24(2)) and the fourth is a grant of a customary right of occupancy by issue of a Certificate of Customary right of occupancy (section 25(1)) signed by the Chairman and Secretary of the Village Council (section 25(2)(b)) and signed, sealed and registered by the District Land Officer of the relevant district. The Act sets deadlines for the different steps to be taken. Arguably, these definite procedural requirements should make grabbing of village land more difficult or easier to detect than is the case at present. The process outlined above to obtain a customary right of occupancy appears quite complex, and it remains to be seen in practice whether villagers can make use of the opportunity that the new Land Acts provide.

Additional changes in the two Acts of relevance for district development projects included the centralisation of decision making and marginalisation of local government . Partly in an effort to put an

end to the previous notorious double allocations of land by district, regional and national level land offices, the new Acts put the authority to grant offers and (all) rights of occupancy in the hands of the central government. Local authorities will no longer have authority to make a grant or offer of a right of occupancy with the exception of the Village Council (section 14(1))(LA). The latter is an act of decentralisation. Regarding facilitation of an active development of a land market, land which is associated with the reforms such as village land has been “shielded”. As its predecessor on disposition of land in the village, GN No. 168 of 1975, the customary right of occupancy is not as freely transferable as the granted right of occupancy. The former requires the approval of the Village Councils. Moreover, it provides for Joint Village Land Use Agreements between villages (section 11) while division of village land into different use categories is provided for in section 12. In section 13 the Village Land Act provides for management of communal village land by the Village Assembly under the supervision of the Village Council.

Perhaps the most profound changes introduced in the Land Acts occur in the area of gender. The principles of women’s representation on the various institutions created by the Act has been installed (sections 17(2)(LA), 53 (2)(VLA) and 53(5)(VLA) all on the Village Adjudication Committee: sub-sections 60(1)(VLA) and 60(9)(VLA) on the Village Land Council. Minimum quorums for the institutions also include the presence of a minimum number of women (section 53(5)). These changes in the Village Land Act provide space for gender awareness and advocacy in the district development programmes to positively integrate modern human rights issues with traditional/local institutions. The Village Land Act, 1999, also provides for a possibility of Joint Titles between spouses in both monogamous and polygamous marriages, the latter in the form of common tenancy (sections 160(1), 161(1), 162(2) and 162(3)).

Moreover, the new Land Acts provide for a new regime in the holding of rights in land and for controlling and managing land tenure. The Acts will repeal eleven existing laws and six others will be amended. Some commentators have lauded the Acts for having enacted real gains for women (co-occupancy), pastoralists (equal rights to agriculturalists) and dependants (their needs must be considered before an owner sells or leases land) (Wily 1998). Regarding decentralisation some critics have charged that the Village Council manages village land more as an agent of the Commissioner of Land rather than as an organ of the village accountable to the Village Assembly (Shivji February 1999).

Nonetheless, others have seen the Land Acts’ to contain outstanding differences compared with other new land laws in Africa. Notable among these is vesting of (most) control over land tenure administration at grass roots, in the hands of the village governments elected by the members of each registered village community (Wily cited in Palmer 1999).

Suffice it to say that the vesting of authority and control over land at the local level with considerable autonomy vested in the Village Council (albeit under the supervision/co-ordination of the Village Assembly), provides an opportunity for community empowerment and capacity building to enhance the accountability of the village government and District Councils to the villagers.

## **National Forest- and Wildlife Policies of 1998**

The National Forest Policy (United Republic of Tanzania, March 1998) is a departure from the Forest Ordinance of 1957 which is still the main forest regulatory instrument and which is based on strong central control of the sectoral authorities. The National Forest Policy approach is to encourage community and private sector involvement in forestry (refer chapter 4 on forestry).

The Wildlife Policy of 1998 is the first attempt at a comprehensive wildlife policy and is expected to form the basis of a comprehensive piece of legislation amending the present Wildlife Conservation Act, No. 12 of 1974. The new policy takes important steps in devolving management of wildlife to local communities (refer chapter 4 on wildlife).

## **Responses by rural people**

Careful analysis and recent investigations and surveys of local and national character related to poverty and agricultural growth indicate overall a weak response to reforms. It must however be admitted that such a conclusion is not straightforward due to the very weak basis for much of available statistics in these areas (see above). The indications are that important elements of change in rural areas are evidenced by patterns of extensive accumulation and more generally diversification pointing in the direction of a high level of uncertainty. Such uncertainties are related to the risk of depletion of the resources that markets are based on, the possibility of failed harvests due to climatic factors and elements relating to the wider socio-economic setting, including various reforms and other state policies.

Diversification may or may not lead to accumulation of capital at local level. One tendency discerned at local level is that diversification into multiple activities in many instances takes the shape of lateral circulation of goods or values rather than reinvestment aiming at accumulation. One strand of arguments claims that diversification comprises at the same time elements of risk aversion, cultural parochialism and political resistance towards an external dependency whereas another argues that it might be a strategy characterising the African setting more broadly, and could thus be seen as a culturally based strategy.

Looking closer at these positions, it can be found that they have a common denominator, that of reducing a certain kind of uncertainty. It can further be documented that diversification is a strategy not only used by poor people for survival, but also by rural people that are relatively better off. The prevalence of uncertainty in production and trade relations are important factors influencing the diversification behaviour. The issue of uncertainty also emerges when analysing the land tenure and gender. Likewise the continuous and dramatic shifts in state policies related to local institutional set/ups and agricultural policies are reflected in an increasing lack of confidence or distrust in the state and its institutions on the part of the rural population (Narayan 1997, Havnevik and Hårsmar 1999). Such tendencies towards diversification among different social categories in response to broader development changes, including the enactment of new laws and regulation, should be taken into account as well in the planning and implementation of district based development programmes.

However, another trend also aiming to reduce insecurity is related to enhancing local communities' influence on and control of natural resources, in particular related to forest management. This trend began to emerge in some areas of Tanzania in the early 1990s. This development is of particular relevance to and integrated into LAMP.

### 3 Presentation of current development thinking and practice

Current development thinking has changed substantially in Sweden and Tanzania during the last few years due to increased recognition that the more traditional donor-recipient relationship was unable to deliver broad based development addressing poverty eradication. And this in spite of Tanzania being the beneficiary of a continuous development assistance of sizeable amounts over a long time period and subsequent implementation of major economic, political and administrative reforms. The situation is similar in most other sub-Saharan African countries.

Gradually reflections and considerations have become focussed around the character of the relationship between north and south both as regards international financial institutions, such as the World Bank, and bilateral donors, as a constraint to development. From the Tanzanian side, the president, Benjamin Mkapa recently underlined that aid in itself is not a magic catalyst for development, but indeed if misdirected or misused it can be an obstacle for development e.g by undermining the recipient country's ownership of the development agenda, through the breeding of dependency, by de-emphasising long term planning processes and through its lack of co-ordination, transparency and accountability (Mkapa, Ulvsunda address August 31, 1999). It cannot be seen to be an unfair judgement that Tanzania's long term and multifaceted aid relationships have at varying times suffered from many of these negative aspects. The important issue providing a basis for a new relationship, however, is the fact that both ends of the relationships are acknowledging their responsibility for the problems that have emerged from it.

The Nordic countries and Tanzania already in 1996 initiated the concept of partnership in the aid relationship and the World Bank and other donors have moved in the same direction.

The Swedish government published a White Paper on its new Africa policy for the next millennium which attempted to concretise the content of the partnership. Among other elements, the striving towards a more equal relationship and a wider range of contacts between Sweden and African countries were emphasised. Partnership is further to be based on an attitude to co-operation that builds on common values and mutual trust, still being conscious about the fundamental inequality which emerges from the resource advantage that the donor commands. A code of conduct for the qualitative elements of partnership is outlined and the methods to be used are specified that lead in direction of the following formulated consensus about partnership objectives, i.e. African ownership and leadership, improved local participation, enhanced co-ordination, a more developed sector- and budget support, simplified procedures, openness and a more contractual relationship, improved coherence, a shift from conditionalities to giving premiums for improvement, extraordinary debt reductions etc. (Swedish Foreign Ministry 1998: 99–102). This approach evidently requires a more active role by the two partners.

Tanzania on its side has followed up the process by issuing a concept paper on the Tanzanian Assistance Strategy (TAS) which combined with Mkapa's Ulvsunda Address provide a picture of the way Tanzania intends to proceed with the partnership idea. The TAS is, however, quite tentative, and is more focussing on the history of the aid relationships, whereas the ideas related to the future partnership is more summarily presented. To the effect of the content of future partnership, Mkapa's Ulvsunda Address has more to offer. Of particular relevance for district development initiatives such as LAMP is his emphasis of the need to extend the ownership at the grassroots level, "The commitment to ownership of the development process can now also be seen at the grassroots

level in Tanzania.....Plans for development – planned, implemented and evaluated under the ownership and leadership of the villages themselves – have been found useful and very successful....All these initiatives, on the basis of ownerships and local leadership, need the support and encouragement of everyone, governments and NGOs alike. Development from above is fraught with pitfalls. Our people must be encouraged and facilitated to be *owners* of their development; not just *beneficiaries*, but *doers* of development” (Mkapa, Ulvsunda Address, August 31 1999, p. 21–22, italics in original).

A recent evaluation of the changing aid relationship during 1997–1999 in Tanzania shows that apart from the TAS process, Tanzania has taken several initiatives in direction of ownership. This has been most clearly manifest in the sphere of macro-economic management where the Government has taken the command, involving both line Ministries and the entire cabinet, in the development of the Policy Framework Paper. Further impressive evidence is the role of the Government in the Public Expenditure Review connected with future fiscal and broader term development planning. Major donors on their side have been actively participating in regular sector-wide meetings under Government leadership, they have contributed to “basket funds” e.g. to the local government reform and to the Multilateral Debt Fund. Further there has been a significant reduction of the numbers of expatriate technical assistance personnel or the moving of such personnel to facilitating or advisory positions coupled with increased use of local personnel and materials.

Reflecting on the possible repercussions of the partnership idea for the LAMP context could include;

- (I) identification of mechanisms for replicating the positive outcomes of partnership around major policy issues at government to government level to programme co-operation contexts, including their local levels;
- (ii) reflections about how the grassroots levels can assert their ownership more clearly of the development process in order to promote sustainable natural resource management;
- (iii) considerations as to how expatriate technical personnel and imported materials can be gradually reduced and substituted by local personnel and materials.

## 4 Analysis of programme components

### Land Security

In all the LAMP districts LAMP has been involved in supporting the District Councils and village governments to survey, demarcate and obtain Village Title deeds since 1993. This long and painstaking process has been completed for many villages, and in particular in Simanjiro District, while in others it is still under progress and in yet others it has not commenced. The new Land Acts of 1999 have had a profound impact on this process in that the Village Title deeds are required to be individually cancelled and the villages concerned reissued with Certificates of Village Land. Alternatively, this could be done automatically and wholesale by transmission of law. The difference between the two according to land officials is that general cancellation by operation of law to issue Certificates of Village Land will carry a specific term of tenure of 99 years according to the new Land Act, 1999, whereas individual cancellation of Village Title deeds would maintain the conditions in the existing title deeds whereby the term and other conditions differ from 33 to 99 years.

This has invariably slowed down the momentum for demarcation and mapping of village lands which was in progress in the LAMP districts as well as in other districts. As of July 1999, in the whole of Tanzania, a total of 5,848 villages had been demarcated, all of which would qualify to be issued with Certificates of Village Land. There are more than 9,000 villages in Tanzania. Thus there is no reason for the demarcation work not to continue.

The activities of LAMP under the Land Security component include imparting rights knowledge and capacity to the villagers and village government leaders as well as district officials and councilors enabling them to defend those rights in case of violation and to make informed choices. The advantages of land security from the view point of different actors include, long term investment possibilities such as soil conservation on the basis of long term ownership, improved farming methods and attitudes such as adoption of zero grazing by improvement of indigenous stock or otherwise. In the districts where there were district border conflicts, demarcation of village borders was an added advantage either in averting a crisis or in drawing the attention of regional and district officials on both sides to the negotiating table to focus on the conflict.

The training of legal workers facilitated by the Legal and Human Rights Centre which also prepared and distributed a manual in Swahili, entitled “HAKI YA ARDHI: MILIKI, MATUMIZI NA HIFADHI, KIONGOZI CHA MHAMASISHAJI” in three of the four districts, had been helpful in initiating a mobilisation process on land rights awareness in pilot villages. Its impact was most visible where villagers had taken action against their unruly leaders by citing the manual, which according to our information has happened in Simanjiro District a number of times.

The potential for the land security component is much broader than is currently utilised and it is only with the awareness and vigilance of the villagers that it can be fully brought out. For example, the local Government (District Authorities) Act No.7 of 1982 stipulates that the quorum at any meeting of the Village Council shall not be less than half of all the members of the Council (section 105). Yet in all districts and especially in Kiteto and Simanjiro, land allocations that had been made by the Village Chairman alone, or Chairman and the Secretary were abundant. The villagers often felt powerless as quite often unsympathetic district and sometimes central government officials adopted a “its-your-leader-and-therefore-your-problem” attitude. While it is fair to hold people accountable for the leaders they elect, the point here is that the leaders in question had violated the law.

Surprisingly, the district officials in Kiteto were caught playing the same trick or perhaps fell victims of an unscrupulous village official who disposed of village land in total disregard of applicable procedure. The district officials had allegedly received a request from the Village Council for facilitation to prepare a Land Use Management Plan for the village. This was done. Thereafter, the district officials obtained a letter from the same village allocating them 10 acres each from the village land set aside for farming. A total of 40 members of staff had been involved. It was the area's Member of Parliament who intervened and put the district staff on the defensive. Their defence was that they had a letter from the village stating that they had been allocated land. According to them that was conclusive.

However, when the District Council put the letter to the test it would not stand. There had been no minutes of the Village Council or its Committee approving the allocation. In what looked like an attempted cover up, the Village Executive Officer came up with a list of names by way of quorum and what were intended to have been the minutes. Yet when the District Councillors went to the village to confirm the authenticity of the same, the truth came out. All of those listed except five told it like it was, there had been no meeting. The minutes had been prepared and those listed had been cajoled to cooperate to help the Village Executive Officer avert a crisis. The VEO has now been suspended and the land grants to 40 officers of the District Administration have been nullified. While such an action by the District Administration is commendable, three questions come to mind. Firstly, whether the staff of the District Council who are the facilitators of LAMP in the district understand and believe in the underlying principle of good governance and democracy in the process of land allocation by the village government in its exercise of executive functions at village level. Secondly, can the staff truly facilitate the villagers to understand the process and to claim their land security rights? Thirdly, do the villagers know that they can challenge unprocedural allocation of their village land and if they do, what stops them from reclaiming it?

Critics within the districts of Simanjiro and especially Kiteto were of the view that the Local Government institutions were incapable of taking on the critical challenges associated with land security issues for two reasons. One is that most of the district functionaries are from non pastoral backgrounds and neither understand the pastoralist system of production nor do they appreciate it. Two, they have inherent conflict of interest by virtue of being associated with ongoing land conflicts and racket. Nonetheless, it was the opinion of all actors that land rights through village titling is the one security measure available for pastoralists. But for it to be effective in view of the nomadic nature of pastoralists, the biased nature of statutory law in favour of agriculturalists, some innovative approaches are required and indeed imperative from those who interact closely with pastoral communities. Such measures could include arrangements to introduce a register of members of each village. Such a measure could give a basis and the villagers the ability to admit or exclude those who are not its members. Furthermore, the programme could help facilitate capacity building in management/resolution for programme facilitators, politicians and even village leaders.

The civil society in Kiteto was of the view that the programme's interest in the land security of pastoralists was only skin-deep. It avoids conflicts and when conflicts occur even in villages that had successfully demarcated and obtained a title deed, the villagers desiring to enforce their rights, get no assistance from the programme to do so. Moreover, at times when the villagers try to follow up their rights in law enforcement agencies, they are often brushed aside and LAMP stays out of the process. NGO representatives interviewed in Kiteto District wondered why, with the land security component within the programme coupled with the resources at the disposal of LAMP, not to mention the technical expertise, should the district programme maintain such a superficial interest in a matter which is central and crucial to the programme in the area.

The relevance of the Land Security component varied from district to district, depending on the socio-economic processes on the ground. This was evident in Babati and Singida Districts where different stakeholders ranked land security as the least relevant. These two districts are habited by mostly mixed farmers and inter village livestock keeper/farmer conflicts are minimal or non-existent. That was different from Simanjiro and Kiteto Districts where intense socio-economic processes are underway including migration from other areas, land grabbing by powerful corporate entities and state officials as well as environmental refugees migrating from neighbouring districts including Dodoma, Iringa etc. High placed state officials are requesting or already possessing extensive acreage of land for private farms. At the centre of the conflict are the changes taking place in land ownership and use, which undermine the livelihoods of pastoralists. The land pressure has brought to surface conflicts over land use resulting in land degradation. This component is developed in Simanjiro through legal workers. Their training and activities are relevant and in demand.

## **Community empowerment**

### **Land use management plan (LUMP)**

Land use management planning is meant to promote sound use of the land. To the extent this leads to improved management is questioned in Tanzania as well as in other countries where it has been used. However, in areas with land conflicts it also serves as a security to the land. This point was emphasised by technical staff, villagers and grassroot NGOs.

- The LUMP procedure normally starts with villages demanding district assistance to develop a LUMP. In Kiteto it was underlined that successful LUMPs require that land conflicts must be solved beforehand.
- A technical team from the district (consisting of the land use planning officer, land officer, forest officer, community development officer and a ward executive officer) initiates discussions with the Village Council.
- The Village Assembly is subsequently consulted, and the minutes from the Village Assembly meeting is sent to the district.
- District staff meets with Village Assembly to verify the request for a LUMP.
- Village Assembly selects a committee that continues to work with the district team.
- The committee and the district team demarcate areas according to Village Assembly meeting decision, and put it together in a sketch map.
- Village Council defines by-laws, with support from district technicians.
- Village Assembly approves the proposed by-laws.
- Land surveyors make demarcation based on sketch map.
- The by-laws including the LUMP are approved by the full District Council.

In Olkitekit, a Maasai village in Kiteto, encroachers from a neighbouring village have cleared an area in the forest and invaded a dry grazing area. Olkitekit has a land use management plan, which is approved by the District Council. Discussions have ensued with the encroachers and the neighbouring Village Council, with the outcome that the encroachers were given a year to leave.

The discussion in Olkitekit was based on a map made on the ground for explaining land uses and issues of concern. The land use categories identified were forest, dry-season grazing, wet-season grazing, settlement area, areas for cultivation and water. It seems there were no changes made in the land use before and after the plan. The benefit of the plan was however that all areas were demarcated and ensured to be used for the specific purposes identified in the plan. This, as the exam-

ple indicates, is defended by a by-law which has the full weight of a national law, to be obeyed by villagers as well as non-villagers alike.

However, few villagers are aware of the powerful protection that LUMP is offering by being a by-law, and often this leads to their violation. We were informed of numerous examples where village leaders had given away land unintentionally or for personal benefit, which often results in villagers losing their land permanently.

## **Forestry**

The approaches within the forestry component in LAMP has little to do with forestry. It is foremost support to social processes aiming for good governance and strengthening of social capital at the village level. The forests can be seen as a vehicle, and the outcome is that communities are empowered and forests are recovering.

This approach offers very interesting opportunities for any rural development programme, and it creates as well an entry point to other sectors like wildlife and grazing.

At national level the process started with a small group of national foresters, who insisted that forests could only continue being a resource for the future, if the management was in harmony with the ambitions of adjacent local communities. With the change of leadership in the Forest and Beekeeping Division in 1996, pilot projects were initiated, and the new National Forest Policy of 1998 is promoting community management.

At local level the break through took place in the LAMP districts, i.e. in Duru Haitemba in Babati, Mgori in Singida and the SULEDO forests in Kiteto. It was a process initiated by the villagers themselves, with important backing from district and national foresters. Somewhat later, expatriate consultants were brought in to help facilitate the process which eventually resulted in by-laws. The consultants also facilitated contacts between local actors and the national scene. These activities were included in LAMP and some funds were supplied.

In the early 1990-ties the forests in Duru Haitemba were heavily exploited through illegal logging, poaching, charcoal burning and grazing. Nobody managed the forest, and the resources were dwindling. Villagers at this stage, starting in Riroda village in Babati, became worried about their own future and started the process of protecting the forest.

Somewhat later the Forest and Beekeeping Division (FBD), also with the intent of saving the forest, initiated a process of gazetting the area and put it under state forest protection through the use of state forest guards who should keep intruders out. Demarcation was initiated, and 10 meter wide demarcation lines to indicate the forest boundaries were being cut. This development was met by strong opposition from villagers, who wanted to protect “their own” forest themselves. Exploitation increased dramatically as many used the last opportunity to reap what was still left in the forest before it was lost, now to the state.

Some foresters, who had been working with the villagers, tried in vain to convince the Forest and Beekeeping Division in Dar es Salaam that the forest would not be effectively protected unless working with the villagers living there. This conflict was unresolved until these new ideas were put on trial in the mid 1990-ties, as a result of changing attitudes and approaches within Government circles, and the change of leadership in the FBD.

In the SULEDO forest, Kiteto District, the story began in a similar way, and it continues, as told by Mr Minja, the Rural Development Advisor;

*“A meeting was held with the village government and later also with the Village Assembly to inform about the idea of village based forest management. What the villagers would have to do to manage it and what would be the outcomes. Then they were given time to discuss it among themselves. After having accepted the idea they (Village Assembly) selected a group of people for a village environmental committee. This was done in two stages. Formation of environmental committees at subvillage level and at the village level. All ethnic groups were involved and women. We, foresters, were just observers in this process.*

*This was followed by a discussion led by the environmental committees, about what is good and what is bad forest use, what should be protected and what could be used, what could be used freely and what needed to be paid for, what areas that should be protected and what areas could be used. This was the basis for proposing by-laws.*

*Each sub-village proposed its own by-laws. We, foresters followed the process to ensure that the proposals were in line with national forest policies. The by-laws were then presented to the Village Assembly, which resulted in some amendments and approval. Then they were taken to the Ward Development Council, and finally to the District Council for approval”.*

Today, an approach to community based forest management has emerged out of several years of interactions between villagers and foresters. It is an approach rather than a model. It has been supported by skilled facilitators who have adjusted the approach according to local and specific circumstances. The steps of the process clearly emphasise inclusiveness of all villagers, and establishment of structures and rules that ensure transparency and accountability rather than the emphasising on resource itself. In Babati District the following steps are taken, when initiating collaboration with new villages;

1. Meetings with village officials to inform about the new ideas and experiences. Sometimes it is connected with visits to villages who have already established VFR.
2. The Village Council meets to discuss the issue. The minutes from this meeting is sent to the DFO (In Singida there is also a Village Assembly meeting)
3. Village Council appoints 10 people to a planning committee. (In Singida the selection is again an issue for the Village Assembly)
4. The Planning committee together with the DFO walk through the forest to define different uses, illegal as well as legal, resulting in discussion of what can continue and what must be banned.
5. The Planning committee together with the DFO define a management plan, answering the questions why protect, what to protect, who shall protect and how.
6. The Planning committee submits the management plan to the Village Council.
7. The management plan goes to the subvillages for consideration and possible changes.
8. Then it goes back to the Village Council and DFO for discussing the amended plan.
9. The Village Council presents the plan to the Village Assembly for approval.
10. The plan is sent to the DFO for some re-structuring to fit the formal framework.
11. The DFO presents the plan to the Planning and Finance Committee in the District.
12. The DFO presents the plan to the general District Council meeting for final approval, which makes it formally a by-law.

The outcome is twofold. The first relates to good governance and creation of social capital and cohesion in the village. The other that the resources, forests and wildlife, are recovering.

Villagers seem united and today they talk with confidence about the forest being a future resource for local development. Village leadership has been made accountable to their constituencies. There are a number of cases where villagers and village leaders have been charged for breaking the jointly defined rules. This has led to fines and in some cases imprisonment. In other instances villagers have forcefully defended the forest from outside encroachment and poachers.

Importantly, the process has also led to increased co-operation and linkages between villages. On the one hand neighbouring villages are learning about the positive outcomes of community based forestry. On the other, villages enacting these changes have an interest in neighbouring villages also doing so in order for their members not to interfere and destroy these forests. Increased co-operation and enhanced links between villages are thus also seen to be an outcome.

In our meetings, villagers talked about their visions of how to use the forest for the development of the village, and they are now requesting LAMP to come to the village and give support on specific actions or enterprises. (See venn diagram and priority list in Annex 2)

Today eight villages, most of them adjacent to each other, in the Duru Haitemba area are managing a forest area of 9000 hectares as a Village Forest Reserve (VFR). They protect it with their own forest guards and patrols. All villages have forest committees, which are responsible for the management and protection of the forest. They are responsible to the Village Council. Over all co-ordination of the forest is done by a joint Village Forest Co-ordination Committee.

Babati District has 82 villages of which 26 have VFR, or have initiated processes of establishing VFR. According to the District Forest Officer, A. Rwiza, 73 of these villages have the potential of establishing VFR. One of the new villages is bordering the Tarangire national park and has been selected by the Wildlife department as a pilot for trying to include also wildlife management

In Singida five villages manage the Mgori forest, and initiatives have been taken to establish VFR in seven new villages in Mungaa Division. In Kiteto nine villages today manage 80.000 hectares in the SULEDO forest, and ten additional villages have requested district assistance to establish VFR in their areas.

In 1998 a new National Forest Policy was formulated which supports community based management of forests on public land. *“Village forests reserves will be managed by the village governments or other entities designated by the village governments for this purpose”* (Policy statement 6). And further that *“The legal framework for the promotion of private and community based ownership of the forest and trees will be established...”*

Today more than 500, of the between 9000 and 10 000 villages in Tanzania, have established Village Forest Reserves, with a total area of roughly 400.000 hectares. Much of this has emerged as a result of village initiatives, the new directives, policies and support by the state. However, some of these areas might have been, informally, under traditional or indigenous management long before, but not known outside their own communities.

There are forestry components in three of the four LAMP districts. Committed foresters are continuously doing a very important work to support villagers and to bring the concept into new villages. This is done with the support of LAMP. However, the opportunities offered by this process could also be used for other village development initiatives, e.g. using the mobilisation, empowerment, experience and commitment that the establishment of village forest reserves had generated.

In LAMP the forestry component is treated as any other component. Few resources are used from the programme budget, and, in our view, not enough attention is given to the potentials of these processes for the overall programme. For instance in Singida villagers expressed frustration over

village by-laws, that had been with the LAMP two years without being forwarded to the District Council for approval. This makes villagers acting illegally when enforcing such by-laws. This kind of inactivity could endanger the positive changes that have already taken place.

The shift within the forestry sector in Tanzania is twofold; (i) away from top down approaches and (ii) away from the concept of negotiating user-rights to products against protection, towards devolving the management to the communities. These changes have created a momentum for change. FBD has taken a very important change initiative, which villages have responded to with great seriousness and willingness including taking on the responsibilities required. This process therefore offers opportunities for LAMP and rural development in general. It also demands support. There are still few people with the skill to facilitate the process in the field. Also, once forests have recovered and harvesting is initiated and wildlife activities expand, village incomes will increase. Hence in this next programme stage focusing on harvesting the resources, it will be even more important to ensure that structures promote transparency and accountability.

For LAMP, the easier option is to strengthen the already ongoing process rather than initiating similar processes around new activities. In our view the next programme stage should include both elements, thus comprising;

1. Strengthening the process of establishing new village forest reserves in more villages, thus widening the process. This is already under way in some districts.
2. Using the experiences and approaches developed for community forestry for moving into new sectors, wildlife management offering an evident potential, but also grazing areas. etc.
3. Deepening the process by responding to villagers requests for support to embark on a number of enterprises that could broaden the development base of the villages. E.g. in Mgori, villagers, when identifying the benefits they were aspiring from the forest, gave first priority to use the wildlife for tourism. The second priority was incomes from logging timber.

### **Community based wildlife management**

The new Wildlife Policy of Tanzania, March 1998, is taking a clear step towards devolving management to local communities and opening for communities to benefit from wildlife in their areas. The objectives for wildlife management 3.2.1 read; *"promote the conservation of wildlife outside core areas by establishing wildlife management areas"*. And further, *"transfer the management of wildlife management areas to local communities thus taking care of corridors, migration routes and buffer zones and ensure that local communities obtain substantial tangible benefits from the wildlife conservation"*.

Strategies for conserving and managing wildlife resources, under 3.3.3.(i), state that, *"... devolving management responsibilities of the settled area outside the unsettled protected areas to rural people and the private sector, and those for integrating wildlife conservation and rural development"*, under 3.3.6.(iii), *"adopting measures that bring an equitable share of revenue from tourist hunting to the rural communities, on whose land the industry is practised"*.

The new National Wildlife Policy provides opportunities for village development and is already being responded to by villages. In Kiteto the villages, Illkiushibor and Makama, bordering Tarangire national park already in 1994 initiated a community based wildlife management scheme. Today there are five villages, all maasai, situated in the northern part of Kiteto. Nine more villages have initiated the process towards community based wildlife management schemes. In Babati District, a village bordering Tarangire national park is in the early process of establishing a joint community based forest and wildlife management scheme. Villages in Simanjiro are taking similar initiatives.

The central government is issuing hunting licences on hunting blocks and mainly private companies bring the hunters. Hunting fees are paid to central government which retains 75% of the fee. The remaining goes to the district, which retains 80% implying that the village only receives 5% of the total fee. There is also evidence that the hunting fees arriving at the district are not directly benefiting the villages in which the hunting took place.

Wildlife management areas are still not regulated by village by-laws but by national laws. Thus fines for poaching are paid to the Treasury not to the village, as is the case when enforcing community based forest management.

Villagers complain that the share of the hunting fees coming to the village is too small, and with assistance from Game Officers they are trying to negotiate a better deal with the state.

They are also trying to negotiate a quota of the licences for themselves so that they will come in position to either hunt themselves or sell hunting rights. Such quotas have already been accepted by the government for villages in Iringa and Songea Regions. LAMP could assist in promoting this process for the relevant villages in the four LAMP districts.

Wildlife management at village level thus offers another opportunity for sustainable natural resource management for LAMP. It is a resource that can be used for development activities in their area, and if lessons from the forestry development can be taken care of competently there are as well additional possibilities for improving local governance and social capital creation in and between villages.

## **IMDA**

The basic idea of the Integrated Multi-Disciplinary Development Activity (IMDA) is sound. Villagers make their own priorities and are the owners of the activity/project. The arrangement requires that villagers contribute in kind or money and that they establish procedures and structures for maintenance to ensure project/activity sustainability.

LAMP has decided that IMDA shall deal with a plethora of projects. In Singida, but in particular in Kiteto and Simanjiro Districts, villages have requested support for water schemes of various types. In these latter two districts where water is scarce, water for livestock and human consumption seems to be a first priority for people and it may be difficult to initiate a dialogue on LAMP support with villages unless the water issue is included. In Kiteto alone LAMP had 25 demands for IMDA, all water. The programme decided that 5 projects could be considered, later reduced to 3, and in the end only one was successfully providing water. In Simanjiro we visited Lendanai village which has requested support for a water project and which is being followed up through IMDA. Villagers are presently participating in the design of the project. The cost of the project is, however, very high and IMDA funds limited. This has led LAMP to engage in co-operation with an NGO operating in the areas. Together they are promoting the water scheme. These examples reflect the problems related to water in particular in these two districts, but as well the high cost of water schemes in water scarce environments.

In Singida, we visited one village with an IMDA project, a cattle dip. Villagers explained that they had gone through the IMDA procedure, and that they had water as their first priority, the cattledip being in third place. LAMP decided however to help restore the cattledip. But to use the cattledip, a lot of water was needed that had to be carried from far. Other diseases presently killing animals, were mentioned, which cannot be treated with the dip. The village leaders, therefore, were doubtful whether the villagers would be motivated to contribute sufficient money for the installation of the cattle dip before solving the water problem.

In Babati District, where the IMDA component was first launched, a total of 28 villages had forwarded IMDA requests. However, the activities did not take off in the right manner but in later stages it has come to embrace a more participatory approach. Our information indicate that only five IMDA projects have taken off so far. One reason why many villages fail to initiate IMDA projects is their inability to satisfy the conditions put before implementation starts, e.g. which relate to their performance on other programme components, such as soil conservation, revenue collection etc.

The somewhat complex and cumbersome process around IMDA, including the conditionalities for entry, combined with the high project costs, seem to have stalled many of the project requests. Our impression is also that it is doubtful whether IMDA activities are respecting well enough the priorities and needs voiced by villagers. The participatory approaches underlined in programme documents etc, seem, at least in some cases not to be utilised or have only limited space for being employed due to complex procedures. It can therefore be easily imagined that villagers feel patronised, and alienated from some of the activities related to IMDA.

Putting the IMDA approach and the approach for establishing village forest reserves next to each other, a slight but important difference emerges. IMDA puts a lot of emphasis on the resources, in addition to being somewhat top down and technically driven. The forestry approach, on the other hand, seems to place more emphasis on the relational aspects and process, and also, it seems to have a more inbuilt trust in the analysis that villagers are doing themselves.

## **Extension and business enterprise**

### **Extension**

There are two major factors that are affecting the efficiency of extension. The first refers to the range of the packages being offered. The other to the approach/method being applied. We will argue that the approach should also be the basis for defining the technical aspects that needs to be addressed.

Regarding the package, farmers are as diverse as the extension packages should be, if optimal. The farmers' decisions depend on culture, perception, economic situation, interest, knowledge and a number of other factors. With this in mind it is clear that the packages suit some better than others.

In Kiteto there was a clear distinction between the farmer/cultivators and the pastoralists. The cultivators were also looked upon as some being poor, losers from the neighbouring districts, who had come to try to eke out a living. Others who were the better off, often used the profit they made from farming in Kiteto for investments in their home areas. In Simanjiro District a number of large scale farmers have established themselves and the pressure for ceding more land for large scale farming is intensifying. In a sense the socio-economic process unfolding in Simanjiro and Kiteto Districts can be likened to some sort of internal colonisation of one of the last land frontiers. Clearly this process is bound to intensify the conflicts over land and natural resources between the local population, mainly Maasai pastoralists, of whom many have also taken to farming, and the people who have immigrated to make use of the opportunity to be allocated land (Wöien 1998).

How is the current extension package fitting these categories? It is impossible on the basis of a rapid evaluation to provide solid answers. We will only indicate questions we think should be considered in the next programme phase.

From both interviews and plans/reports it seems evident that the packages are very limited. The bias towards cultivation and lack of livestock packages have already been expressed by the Follow-

Up team. Also, seldom mentioned is the poverty alleviation aspect. There is a bias towards the progressive farmers in the extension package which, however, does not contradict the original programme objectives.

A way of addressing the current shortcoming in the extension component would be to consider a reorientation of the approach. Most cultivators and pastoralists have grown up in communities which have secured their livelihood through management of natural resources, some under harsh and fragile conditions. Complex management systems have evolved in order to address uncertainties and survival which have required a deep knowledge of local specific environments, their constraints and possibilities. Parts of these indigenous knowledge system are being confronted by the LAMP extension package. The package on the other hand is developed in, and part of a modern management and knowledge system. The lack of acknowledgement of existing indigenous management systems and the limited attempts to identify linkages between the two systems, are in our assessment the major reasons for the “low adoption rate” of the extension advice among farmers but in particular among pastoralists, a finding conveyed to us during our visits on many occasions. (refer SWOTs Annex 1)

There seems to be limited understanding and knowledge about the responsiveness that local systems often command when exposed to new ideas and socio-economic changes. Experience shows that if the content of the packages suit the objectives of communities, they often adjust their systems to incorporate new aspects. If not, they are simply ignored.

The approach of extending solutions should be substituted by approaches that acknowledge important features of indigenous production systems and technicians should be prepared to learn more about them with the aim to better understand their needs and when and how their own extension knowledge and messages fit. Situations should preferably be created where technical staff can learn together with farmers to find new solutions. It should be envisaged as a joint learning process between partners who contribute from their different positions, knowledge systems and realities.

This will require good communication skills and knowledge about participatory approaches, as well as empathy, which often develops from skills knowledge being with the farmers on their own turf. This approach has been tried with good results in the Finnida funded RIPS programme in Mtwara and Lindi Regions.

Knowledge about pastoral management systems exist in LAMP, and the advisory consultant company has been attentive to include it in the local support office competence. However, overall our observations are that such knowledge is not very visible among the overall district staff. Sometimes derogatory comments were expressed regarding the backwardness and inefficiencies of pastoral management systems. Therefore it seems difficult to work with extension in the pastoral productions systems with the current LAMP structure and the district officers attitudes. The limited understanding and appreciation of the possible contributions to production and sustainable use of the environment generated by pastoralists systems prevail, in spite of the findings of a recent environmental impact assessment (Orgut Consulting AB 1996) concluded that farming in these areas often result in soil depletion. Some areas are said to have been abandoned by both large and small scale farmers. In Kiteto District about 10 000 ha are estimated to have been abandoned since 1990 and theses areas are not available for livestock grazing (Orgut Consulting AB 1996:iii). Large scale farmers only to limited extent employ fertilisers in cultivation (communication to evaluation team by large scale farmer). Judging from the EIA and interviews, the current cultivation seems a soil mining enterprise.

In interviews with pastoralist NGOs despair was expressed of the possibility that LAMP would conduct extension in their areas. Therefore, it appears to us difficult to envisage that LAMP can address the needs of one of the main programme beneficiaries, the pastoralists, without working more closely with the genuine pastoralist NGOs that operate here.

### **Business development**

Business development was initiated in Singida only this year and other districts, except Babati, have still not started. Problems related to conducting formal business activities are however not negligible. E.g. in Orkesmut, the district centre in Simanjiro, there is neither a bank nor a post office. Two training programmes have been launched in Singida, for micro business and income generating activities. The training takes place in the villages, often in the school, where training centres are established. 303 participants are being trained out of 1000 who applied for admittance. All the 75 women who applied were admitted. The requirement for admittance is literacy, which probably implies that most poor people are excluded.

In Babati District, the District Council has viewed the promotion of the commercial sector as an activity best handled by the business community itself rather than the BDC and its staff. BDC embarked upon an overall strategy to entrust farming and business communities with formulating a programme for commercial sector support. This led to the establishment of Babati District Commercial Association (BDCA), an NGO for development of a more market oriented farming sector. In addition, BDCA is to promote farmer groups, women groups, co-operatives and individual enterprises engaged in the cultivation, processing and trading of farm produce. BDCA's activities will also include business and technical training of the target groups as well as the establishment of a market information centre.

LAMP also explores possibilities to define potential institutions for supplying credit. This activity is recent but plans seem well structured and organised. The intent of LAMP to move closer to commercial activities is also reflected in the topic for the LAMP Co-ordination Group venue in Arusha in November 1999; i.e. approach to commercial sector activities.

## **Capacity Building**

### **Capacity building**

Three aspects of enhanced institutional capacity building are worth considering; who will use the improved capacity, who will control it and what is its purpose.

Capacity building in LAMP is based on the original programme document and a consultancy study from 1997 by ORGUT, Intermaecos and the Swedish Association of Local Authorities. The programme document summarises the activities as; training of councillors and government staff, improvement of administrative and financial systems, additional pilot activities on tax revenue collection, improved planning and creation of an enabling environment for the private sector. The consultancy report and the subsequent strategy document focus on promotion of democratic development to be achieved through better administrative, managerial and financial capacity within local governments and their administrations and through increased tax revenue collection. The capacity building will be achieved through training and improved facilities. Roughly half the LAMP budget going to the districts, has been used for these activities.

The capacity building programme seems to focus mainly on the politicians and staff in districts and village governments. The objective is to strengthen the enabling environment for democratic development, social well-being, increased production and commercial sector development. In spite of

training and supply of facilities, a general consensus seems to have emerged that the outcome has been less than expected.

It has been difficult for the evaluation team to verify the correctness of this consensus. Our assessment is however that such a capacity building strategy seems “one-legged” for the next phase of the programme. In our assessment the main capacity building focus should shift from district to village- and the local civil society capacity building for achieving sound use of natural resources. Villagers need information and support for learning about possibilities and opportunities being offered through the creation of an enabling environment. It is likely in the next round that villagers, who are well informed about existing possibilities, will demand, from below, further moves towards good governance at the district level. Such a development should be seen in the light of a wider democratisation, where democracy is rarely a result of top down processes, but rather an outcome of a combination of demands or pushes from below and a conducive political environment at higher levels.

Increased capacity at village level is also likely to make villagers better able to define what support they need from district and other government administrative levels, or alternatively from other sources. Capacity building is however also required at district level in order support the ongoing processes of social capacity building and linkages in villages, between villages and between different societal levels.

When shifting the focus towards the village level there are already a number of areas where capacity building is required. An expansion of the concept evolved from community based forest management schemes would require skills at village level in technical as well as institutional areas aiming at good governance and empowerment. This leads to demands for increased capacity to facilitate such processes, which requires a long term perspective and hands on training by skilled trainers.

Another important aspect of capacity building for villagers and citizens, is linking to other structures/institutions that can be supportive for the creation of alliances. There are good examples from Nepal and Orissa in India where forest user groups have federated to the national and state level, for promoting sound village development. An interesting example of village capacity building is the Finnida funded RIPS programme in Lindi and Mtwara that used participatory approaches for facilitating villagers to express and formulate their perceptions of and changes required for sustainable natural resource management. They used digital video for documenting the process and the outcome. The video films were produced during village meetings in co-operation with the villagers. This resulted in a shift of focus from the film team telling and interpreting the story to the villagers doing it themselves, a process which is empowering in itself. The film was later used for communicating the perspectives to other villages and concerned people and institutions in Dar es Salaam, and for promoting dialogue. The results so far have been establishment of a dialogue with other villages and the government. But as well the villagers established a federation for promoting sound village development and defending their rights.

### **Tax collection**

The LAMP logic and development perspective are based on increased tax collection. A number of people have been trained, facilities have been made available and tax collection has increased in some districts. However, later tax revenue dropped for which a number of reasons were given. When tax collectors became more efficient as a result of training and support, and revenues increased, it led to pressure on politicians from their constituencies. With elections nearing efficient tax collectors were dismissed. Others claim that tax collection is kept deliberately low during elections periods and is likely to increase again later. Others claim that leakage's continue.

Increased tax collection is expected to strengthen the social sectors. However, in some instances when taxes did increase, debt repayment, outstanding salaries for district staff and other activities, including study tours for the councillors, were given higher priority. Today Babati District uses 80% of tax revenues for staff salary payments. So far, the support to the social sector development that can be linked to increased tax collection seems negligible.

A sensitive issue is related to the fact that LAMP helped increase tax collection among villagers, while large scale farmers, big hotels and tourist operators were not taxed.

LAMP needs to reassess its role and involvement in tax collection. A programme which is overlooking the fact that the better off and more powerful tax payers do not pay their due taxes, will easily lose credibility from the poor or low income tax payers.

## **Gender**

Gender is one important aspect that is integrated in LAMP. In the LAMP districts the programme has embarked on a comprehensive program of gender mainstreaming beginning with local government functionaries with the help of both international and local consultants. This was the case in Kiteto District where a training manual on gender is under progress. In other districts the programme has consciously and deliberately made it a point to include women and sometimes youth in the category of participants. Such is the case in the training of legal workers where the three trainees from selected villages necessarily include the Village Chairman, the Secretary and one (literate) woman. In Singida where preparations of commercial sector support has begun in earnest, the response was overwhelming. In selection of first batch participants, the district made an affirmative action under which all women applicants (75) were taken in the group of 303 participants.

At village level women continue to be limited by an unproportionate ratio of illiteracy which constrains their possibility of benefiting from the opportunities offered by LAMP which target the “portable” rather than “bulk” population. However, one of the outstanding successes of the community based forest management has perhaps been the creation of conditions which have enabled villagers to look at their community, their life, environment and survival tools in a wholesome manner. Issues like availability of firewood which is normally a women’s concern is now an important issue for the village environment committee and the “Sungusungu” (forest patrol) patrolling the village forests on behalf of the villagers. So is water which like firewood are women’s chores. These issues are now discussed in important fora such as the Village Assembly and committees of the village government. Thereafter there is more appreciation and awareness of the significance and difficulties of the work women have done for centuries.

An illustrative example came up during discussions in a village in Singida. In a separate meeting, women had pointed out that the protection of the forest had created some difficulties for them. One of these difficulties had been lack of grain storage containers. These had been made from miombo wood. Since the protection of their forest (Mgori) the villagers had agreed to stop felling the miombo trees.

The women conceded that one container means the end of the whole tree because the tree dies soon after it is ‘cut’ to make the container/basket. At the time the village government had proposed that they use bags for storage instead. The complaint was that bags were vulnerable to invasion by termites and rats and that their grain harvests were no longer secure. When this was presented to the plenary where men were also present, they acknowledged the problem. Together the session discussed ways of going around this problem. As the alternative required men’s involvement to make alternative containers, the issue of single headed households came to the fore. It was also discussed and solutions proposed seemingly to the satisfaction of all. Such gender sensitive fora are rare in society and not just in rural villages.

## 5 Conclusions and Recommendations

### Conclusions

The conclusions will focus on the three major areas the programme achievements, concept and structure.

#### LAMP achievements

The formative evaluation has shown LAMP to have achieved unevenly as regards its multiple objectives. The most promising achievements overall we judge to be the developments related to the LAMP component Community Empowerment and in particular the community based forestry management in the districts Babati, Singida and Kiteto. Although our findings show that the process of community based forestry management was initiated by villagers and district foresters themselves, LAMP in important ways helped facilitate and bring the process forward. The momentum attained we find to be linked to the constructive co-operation between the various stakeholders involved, villagers, district officers, the District Council and the LSO. Singida District has yet to attain the same momentum, a major reason being that the various LAMP actors are not working constructively together to capture the opportunities available.

The essence of the achievement related to community based forest management is the process of mobilisation and empowerment that has taken place at village level through constructive interaction among villagers and between villages enhancing trust and the creation of social capital. LAMP has in important ways assisted this process, helping to consolidate and expand it into new areas. The assistance has been of particular importance for the formulation and procedures related to village by-laws. Although examples to the contrary also exist (Singida). The empowerment process around community based forestry management we assess to of critical value for villages advancing into other activities and projects. Participatory land use planning has not been developed in many villages, but where it has progressed it has proven as well to be an instrument for community empowerment through increased land security.

LAMP has less achievements to show in the area of community management of common range lands and wildlife areas. Village based management of wildlife areas command an important potential for village incomes and livelihoods, but support work in this direction is only in its infant phase in some of the programme districts. The important lessons learnt and the social capital created from community based forestry management can be important building blocks for this development.

The Integrated Multi-disciplinary Development Activities (IMDA) have shown mixed results. Contrary to the community based forestry experiences which are mobilisation and empowerment related, the IMDAs are focussed more on a particular project or a service. Cumbersome and at times complex rules as to how villages can access and make use of IMDAs combined at times with LAMP pressure from above and limited funds available, have made IMDA so far an inefficient instrument for community mobilisation and empowerment. It is, however, clear that IMDA funding for critical needs in villages, such as water projects, may be required. It is also a way for opening up a dialogue and process between LAMP and villagers related to empowerment and mobilisation.

The Land Security activities of LAMP is of particular relevance to Simanjiro and Kiteto Districts. Here socio-economic processes and immigration have created conflicts around land in particular between local pastoralists requiring vast land for grazing and large scale farmers, often originating

from outside the district or abroad, specifically in Simanjiro. In Kiteto District there are also a number of small scale immigrating farmers. Land titles have been attained through support from LAMP for a number of villages. These titles will have to be converted into Village Land Certificates according to the new Land Acts. Training of village legal workers has been an important LAMP activity in Simanjiro District and many of the workers have been active and been in demand by villagers for informing them about their land rights. The activity has not been focussed on women cultivators needs in particular, but to pastoralists and smallholders in general. LAMP has contracted a legally competent NGO to help in training of the village legal workers and in developing a manual which can assist them in their activities. No retraining of village legal workers has been done. This is urgently required in light of the passing of the New Land Acts in February 1999. It is of crucial importance that the information disseminated by the village legal workers in the future are in line with and up to date as regards the new legal land developments.

Surveying of large scale farms both with the aim to arrive at a correct base for land tax and for checking the areas cultivated in relation to the land allocation, including the correctness of the procedure, is way behind developments on the ground. The evaluators found as well that this process was obstructed, in particular in Kiteto District, the reasons being both incompetence and adverse interests among district officials and other stakeholders. These findings only the more indicate the sensitivity of the land security issue. Our findings show that LAMP in many instances have pulled out when the conflicts were emerging due to land titles and land use plans not being adhered to. The power relations and sensitivity of these issues imply that such LAMP activities need to be defended and backed up by civil society organisations and a more active attitude by the LAMP partners.

Extension service support within LAMP has suffered from its narrow range and patchy disbursement. The type of services offered has only the potential to reach a limited number of smallholders and mainly those who are progressive or more resourceful. The extension advice has not incorporated sufficient knowledge of the specific features and needs of the pastoralist production system. Its lack of participatory approach has made it difficult to establish fora where pastoralists, smallholders and the extension personnel can inform and learn from each other. This does not imply that the idea of multi-disciplinary ward extension teams is faulty. Neither does it negate that participatory oriented extension officers operate within LAMP. However, our overall assessment is that the current extension activities and their approach are bound to have a limited outreach and relevance.

Capacity building is found mainly to have been focussed on district staff, District Councillors and representatives from village governments. Overall the major part of the training for capacity building has taken place at district level focussing on administration, management, financial management and tax collection. A number of study tours has been arranged for villagers to learn from activities and examples in LAMP districts and other parts of the country. It is our assessment that capacity building at village level needs to be enhanced in order to support the needs arising from sustaining and broadening of empowerment into other areas. Creation of an enabling environment for the commercial sector, including credit, has until recently not been acted upon and the activity is only addressed in a more substantive way in Singida and Babati Districts. Only in November 1999 did the LAMP Co-ordination Group discuss strategies as to how to approach this sector.

The achievements attained by LAMP outlined above are to some extent related to the changes that have occurred in relation to economic, political and legal reforms discussed in chapter two. These reforms can be envisaged to constitute changes relating to programme conditions. Some of the changes are more internal or directly related to programme activities, other relate the context within which the programme unfolds, i.e. they are more external to the programme. The changes brought about by broader reforms, policy initiatives and legal changes have both had positive and negative impacts on LAMP processes, outcomes and impacts. Direct linkages between changing

conditions and programme outcomes and impacts are difficult to ascertain or quantify. In our assessment of LAMP we have however been able to establish the following linkages between broader societal changes and reforms and programme achievements.

Economic and political reforms initiated in the 1980s and 1990s have opened up a space, albeit gradually, for civil society institutions, including political parties, various associations and the private sector, even in the rural areas. This development has created both opportunities and problems as concerns the conditions for LAMP activities. On the positive side commercial and private sector activities can unfold with less control and influence from government and state institutions. For the rural areas, including many of the LAMP Districts, and in particular Kiteto- and Simanjiro Districts, constraints related to infrastructure, credit and the lack of an enabling environment have held back rural small scale activities. Rather, liberalisation and reforms have provided space for more powerful and resourceful actors and individuals within business and government bureaucracies, at district, regional and central level to contest and compete and at times appropriate natural resources, in particular land, in these districts, at times using illegal means. LAMP has initiated important activities to counter this development, protecting the rights and resources of rural people, through support and information of the rights and responsibilities of rural people and village governments.

The gains of economic and political reforms have thus differed for social groups and classes, commercial and private sector resourceful actors and activities being able to benefit the most. The situation and contexts emerging have in different ways led to increased insecurity for smallholder cultivators and Maasai pastoralists.

In other areas of major importance for LAMP processes and activities, the conditions linked to broader changes, have, however improved. The creation of some space for civil society institutions have also led to opportunities for villages to embark on initiatives to influence and control forests and wildlife. Already the 1982 Local Government Act created the possibility for village governments to enact by-laws that could give them more influence, however, the opportunity was not utilised. This did not happen until a more open economic and political climate coupled with important policy initiatives emerged. The important processes related to village based forestry that were initiated by villagers, supported by district officials, assisted by changing attitudes of key ministries and activities and processes supported by LAMP, have, in our assessment, created an important momentum for village and rural based development. The legal changes related to the new Local Government Reform and the Land Acts emerged at such a late stage, thus having little influence on the processes and achievements. The significant changes in this area have thus come about through reforms and policy initiatives that have enabled village level institutions to make use of legal instruments and local institutions that were already in place at an earlier stage.

The recent legal changes will have implications for the future of LAMP. The launching of the Local Government Reform will imply more autonomy in employment, budgets and subsidy management at district level. These changes are yet to become operational because the necessary by-laws have not been formulated and published by the Minister for MRALG. The same applies to the changes in the Land Laws. The Minister for Lands and Human Settlements will have to make and publish by-laws in prescribed form including other regulations for the implementation of the these laws.

This legal development implies in practice that LAMP's space has widened. But changes will not occur in real life unless the legal changes are put to work and operationalised. With the limitations of resources and problems of morale among local people due to earlier breaches of trust in many areas, a number of these legal changes may not become effective. Here LAMP has a future role to play, taking the opportunity to assist in the operationalisation of the changes. LAMP can work both

with District Councils and local communities to realise the objectives of these very important legal changes. This would be a contribution to the development of the Local Government Reform and as well to the realisation of LAMP objective.

Our overall assessment is that changes related to broader processes of change have had differential impacts on the conditions and processes related to LAMP. LAMP has been one important actor that has assisted villages, smallholders and pastorlists in making better use of the opportunities created, in terms of facilitating processes and undertaking support activities. But to some extent LAMP has also attempted to assist the same groups in informing them about their rights so that they could defend themselves against the negative impacts and effects of economic and political reforms.

It is impossible to judge the impact of LAMP activities. Our assessment is however that LAMP's contribution to facilitation and support of processes related to local management of natural resources, in particular forests, has been positive. Significant developments has occurred in this area and the processes of development initiated is of general value to broad based rural development. In other areas LAMP has accomplished less (extension activities, IMDA related activities), in some areas it is only in its infant stage of trying to rural people in making use of new opportunities (business management and local based wildlife management).

In our assessment, LAMP, to some, but varying extent has attained goal fulfilment. Assessing whether what has been attained is reasonable in relations to programme costs is hardly possibly based on the short term evaluation.

### **LAMP concept and structure**

The LAMP concept, including its four major components, and the development perspective within which it is situated, contains many important elements. The main focus of the concept is sustainable natural resource management using the four components, land security, community empowerment, extension services and village and district capacity building, as a means to achieve the overall objective. The programme's development perspective is that increased incomes from sustainable natural resource management can constitute a tax base which can be used for improving the supply of social services and education to local communities. The programme experience, however, show that this developmental chain is weak and has often been broken. In the instances where increased taxation has been realised, it could not be sustained, and information collected in the district shows that larger farmers and entities that constitute a potential tax base have avoided taxation. The result has been that zealous tax collectors have but undue pressure for taxation of lower income categories that have accessible taxable incomes.

In the course of programme development the four components have tended to develop in isolation from each other, not generating the potential benefits of the overall programme. No forum in the programme structure was used for reflection and advancement of the programme vision and concepts. The main partners in the programme, the Ministry of Regional Administration and Local Government on the Tanzanian side and the Swedish Embassy in Tanzania have not been able to establish the spirit of partnership and dialogue which has unfolded in relation to macro policies and reforms on national level. The discontinuity in programme management at Ministry level due to frequent personnel changes and the rather passive project management style of the Swedish Embassy have created a vacuum in the programme management that the advisory consultant company and its local support offices have entered. Problems related to the structure have also emerged because of lack of clarity as to the role of the Follow-Up consultant team among all programme stakeholders. Formally the consultant team is to report to the Swedish Embassy LAMP programme management that should assess which analyses and recommendations to take to the Annual Review Meeting for discussion and decision. Since the Embassy LAMP management has not taken upon

itself this role, a lot of a competent and relevant analyses and recommendations of the Follow-Up team have been hanging in the air without any or with limited impact on programme modification and development. On the contrary, the existence of the Follow-Up team, conducting twice annual field trips covering on average two districts per visit, has created confusion and uncertainty as to the status of the recommendations of the Follow-Up team among most programme stakeholders. Much of the potential value of the work of the Follow-Up team has thus been lost to the process of programme modification and improvement.

The lack of dialogue between the main programme partners which could have given the programme a more firm leadership is also related to the existence of a number of programme related meetings including the Annual Programme Meeting, Quarterly Review Meetings, Lamp Co-ordination Group and Programme Co-ordination Committee and on district level the LAMP Local Management Team Meetings. An overview of the documentation and reporting to these various programme meetings and fora indicate its summarily and quantitative approach, being basically devoid of qualitative and problem oriented background documentation and reports that could open for a holding together and further development of the programme concept. The fact that much of the reporting has been undertaken in isolation for the four major programme components has not been helpful for such a purpose. The annual LAMP internal monitoring reports do however provide more substantive data and analyses, but our information indicate that the findings are not tabled and discussed in any systematic manner in the programme structure.

The inadequacy of the programme structure also emerges through its inability to deal with sensitive and difficult issues. A case of unaccounted spending of LAMP money in Simanjiro District was, according to our information, detected by the financial manager of the advisory consultant company and confirmed on probing by the Government General Auditor. The Swedish Embassy consequently suspended the programme activities in Simanjiro and requested the MRALG to take the necessary legal steps to resolve the case. The Swedish Embassy has not yet received a response from the MRALG and was neither informed about the fact that those persons identified being responsible for the embezzlement and who were first suspended by MRALG had been reinstated in Simanjiro and in other District Administrations without the Swedish Embassy being notified of the manner in which the matter had been resolved.

## **Recommendations**

On the basis of the above analysis of the strength and weaknesses related to the LAMP district programme's achievements, concept and structure, the formative evaluation team will present the following recommendations for the next programme phase under three major headings; (i) shift of overall programme focus, (ii) concentration of programme concept, (iii) changes in programme structure. The objectives of the recommendations are to strengthen the viable and important assets of the programme and help the programme make better use of the changing programme conditions that have emerged from broader societal reforms and change processes.

### **Shift of overall programme focus**

The programme focus should be shifted from considering its core as natural resource management to one of support to empowerment and mobilisation processes primarily of villagers and village communities with emphasis on sustainable natural resource management. Such a shift will have the following implications;

- a) The Swedish Embassy in Tanzania, one of the two major partners to the programme, should widen its own project management to include competence catering as well to insights in mobilisation, empowerment processes, participation and democratisation.
- b) The focus should shift towards supporting empowerment and mobilisation processes for sustainable natural resource use at village level. This will give the programme a potential to reach the poor and disadvantaged as actors of programme activities in the next programme phase.
- c) It will imply that capacity building and empowerment activities should be more focussed on deepening and expanding villagers and communities needs in these areas and that the district and District Councillors should be involved with the aim to contribute to enhance the empowerment process in and between villages and between this level and higher levels.
- d) The programme should primarily focus on supporting ongoing processes within forestry and wildlife, try to deepen and expand these, rather than to initiate new processes. The recent changes in policies and legal developments give ample support for this.

### **Concentration of programme concept**

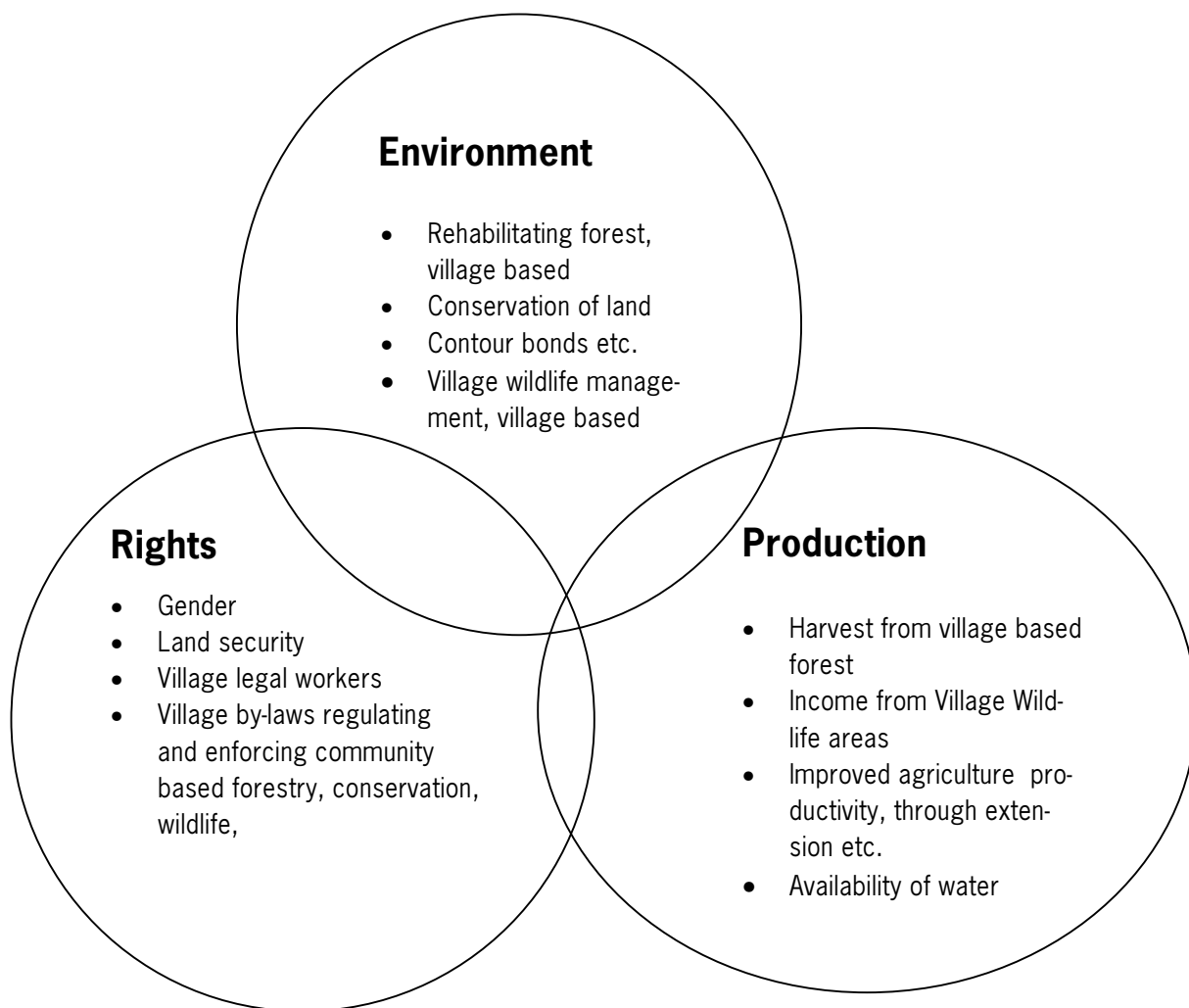
To bring about a strengthening of the critical and valuable components of the programme it should concentrate on three major elements for attaining sustainable resource management; production, environment and rights. The production element should focus on the sustainable harvesting based on community based forest management, employment and harvesting generated from the establishment of village wildlife areas and improved agricultural productivity through relevant and participative extension methods and approaches. Support to make water available for human consumption and livestock shall also be considered where imperative.

The environmental element should emphasise the protection and rehabilitation of forests based on community based management, the conservation of agricultural land and sustainable management of village wildlife areas. The rights elements should comprise land security activities, the training of village legal workers, the promotion of village by-laws enabling village communities to develop and enforce community based forestry, conservation and wildlife activities. The rights element should also incorporate the gender issue striving to make women more equal rights holders in relation to natural resource management.

The strengthening of these major elements is conditioned upon village and inter-village empowerment and village capacity building, i.e. these activities relate to all the three mentioned elements. This approach will secure the integration of the major elements of the programme, improving their interrelation and synergies which will help furthering the process of returning the control over, management of and incomes from forestry, wildlife and agriculture, i.e. the natural resources to the villagers themselves. District level capacity building can then be stimulated, as argued above, to help towards these ends, i.e. it will be given a focus and direction including emphasis on how to improve linkages and relations between villages and higher administrative levels.

The attainment of sustainable natural resource management that at the same time will ensure a fair distribution of the benefits thereof will occur in the area where all the three circles in the figure overlap. A withdrawal of any of the elements or circles will undermine attainment of overall objectives. This approach is bound to guide the next phase of the LAMP programme more in direction of poverty alleviation. The approach will also help in the prioritisation of the LAMP components, including identification of which components should be de-emphasised.

This approach also opens for opportunities for commercial sector activities. Harvesting of forests, processing of wood and timber, wildlife tourism, hunting activities constitute commercial opportunities for linking villages to the private sector and external markets. Once the devolution of power



allowing decision making to be taken over by the villages it will provide conditions for increased production based on sustainable natural resource management in harmony with the aspirations of local communities and sustainable development.

### **Changes in programme structure**

The programme structure and its set-up need modifications and changes to carry the programme into the next phase. The criteria or principles guiding the recommendations of the changes related to programme structure is enhancing partnership at programme and local level and opening up for broader participation of the concerned stakeholders.

- i) Technical assistance should shift its competence base from management and administration to support processes in and between villages.
- ii) In order to enhance the new partnership spirit Sida and the Ministry of Regional Administration and Local Government must enhance their capacity to allow for closer follow-up of programme activities in the field.
- iii) In order for the programme to have a broader outreach to society and gain support for achieving its objectives, new mechanisms must be identified for channelling funds to grassroots NGOs specifically in the pastoral areas regarding land security, land management and extension.

- iv) The Follow-Up team should in the next programme phase be linked to the Programme Annual Meeting, not to Sida. The follow-up analyses will thus have a more direct relation and input to the development of the LAMP concept and content. The Follow-Up team should consist of both Tanzanian and Swedish researchers/consultants and our suggestion is that it should undertake field visits once a year in due time to report to the Annual Meeting. This meeting should be enlarged to discuss concept and contents as well as, at present, the budgetary framework.
- v) Programme planning must allow for more flexibility in order to embrace and support processes at local level that emerge from the shift of programme focus to empowerment and mobilisation.
- vi) More use of Tanzanian personnel with relevant competence in LAMP advisory and consultancy activities would help reduce programme costs and transfer of more resources to village based and District Council activities.
- vii) At district level, in the spirit of partnership, all financial information and procedures should be made transparent to all stakeholders. The use of funds and resources from car pool, equipment and development fund should be identified in co-operation between LSO and the District.
- viii) LAMP should look for mechanisms and processes that can contribute to substituting the current donor recipient relationship with one of more equality between partners based on a mutual learning process. If such a relationship is to attain real partnership it will, in our opinion, have to address issues and problems related to rural development and natural resource management both in Sweden and Tanzania, i.e. in the “north” and the “south”.

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# Annex 1

## SWOT with the Land Management Team in Kiteto

7<sup>th</sup> December 1999 (Strength, weaknesses, opportunities and threats-analyses)

The team, consisting of the technical staff at the district and the LSO staff, went into groups to discuss and try to catch important aspects of the Lamp. Some groups decided that they wanted to cover specific components of the Lamp. Achievements and problems referred to the situation today, while opportunities and recommendations were forward looking.

### Group 1, covering all components

|                                                                                                                                                                                                                                        |                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Achievements</b> <ul style="list-style-type: none"> <li>• Smooth running of KDC office</li> <li>• KDC management has improved</li> <li>• Transport facilities provided</li> <li>• Improvement in community participation</li> </ul> | <b>Problems</b> <ul style="list-style-type: none"> <li>• Delay of funds</li> <li>• Political interference on Lamp facilities (Motor-bikes for Ward executives)</li> <li>• Shortage of qualified staff in finance department</li> <li>• Revenue collectors not faithful and competent</li> <li>• Delay and inefficiency in salary payments</li> <li>• Shortage of staff</li> <li>• Increase in per diem by 100%</li> </ul>                                     |
| <b>Opportunities for the future</b> <ul style="list-style-type: none"> <li>• Lamp is still an opportunity for the future to be able to increase productivity at a reasonable rate in a sustainable way after year 2001</li> </ul>      | <b>Recommendations</b> <ul style="list-style-type: none"> <li>• Funds to be realised in time</li> <li>• Political harmony to be sought (Politicians not accepting existing plans)</li> <li>• Prompt payment of salaries</li> <li>• More training at district and village level</li> <li>• Recruitment of new staff</li> <li>• Shilling to shilling agreement to be reconsidered</li> <li>• PSO and the Ministry should act on the Motor-bike issue</li> </ul> |

### Group 2, Farmers extension services

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|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Achievements</b> <ul style="list-style-type: none"> <li>• Introduction of dry land farming implements like tractor subsoiler and ripper</li> <li>• Training of farmers and pastoralists on crop husbandry and animal husbandry and soil and water conservation through seminars and study tours</li> <li>• Training of farmers and pastoralists on participatory land use management plans</li> <li>• Formation of by-laws on the PLUM plans</li> <li>• Survey and mapping of the SULEDO (9 villages)</li> <li>• Provision of transport facilities to some of the Ward extension officers</li> <li>• Provision of working gears to extension officers and training to extension officers</li> <li>• Formation of land use and environmental committees in the villages</li> </ul> | <b>Problems</b> <ul style="list-style-type: none"> <li>• Low adoption rate among farmers and pastoralists</li> <li>• Poor road network</li> <li>• Large areas to be covered by Ward extension officers</li> <li>• Wild animals –no security for extension officers on bicycles</li> <li>• Land ownership; land is lacking title or are under communal grazing, which leads to poor management and lack of responsibility</li> <li>• Inadequate transport facilities for extension staff</li> <li>• Shifting cultivation</li> </ul> |
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|                                                                                                                                                                                                                                                                                                                                   |                                                                                                                                                                                                                                                                                                                      |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Opportunities</b> <ul style="list-style-type: none"> <li>• Individual and group land ownership will be accommodated in the new Land Act 1999</li> <li>• Increased production in a sustainable way</li> <li>• Maintain soil fertility and environment</li> <li>• Establishment of extension workers at village level</li> </ul> | <b>Recommendation</b> <ul style="list-style-type: none"> <li>• Provide all extension staff with transport and working gear</li> <li>• More training to farmers and pastoralists</li> <li>• More training to extensions staff in crop and livestock husbandry, soil conservation, participatory approaches</li> </ul> |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

### Group 3, Community empowerment

|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |                                                                                                                                                                                                                                                                                                            |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Achievements</b> <ul style="list-style-type: none"> <li>• The formation of land use management plans and the by laws, surveying and mapping to identify areas for different land uses in 12 out of 16 villages</li> <li>• Out of three IMDA (water) projects one was successful</li> <li>• Mobilisation about IMDA has been done in 23 out of 46 villages</li> <li>• Promotion of appropriate technologies like rain water harvesting</li> <li>• Community management of forests</li> <li>• Women participation in development activities</li> </ul> | <b>Problems</b> <ul style="list-style-type: none"> <li>• Slow adoption rate, people remain with traditional land uses</li> <li>• People have wrong perception of IMDA</li> <li>• People have little knowledge about new technologies</li> <li>• In migration and destruction of the environment</li> </ul> |
| <b>Opportunities</b> <ul style="list-style-type: none"> <li>• Available resources to be managed in more efficient, sustainable and equitable way</li> <li>• Wide range for communities to request</li> <li>• Promising future in the use of inhabited areas. (Making pastoral grazing areas productive so they do not need to move)</li> <li>• Protection of forest products and wildlife</li> <li>• Increased women rights in benefit sharing</li> </ul>                                                                                               | <b>Recommendations</b> <ul style="list-style-type: none"> <li>• Updating of acquired knowledge</li> <li>• Simplification and mobilisation of IMDA</li> <li>• Further exposure to villagers will increase adoption rate</li> </ul>                                                                          |

### Group 4 Land security

|                                                                                                                                                                                                                                                                                                                                                                                |                                                                                                                                                                                                                                                                                                             |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Achievements</b> <ul style="list-style-type: none"> <li>• Villages get right of occupancy (title deeds)</li> <li>• Farmers know size of their land</li> <li>• Minimising of inter village and inter district conflicts</li> <li>• Good land use planning</li> <li>• Villagers know their boundaries</li> <li>• Villagers know their land rights through training</li> </ul> | <b>Problems</b> <ul style="list-style-type: none"> <li>• Bureaucracy (Ministry- district)</li> <li>• Lack of transport, motorcycles and pick ups</li> <li>• Lack of staff</li> <li>• Village leaders sell land for their own benefit</li> <li>• Delaying of office equipment supply when ordered</li> </ul> |
| <b>Opportunities</b> <ul style="list-style-type: none"> <li>• Increased tax collection from large scale farms</li> <li>• Expose tax evaders</li> <li>• Well organised land use plan</li> <li>• Minimise leaders sell out of land for their own benefit</li> <li>• Increased production through proper land use plans</li> </ul>                                                | <b>Recommendation</b> <ul style="list-style-type: none"> <li>• Still communities need more training about land security</li> <li>• Up date land laws</li> </ul>                                                                                                                                             |

## SWOT analyses with the Land management team in Singida

3<sup>rd</sup> December 1999

The team consisting of the district technical staff and the LSO staff, went into three groups after having been asked to reflect over the questions of;

1. The structure or organisation of Lamp and
2. The underlying philosophy or thinking of Lamp

### Group 1

|                                                                                                                                                                                                                    |                                                                                                                                                                                                                  |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Strength</b> <ul style="list-style-type: none"> <li>• Manpower with technical know how</li> <li>• Vehicle pool to some extent</li> <li>• Availability of funds</li> <li>• Land as a resource</li> </ul>         | <b>Weakness</b> <ul style="list-style-type: none"> <li>• Poor communication. Each department works on its own</li> <li>• Inadequate transport and working tools</li> <li>• Poor adoption to new ideas</li> </ul> |
| <b>Opportunities</b> <ul style="list-style-type: none"> <li>• Increased income</li> <li>• Support from other donors</li> <li>• Support from districts</li> <li>• Contribution from the community itself</li> </ul> | <b>Threats</b> <ul style="list-style-type: none"> <li>• Attitude of the community</li> <li>• Customs and norms</li> <li>• Minimal contribution from the community</li> </ul>                                     |

### Group 2

|                                                                                                                                                                                         |                                                                                                                                                                                                                          |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Strength</b> <ul style="list-style-type: none"> <li>• Well equipped with technical staff</li> <li>• Resources like vehicles, radio, fax, computers, funds and L.S.O.</li> </ul>      | <b>Weakness</b> <ul style="list-style-type: none"> <li>• Pooled transport</li> <li>• One type of transport</li> <li>• Reallocation of funds after budgeting</li> </ul>                                                   |
| <b>Opportunities</b> <ul style="list-style-type: none"> <li>• Budget planning should come from Ward and Village level</li> <li>• Capacity building at Ward and Village level</li> </ul> | <b>Threats</b> <ul style="list-style-type: none"> <li>• Not enough manpower/capacity at the village level to do planning</li> <li>• Not enough social service (facilities) for officers being in the villages</li> </ul> |

### Group 3

|                                                                                                                                                                                                                                                                                                                                   |                                                                                                                                                                                                                                                                                                                     |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Strength</b> <ul style="list-style-type: none"> <li>• Effective participation</li> <li>• Improves income generation</li> <li>• Improves natural resources</li> <li>• Effective communication skills</li> </ul>                                                                                                                 | <b>Weakness</b> <ul style="list-style-type: none"> <li>• Lack of Lamp management teams at village level</li> <li>• Lack of other sectors in the programme</li> <li>• Small coverage, only 2 divisions</li> <li>• Car pool system is not so effective</li> <li>• Slow adoption of new ideas among farmers</li> </ul> |
| <b>Opportunities</b> <ul style="list-style-type: none"> <li>• There are possibilities to replicate activities in other areas</li> <li>• There are possibilities to increase income of individuals and groups</li> <li>• Include other sectors to ensure sustainability</li> </ul> Room for expansion of projects into other areas | <b>Threats</b> <ul style="list-style-type: none"> <li>• Sustainability is not certain</li> <li>• Not enough community training at village level</li> <li>• Availability of funds is not sure after programme has phased out</li> </ul>                                                                              |

**Recommendations for the future, Singida, made in plenary with the three groups, after the groups had presented and discussed the SWOT group work**

1. At the district level there is a need for better planning through the Land management team (LMT) meetings and to make full use of the LMT
2. At the village level there is a need for Village LMT, with or without the extension staff
3. Regarding transport there is a need to have not only cars but Motorbikes for the extension staff and Bicycles for the villagers
4. Empowerment should be strengthened through continued education and sensitisation of the villagers
5. In the next phase other sectors like health and education should be included. SIDECO should also be included and come under business enterprises  
SIDECO will include Heifer and bull production, training in animal husbandry, biogas. Through theses a centre for livestock improvement will be established
6. Reallocation of the funds already agreed upon in the budget should be done after approval by the LMT.
7. Funds should be available in time
8. Planning and budgeting should come from villages
9. For the planning to be done in the villages there will be need for capacity building
10. In next phase there is a need to expand the programme to the other divisions in the district

## Annex 2

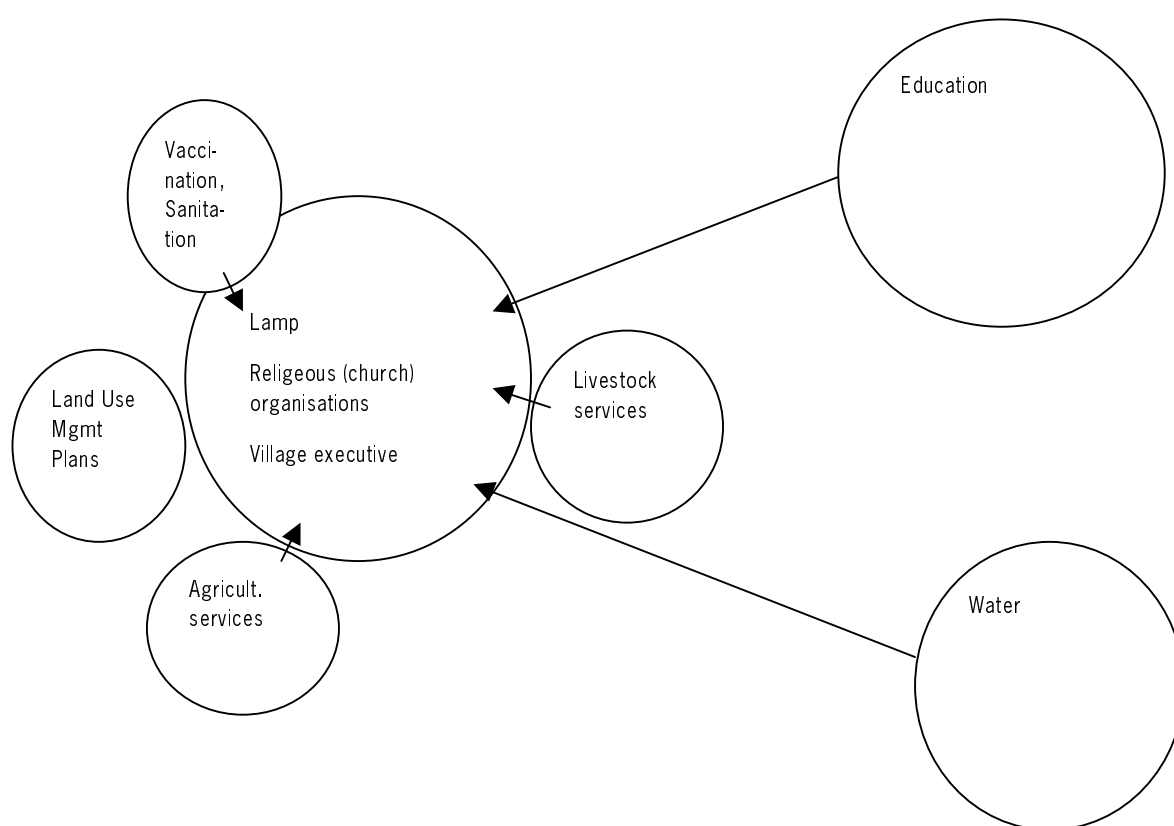
### Venn diagram Olkitekit village in Kiteto, SULEDO Forest

Village meeting with appr 40 men. Women were in another group. It is a maasai village.

The villagers were asked to make a circle for the village and after that circles for the different institutions that were of importance for them. Size shows power. Distance to themselves, the village circle, indicates how close they perceive the institutions to be.

The villagers placed Lamp and the church within the centre circle, which is the village. They expressed satisfaction with the support they had from these two institutions and they expected continued support.

When asked what changes they wanted, they made arrows indicating the institutions they wanted closer collaboration and support from.



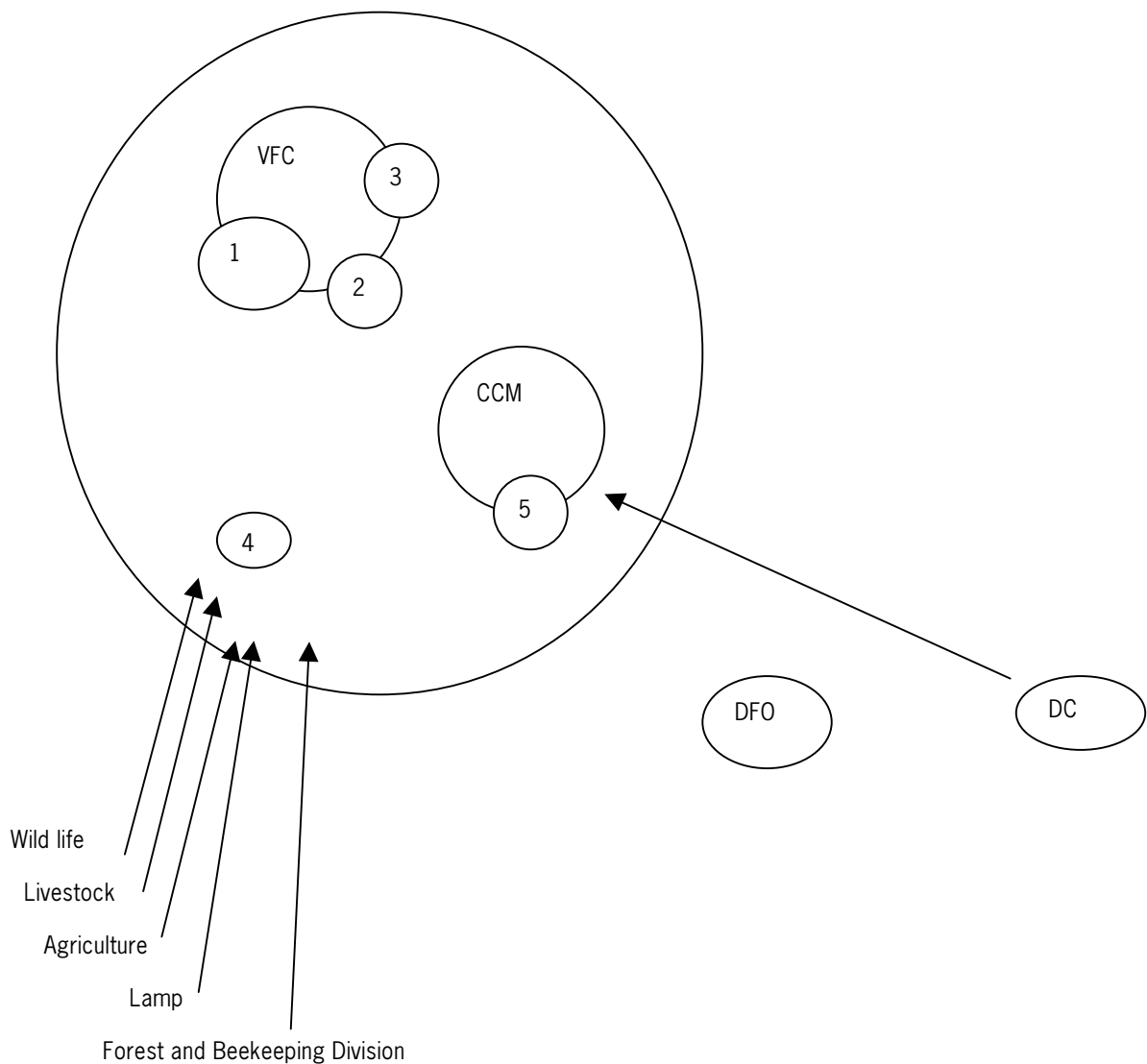
In the following discussions, the villagers focused their attention on Education and Water. They are both big as they are of great importance for the villagers, but they are too far away. They felt support in these sectors were crucial for the future of their village, and therefore wanted the circles/institutions to come closer.

## Venn diagram Ngimu village, Singida.

A village meeting with appr 40 men. There was a separate meeting with the women.

Villagers were asked to make one circle indicating the village and other circles for other institutions that were of importance for them. The size indicates power. Distance indicates how close the institutions are to the village.

The big circle indicates the village. 1 is sungusungu, forest patrol, 2 the divisional forester, 3 the expatriate consultant, 4 Chadema, 5 health, VFC is the village forest committee, DFO district forest officer and DC the district politicians.



When asked about Lamp and the different departments in the district, they were not given any circle at all. They were not present. However when asked how they wanted to see changes the arrows were drawn on the ground, indicating the wish to establish close relation and collaboration with the district and Lamp as well as the Forest and Beekeeping Division.

## Priority setting in Ngimu village in Mgori forest and Olkitekit in SULEDO forest

In both villages there were meetings with appr 40 men. Women had separate meetings. At both events villagers were asked to make a list of the benefits they did expect from the forest in the future. This done, they were asked to make priorities, 1 to 5, for each of the benefits.

### **Mgimu village;**

|                |   |
|----------------|---|
| Timber         | 4 |
| Tourism        | 5 |
| Fuelwood       | 1 |
| Building poles | 1 |
| Beekeeping     | 3 |
| Minerals       | 3 |

In a later sequence the women in Ngimu complained about shortage of fuelwood after the establishment of the community based management, and proposed they should get help with stoves, be allowed to cut fresh wood and that the men should bring branches when cutting trees.

The tourism mentioned above refers to wildlife tourism.

### **Olkitekit village;**

|          |   |
|----------|---|
| Timber   | 7 |
| Wildlife | 4 |
| Water    | 7 |
| Pasture  | 7 |
| Bees     | 6 |
| Fruits   | 3 |
| Medicine | 5 |

Both villages are expecting benefits/income from timber and wildlife. Olkitekit is a pastoral village in a dry area. Pasture and water are highly valuable.

Olkitekit village expressed an optimism for the future. They expected that they would continue to get support from outside, like the church and the forester from Lamp. They said that the critical areas where support is in great need are education, water and livestock.

In the venndiagrams they showed with the arrows the closer relations they wanted with outside institutions to help with this.

## Annex 3

### ORGUT LSO experts and the main supporting consulting firms

|             |                   |
|-------------|-------------------|
| Team leader | Torbjörn Öckerman |
|-------------|-------------------|

|                        |             |
|------------------------|-------------|
| Technical support team | Kjell Rödin |
|------------------------|-------------|

|                   |               |
|-------------------|---------------|
| Kiteto;           |               |
| District advisor  | Nils Viking   |
| Rural dev advisor | Malaeck Minja |
| Associate expert  | Eva Ohlsson   |

|                   |                  |
|-------------------|------------------|
| Singida;          |                  |
| District advisor  | Peter Kuchar     |
| Rural dev advisor | James Bugengo    |
| Associate expert  | Malin Pettersson |

|                   |                 |
|-------------------|-----------------|
| Babati;           |                 |
| District advisor  | Gösta Eriksson  |
| Rural dev advisor | Calyst Kavishe  |
| Associate expert  | Maria Nordström |

|                   |                  |
|-------------------|------------------|
| Simajiro;         |                  |
| District advisor  | Roger Andersson  |
| Rural dev advisor | Paulo Mangatinda |
| Associate expert  | Maria Hedquist   |

The main consultants to the program

|                               |                                              |
|-------------------------------|----------------------------------------------|
| Legal and Human Rights Centre | Training of legal workers and on land issues |
| KAPS                          | Training e.g water committees                |
| Faculty of Forestry, SUA      | Inventory                                    |
| Intermaeco                    | Business training                            |
| Development Strides           | Commercial sector support                    |
| Liz Wily                      | Community based forestry and land issues     |

## Annex 4

### Condensed budget for the different categories, 1997–2000, All sums in million SEK

| Category                                  | Amount in mill. SEK<br>Babati, Singida | Amount in mill. SEK<br>SCAPA, FBD, DPSP |
|-------------------------------------------|----------------------------------------|-----------------------------------------|
| Kiteto, Simanjiro                         |                                        |                                         |
| Cash contribution<br>to district projects | 12,3                                   | 12,8                                    |
| Car pool                                  | 2,9                                    |                                         |
| Equipment                                 | 3,3                                    | 1,4                                     |
| Development fund                          | 4,1                                    |                                         |
| Internat. longterm advisors               | 15,0                                   |                                         |
| Associate experts                         | 5,0                                    |                                         |
| Internat. shortterm consultants           | 5,0                                    | 5,7                                     |
| Local support office                      | 6,0                                    |                                         |
| Local consultants                         | 7,4                                    | 0,7                                     |
| Agriculture research fund                 |                                        | 1,0                                     |
| Subsum                                    | 61,0                                   | 21,6                                    |
| <b>Project support office (PSO)</b>       |                                        |                                         |
| Team leader                               | 4,2                                    |                                         |
| Technical support team                    | 7,3                                    |                                         |
| Management fee, capital cost              | 11,8                                   |                                         |
| Programme support office                  | 3,8                                    |                                         |
| Vehicles                                  | 3,9                                    |                                         |
| Programme committees                      | 0,8                                    |                                         |
| Study tours                               | 0,5                                    |                                         |
| Subsum                                    | 32,3                                   |                                         |
| Planning reserve                          | 15,0                                   |                                         |
| Total agreed amount                       | 130,0                                  |                                         |

## Annex 5

### Evaluation team's itinerary

#### Stockholm, November Nov 10–22 (Havnevik and Tivell)

|        |                                               |
|--------|-----------------------------------------------|
| Nov 10 | Follow Up Team                                |
| Nov 11 | Africa Division at Sida, and later with ORGUT |
| Nov 15 | Natural Resources Division at Sida            |
| Nov 22 | Natural Resources Division at Sida            |

#### Dar es Salaam Nov 17–20 (Havnevik and Rwebangira)

|        |                                    |
|--------|------------------------------------|
| Nov 18 | ORGUT/PSO, Swedish Embassy,        |
| Nov 19 | Swedish Embassy, Ministry of Lands |

#### Babati District Nov 21–24 (Havnevik and Rwebangira)

|        |                                                                                                                                                                                                                        |
|--------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Nov 22 | LAMP staff and 20 representatives from the LMT, Visit to Duru village in Duru Haitemba and discussions with VEO, member of Ward Extension Team, DFO and repr from LSO<br>Visit to water project and progressive farmer |
| Nov 23 | Visits to Mwada and Sangaiwe villages. Village chairman, Ward Extension Officer, Village Executive Officer, Party secretary CCM, DFO and LSO rural advisor                                                             |

#### Simanjiro District Nov 24–27 (Havnevik)

|        |                                                                                                                                                                                                                                                                                                                         |
|--------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Nov 24 | Travel to Orkesmut, Simajiro (Havnevik)<br>Travel to Dar es Salaam (Rwebangira)                                                                                                                                                                                                                                         |
| Nov 25 | Visit to large scale farmer, Lendanai village, Namalulu village, water project, tree nursery, agro-forestry project, Discussions with District Community Dev. Officer, Rural Dev. Advisor, Village chairmen, Village Executive Officers, Haki ya ARDHI, Regional Commissioner and representatives from the two villages |
| Nov 26 | Meetings, Tanzania Christian Refugee Service, Ilaramatak Lolkonerei, District personnel, DED, District Crop Officer, District Health Officer, District Planning Officer, District Water Engineer, District Land Officer, DEO, DED, Chairman District Council,                                                           |
| Nov 27 | Travel to Moshi and Sweden (Havnevik)<br>Travel to Moshi (Rwebangira and Tivell)                                                                                                                                                                                                                                        |

#### Arusha Town Nov 28 (Rwebangira and Tivell)

|        |            |
|--------|------------|
| Nov 28 | Inyate Maa |
|--------|------------|

#### Babati District Nov 29 (Rwebangira and Tivell)

|        |                                                                                          |
|--------|------------------------------------------------------------------------------------------|
| Nov 29 | DED, Chairman District Council, LAMP Coordinator, LSO personnel, District Forest Officer |
|--------|------------------------------------------------------------------------------------------|

#### Singida District Nov 30 – Dec 5 (Rwebangira and Tivell)

|        |                                                                                                               |
|--------|---------------------------------------------------------------------------------------------------------------|
| Nov 30 | Meetings with Lamp Coordinator, District Advisor                                                              |
| Dec 1  | Meeting with DED, District Development Officer, District Planning Officer, Lamp Coordinator, District Advisor |

|       |                                                                                                                                                                                                                          |
|-------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Dec 2 | Trip to Mgori forest Ngimu and Unyampana villages, Meeting with Divisional Forester, Village Chairman, Village Forest Committee, Village Forest Guards, and a large number of villagers in two separate village meetings |
| Dec 3 | Meeting with the Lamp Management Team, later with the Divisional Forester Officer in Mgungaa Divisions                                                                                                                   |
| Dec 4 | Trip to Suviju village meeting with Village Chairman, District Extension Officer and a large group of villagers, Meeting with District Chairman                                                                          |
| Dec 5 | Travel to Dodoma                                                                                                                                                                                                         |

#### **Dodoma Town Dec 6 (Rwebangira and Tivell)**

|       |                                                                                           |
|-------|-------------------------------------------------------------------------------------------|
| Dec 6 | Meeting with Ministry for Regional Administration and Local Government, ORGUT Team Leader |
|-------|-------------------------------------------------------------------------------------------|

#### **Kiteto District Dec 7–11 (Rwebangira and Tivell)**

|        |                                                                                                                                                                                                                                       |
|--------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Dec 7  | Travel to Kibaya, meeting with DED, District Commissioner, District Advisor, and a meeting with the Land Management Team                                                                                                              |
| Dec 8  | Trip to Olkitekit village and Sunya village, Two village meetings with Village Chairman, Village Executive Director, Village Forest Committee, Forest Guards and a large number of villagers<br>Meeting with Kiteto District Chairman |
| Dec 9  | Meeting with KINNAPA, Naadutaro and Wateraid                                                                                                                                                                                          |
| Dec 10 | Meeting with Acting District Co-ordinator, District Game Officer, Community Development Officer, District Advisor and District Rural Development Advisor                                                                              |
| Dec 11 | Travel to Dar es Salaam                                                                                                                                                                                                               |

#### **Dar es Salaam Dec 12–21 (Havnevik, Rwebangira and Tivell)**

|           |                                                                                                            |
|-----------|------------------------------------------------------------------------------------------------------------|
| Dec 12    | --                                                                                                         |
| Dec 13    | Meeting with ORGUT Team Leader, Financial Advisor                                                          |
| Dec 14    | Meeting with Swedish Ambassador<br>Meeting with head of Swedish DCD and LAMP desk officer, Swedish Embassy |
| Dec 14–19 | Draft report write up                                                                                      |
| Dec 19    | Travel to Sweden (Anders Tivell)                                                                           |
| Dec 21    | Swedish Embassy, Presentation of final draft report (Havnevik and Rwebangira).                             |

#### **Dar es Salaam (Rwebangira) and Uppsala (Havnevik and Tivell) Jan 15 –31**

|           |                                                                     |
|-----------|---------------------------------------------------------------------|
| Jan 15–31 | Preparation of final report based on comments from all stakeholders |
|-----------|---------------------------------------------------------------------|

## Annex 6

### List of people met

#### Singida district

|                       |                               |
|-----------------------|-------------------------------|
| –                     | DC Chairman                   |
| Charles Mwagowa       | District Executive Director   |
| Yaled Mgula           | District Planning Officer     |
| Peter Kuchar          | District Advisor              |
| Delphina Moshi        | Business Development Officer  |
| Mary Qorro            | District Planning Officer     |
| Edward Massawe        | Divisional Forest Officer     |
| M. H. Omari           | Divisional Forest Officer     |
| I.D Mpwani            | Ag.DMMO –Utumishi             |
| Juma S. Kitano        | DGO – Maliasili               |
| J. Ngao               | DFSO – Maliasili              |
| J.S. Sabore           | Ag. DCDO – Maendeleo ya Jamii |
| B.E. Mndeme           | DE – Ujenzi                   |
| Msonsa J.S            | FOR DEO – Elimu               |
| Yunifridha Nakembetwa | LFO – Kilimo/Mifugo           |
| K.E. Lukondo          | LST – Ardhi                   |
| B.S Lwebangira        | ABO – Maliasili               |
| M.H. Omari            | F.O – Maliasili               |
| G.E. Lyimo            | DFO – Maliasili               |
| J.C. Nyau             | Ag.DCO – Ushirika             |
| A.Mwangoka            | Ag. DYCO –Utumishi            |
| H.S. Mahimbo          | Ag.DWE – Maji                 |
| S.J. Mtoro            | G.M – SIDECO                  |
| B.A. Masoud           | ACCOUNTANT – Finance          |
| M. Joseph             | Livestock officer             |

#### Arusha

|             |             |
|-------------|-------------|
| Peter Toima | Inyat e Maa |
|-------------|-------------|

#### Babati district

|                |                                                       |
|----------------|-------------------------------------------------------|
| Lucia Ngilorit | District Executive Director                           |
| Gabriel Bukhay | Chairman District Council                             |
| Aloyce Gabriel | District Planning Officer & District Lamp Coordinator |
| Anatoly Rwiza  | District Forest Officer                               |
| C. B. Kavishe  | Rural Dev Advisor, LSO                                |
| G. Eriksson    | District Advisor, LSO                                 |
| M. Nordström   | Ass Expert, LSO                                       |
| M.A.M Kasema   | DSM ( C )                                             |
| Nagunwa R      | T/P                                                   |
| M.M. Telly     | C.T                                                   |
| A.Kisimbo      | TECH                                                  |
| J.M. Chisumo   | DCO                                                   |

|               |                                                   |
|---------------|---------------------------------------------------|
| M.A.Singisha  | DSMS AM                                           |
| Toto Kassi    | DNRO                                              |
| A.E. Kaaya    | CDO                                               |
| F.S Mmari     | DSCO                                              |
| R.F. Mwanga   | DMS (P)                                           |
| A.M Lawi      | DT                                                |
| D.S. Kweka    | AG                                                |
| Mbise S.M.E   |                                                   |
| R.O. Matthew  | PLO                                               |
| F.S. Kiangu   |                                                   |
| M.E. Lever    |                                                   |
| I. Daniel     | K/TSC                                             |
| S. Mbaga      | DEO                                               |
| Pareso T.C    | OS                                                |
| P.Mugisha     |                                                   |
| Edward Margwe | Village Executive Officer (VEO), Duru Village     |
| Mary Martin   | Villager, member of beekeeping group              |
| B.J. Mtui     | Extension officer Duru, Endagwe & Hashan Villages |
| Jason Begashe | Acting DED                                        |

*Sangaiwe village*

|                                   |                       |
|-----------------------------------|-----------------------|
| Emmanuel Peter                    | VEO, Sangaiwe village |
| Three members of beekeeping group |                       |

*Mwada village*

|                                  |               |
|----------------------------------|---------------|
| Village chairman and<br>5 others | Mwada village |
|----------------------------------|---------------|

**Simanjiro**

*District Officials*

|               |                              |
|---------------|------------------------------|
| F. Miti       | DED                          |
| M. Mushi      | District Treasurer           |
| E.T. Laizer   | District Crop officer        |
| E. Elikana    | Community dev office         |
| J. Chonjo     | District Health officer      |
| Mr. Mnoye     | District Planning Officer    |
| Edwin Mara    | TSC                          |
| Zablar Syatua | District Water Engineer      |
| G. Nduguni    | Acting District Land Officer |
| W.J. Msipati  | District Manpower Officer    |
| F. Mrumah     | Acting DEO                   |

*Others*

|               |                                |
|---------------|--------------------------------|
| Mr. Soipei,   | Chairman of District Council   |
| LSO Simanjiro |                                |
| R. Andersson  | District advisor, LSO          |
| P. Mangatinda | Rural development advisor, LSO |
| M. Hedquist   | Associate expert, LSO          |
| D. Singh      | Large scale farmer             |

**Lendani village**

|                                                              |                                      |
|--------------------------------------------------------------|--------------------------------------|
| Mussa Hasani Sewira                                          | VEO, Lendanai village                |
| Beatrice Kyaratingo                                          | Ward ext officer, Lendanai village   |
| Loserian Yamat                                               | Village chairman, Lendanai village   |
| Noel Simbarobairi                                            | CCM party secretary, Lendani village |
| Negetani women group,<br>Tanzanian Christian Refugee Service |                                      |
| Oloitai Loserian                                             | Community dev officer                |
| Magdalena Massawe                                            | Community dev officer                |

**Namalulu village**

|                  |                                                 |
|------------------|-------------------------------------------------|
| Emaul Stephen    | Mufundishaji wa Haki ya Ardhi, Namalulu village |
| Abrahamu Sunguya | VEO, Namalulu village                           |
| Mikael Tikoin    | Elder, Namalulu village                         |
| Simon Ngowarna   | Revenue collector, Namalulu village             |

**Dodoma Town**

|                    |                                                     |
|--------------------|-----------------------------------------------------|
| George Mwakandyali | Ministry of Reg Administration and Local Government |
| Z.S. Kitina        | Ministry of Reg Administration and Local Government |

**Kiteto District**

|                      |                                                        |
|----------------------|--------------------------------------------------------|
| Abdallah Abdi        | District Executive Director                            |
| Abdullah Mohamed     |                                                        |
| Kimosa               | Chairman District Council                              |
| Nils Viking          | District Advisor, LSO                                  |
| Iddi Ndabagengo      | District Game Officer                                  |
| Stephen Ulaya        | Principal Manpower Management Officer                  |
| N.S. Mollel          | District Extension Officer                             |
| .S. Majibu           | Livestock Field Officer                                |
| J.B Ngowi            | Agric.Field Officer                                    |
| J.E Mwanga           | Assist. Cooperative off                                |
| I.B Mafuru           | District Water Engineer                                |
| M.H.M Humo           | District Land Surveyor                                 |
| Hellen Ngobei        | District Comm. Dev.Officer                             |
| Maleack S.B. Minja   | Rural Dev.Advisor                                      |
| Daniel M.Kitange     | District Land Natural Resource Officer                 |
| P.U. Meela           | District Beeking Officer                               |
| ElizabethW. Mungure  | Agricultural Field Officer and acting Lamp coordinator |
| Mr Romas Lewarga     | KINNAPA                                                |
| Ms Pauline Ngurumwa  | KINNAPA                                                |
| Mr Nemence Iriya     | KINNAPA                                                |
| Mr L.M. ole Kosyando | Naduutaro                                              |
| Ms Sarah House       | Wateraid                                               |

## **Dar es Salaam**

|                       |                                                                        |
|-----------------------|------------------------------------------------------------------------|
| Fidelis Mutakyamilwa  | Ministry of Lands and Human Settlements                                |
| Dr. Iddi              | Forestry & Beeping Division, Ministry of Natural Resources and Tourism |
| Torbjörn Öckerman     | ORGUT PSO                                                              |
| Robert Bäckström      | ORGUT, Stockholm                                                       |
| Thomas Andersson      | Embassy of Sweden                                                      |
| Lennart Bondesson     | Embassy of Sweden                                                      |
| Jane Kibbassa         | Embassy of Sweden                                                      |
| Jan Lindström         | Embassy of Sweden                                                      |
| Christine MacNab      | Embassy of Sweden                                                      |
| Nora Pendaeli – Mhina | Embassy of Sweden                                                      |
| Berit Rylander        | Embassy of Sweden                                                      |
| Sten Rylander         | Embassy of Sweden                                                      |

## **Stockholm**

|                   |                |
|-------------------|----------------|
| Eva Tobisson      | Follow Up Team |
| Jan Eriksson      | Follow Up Team |
| Lars Ekengren     | SIDA           |
| Annika Lysen      | SIDA           |
| Lars Olov Jansson | SIDA           |
| Anders Höök       | SIDA           |
| Kristina Boman    | SIDA           |
| Karin Isaksson    | SIDA           |
| Per Giertz        | ORGUT          |
| Robert Bäckström  | ORGUT          |
| Håkan Sjöholm     | ORGUT          |

## **Ngimu village, Forest Committee, Singida district**

R. Rajabu (Sub-Villager Chairman)  
Martha Charles (diary goat farmer)  
Constantine Okesi  
Mohamed Hango  
Charles Joseph, Lazaro Mahimba,  
Paulo Majumbi  
Augustine Kahitano  
V. Genge,  
Magdalena Omary  
Ngeliwaja Paulo  
Rose Shadrack

## **Mughunga village, Singida district**

Elizabeti Hasani  
Sofia Saidi  
Amina Tandu  
Fatuma Mwanga  
Mwajuma Ibrahimu  
Berita Joshoa  
Hawa Shabani

Amina Uhango  
Salim Saidi  
Bertha Salimu  
Stepheno Shedrack  
Juma Nassoro  
Pili Rajabu

(The list of participants in the male group missing. They were roughly 40)

**Siuyu village, Singida district**

|                           |                   |
|---------------------------|-------------------|
| Juma Omary Ngoi           | Village Chairman, |
| Hawa Mabula               | Village Secretary |
| Neriwa Mambo,             |                   |
| Alfonse Tandu,            |                   |
| Wilbrod John,             |                   |
| Telesfori Joseph,         |                   |
| Lemundi Martin,           |                   |
| Christina Stepheno,       |                   |
| Salehe Mzuri,             |                   |
| Francis Hakala,           |                   |
| Mainge Lemalali,          |                   |
| Rokoine Musa,             |                   |
| Moses Olobuku,            |                   |
| Yohana Oloisiaji Ndakala, |                   |
| Simanga Ngaala Mutero,    |                   |
| Mkulati Lengiteng,        |                   |
| Ikonet Lengiteng,         |                   |
| Ikayo Keton,              |                   |
| Tipijai Leeyo,            |                   |
| Ngimama Keton,            |                   |
| Kiringai Nyondondoli,     |                   |
| Ndatuya,                  |                   |
| Nyoro,                    |                   |
| Ndatunya,                 |                   |
| Sayel Musa,               |                   |
| Mirishi Miria,            |                   |
| Kadeke Mbana,             |                   |
| Masinde Lemalali,         |                   |
| Nasoye Mologwa,           |                   |
| Limbai Kisota,            |                   |
| Naisoi Ngerewa,           |                   |
| Lupaya Ngimama,           |                   |
| Kamgai Nondondoli,        |                   |
| Sekeita Simanga,          |                   |
| Sikona Kitimanga,         |                   |
| Yandi Keton,              |                   |
| Neiyo Nalaso,             |                   |
| Nemajari Tonde,           |                   |
| Nendapa Sipitek,          |                   |
| Olkumari Oloisiaji,       |                   |

Kipondo Lengiteng,  
Ndingayu Sipitek,  
Helena Tilian,  
Parmisa Hodati,  
Mosina Karaine,  
Hoyolo Lila,  
Kitumbu Maingwa,  
Mnandoi Simanga

**Sunya village, Kiteto district**

|                        |                                                    |
|------------------------|----------------------------------------------------|
| Juma S. Setengo        | Chairman, Suledo,                                  |
| Bakari H. Saidi        | Secretary, Suledo                                  |
| Athumani Mohamedi,     | Chairman, Village Committee on Environment, Sunya, |
| Dorika Kazimoto        |                                                    |
| Simeli Lenguche,       |                                                    |
| Donika Mgulambwa,      |                                                    |
| Abdilahi Kilango,      |                                                    |
| Puputo Omari,          |                                                    |
| Rais Dakutu,           |                                                    |
| unya/kijungu Division, |                                                    |
| Asha a. Kisambo        |                                                    |
| Hamisi Saidi           | Town Planning Officer, S                           |

**Olekitikiti Village, Kiteto district, the women group**

Maria Mulungwa  
Helena Lemburusi  
Naisoi Ngereuwa  
Neiyo Olekele  
Masinde Mainge  
Limbai Lepapa  
Ndapuke Murimba  
Nosina Nganini  
Ana Keton  
Ngalaso Toroka  
.Sabina Lukas  
Hololo Lila  
Lapaya Ngimama  
Nendapa Olenabuyo  
Miriam Wisaka  
Teika Nimama  
Yapoyo Mepukori  
Rehema Kalochori  
Sarina Ngarai  
Rebeka Tipijali

The list of participants in another group of 40 men

## Annex 7

### Method of work for the Evaluation Team

Interviews and discussions with most of the stakeholders responsible for or connected to programme funding, planning, management and supervision, both in Sweden and Tanzania were interviewed, mainly before the field work. Some follow-up interviews were conducted after the field work in order to follow up field findings.

The visits to Babati and Simanjiro Districts, the first of the field trip of the evaluation, were used to test out various ways to organise the short term field visits in order to obtain the most reliable and broadest range of relevant information and insights. The team settled for interviews, individual and in groups, and group work among stakeholders at districts level. Field visits to villages were found to be essential and the objective was to visit one “good” and one “bad” village, seen in LAMP perspective, in order to inquire about reasons for success and poor performance. In Singida and Kiteto Districts where the evaluation enjoyed somewhat longer field visits, PRA exercises were also conducted, specifically on land mapping, institutional affiliation and prioritisation were also conducted. There were group discussions, specifically with the Land Management Teams at District level, who also did some group work in order to learn about their perspectives of LAMP. Information from the “target groups” was sought through interviews with village leaders and villagers, both men and women, some active in LAMP related activities, some outside. Group discussions were conducted with male and women groups separately. The team as well tried to include in the interviews in villages people from different social groups and occupational groups, although time was short for doing this in a systematic way.

The team worked from an implicit model that broader societal changes such as economic and political reforms and legal changes had a possible impact or influence on the conditions of the programme. Such conditions were seen to include more direct project related conditions but as well indirect or contextual conditions. The change in these conditions and how they linked to programme implementation and outcomes were a central part of the underlying model. In this broader model, the objectives of the programme could be seen to be incorporated in the programme conditions while the LAMP component was connected with the implementation process of the programme. Together the conditions and programme implementation and their interlinkages were seen to be of central importance for trying to explain programme outcomes and in particular how the changing conditions affected programme outcomes both at present and in the future. This approach was the basis for understanding the unfolding of the programme in its historical dimension, but it also provided insights for the reflection about criteria to guide our future recommendations.



## Annex 8

### Terms of Reference

#### Formative Evaluation of Land Management Programme (LAMP), Tanzania

##### Background

Sweden has supported the natural resources and forestry sectors in Tanzania for more than 25 years. In the 1990s the collaboration has shifted from industrial forest support towards community forestry, land management, soil conservation and environmental issues with activities focused on local communities and district administration.

LAMP is implemented in 4 districts in northern and central Tanzania. Three of them are among the poorest in the country. The soil conditions in Singida, Kiteto and Simanjiro are generally poor, the area experiences low annual precipitation and the agro-pastoralists and pastoralists who make up the majority of the population frequently experience low food security and nutritional stress.

“The objective of LAMP is increased productivity through sustainable use of natural resources. It is expected that higher productivity will increase the tax revenues in the districts that in turn will help to finance expansion of social services and improve the infrastructure. Strategic means to achieve this goal include a) empowerment of individuals and communities through support to increased self-management of common resources

b) assistance to smallholder families to improve their proficiency in remunerative conservation farming and c) strengthening of the democratic and managerial mechanisms at the district and village levels”.

The four LAMP districts are among the 35 districts designated for a pilot decentralisation exercise. Some of the other 31 districts are involved in very similar development efforts to the LAMP districts; development of the sustainable use of natural resources, capacity building, and experiments with new ways to increase revenue collection or cost sharing. The major projects working with these issues are the SNV collaboration with Kondoa, the Finnida support to Mtwara and Lindi, and the Irish Aid partnership with Kilosa. They can all be described as district focused development projects.

The process to formulate the second phase of LAMP has just commenced and the timetable for the preparation is attached as Annex 4 to this Terms of Reference. The Programme document for the next phase will build on experiences from the current phase. These are compiled and documented through various on-going monitoring and follow-up activities. Additional activities, like the currently initiated Impact Research, and the proposed Formative Evaluation, will provide an external view of the concept, structure, and achievements.

The portfolio of on-going or planned activities which will guide the formulation of the new programme document include the internal assessments and evaluations which are carried out partly by

LAMP staff and partly by an Independent Follow-Up Team. The guiding principles for both the internal monitoring and independent follow-up activities are found mainly in the current Programme Document (1996–2000).

The Independent Follow-Up Team which is commissioned by Sida, assesses the fulfilment of the program objectives. The issues they present and the recommendations they deliver concern achievements measured against the stated objectives of the Programme. The internal LAMP Impact Study of March 1999 is another undertaking, which presents the results achieved, as perceived by the program staff. It is a useful document for further planning.

The on-going Independent Impact Research is a long-term activity, which will be external to LAMP and independent vis-à-vis Sida. It will document intended and unintended changes at the local level in one district; Babati. Questions asked include which changes can LAMP take the credit for, and which processes of change are dependent on other sources or influences? Are there any negative changes triggered off, intentionally or unintentionally, by the Program which are invisible or muted in standard reporting and monitoring?

All the above activities will yield information about the project, which will be of value to the Formative Evaluation team. There are, however, certain overlapping among the various types of internal and external follow-ups, monitoring and impact assessments/research which will need clarification.

The Formative Evaluation will be external to the programme. Its purpose is to situate the current Concept and Programme Design in the national context of administrative decentralisation, economic liberalisation, political democratisation, and a general move in Tanzania towards participatory methods in planning, implementation, monitoring and evaluation.

### **Objectives of the Formative Evaluation**

The Formative Evaluation is a process of learning with an emphasis on how objectives and concepts relate to a changing environment and what changes can be made to improve the match between Programme objectives and work methods in this changing environment. Consequently the FE has the following major objectives:

- (A) To situate LAMP in the current socio-economic and political processes of change taking place in Tanzania. The purpose is to explore the validity of the current LAMP concept and modus operandi in the light of these processes of change. In particular, the objective is to assess the impact of these changes on Programme management and on the attainment of the Programme goals
- (B) To situate LAMP in the current development thinking and practices in Tanzania and identify the strengths and weaknesses of LAMP concepts and practice. This part of the study will take as its reference point an ongoing study on this topic which has been commissioned by the Ministry of Regional Administration and Local Government, and Programme reports and evaluations from the other district development Programmes mentioned above.
- (C) To situate LAMP in the current development thinking and practices in Swedish development Co-operation and identify the strengths and weaknesses of LAMP concepts and practice in relation to the Swedish objectives, with particular reference to the four Sida action plans for poverty reduction, human rights and democracy, environment, and gender equality.

- (D) To make a comparative analysis of the different pre-conditions for Programme development in the four LAMP districts and draw conclusions as to the likely impact of these differences on the attainment of the Programme goals.
- (E) To discuss with the Ministry, the Programme and Sida/Swedish Embassy, on the basis of the above, on changes which could be made in the second phase of LAMP, regarding objectives and working methods of LAMP, and to include recommendations, based on the findings and discussions, in the final report.

### **Method of Work**

The evaluation is limited to the four districts only. Auxiliary projects like Soil Conservation and Agroforestry Program in Arusha, SCAPA and Strategic Analysis and Planning Unit, SAPU will be subject to independent evaluations later.

The first part of the work will be carried out through a desk study. The desk study shall start with a familiarisation with LAMP, including the reports from the regular monitoring, internal evaluations, and impact research. Visits and interviews at the selected head offices in Dar es Salaam will complement this reading.

In addition to Programme-specific reading, the Consultant is expected to familiarise him/herself with the objectives and current status of the local government reform, which will be implemented in the four LAMP districts from January 2000.

The second phase will include field visits to the four LAMP districts. Structured and semi-structured interviews shall be carried out with Programme staff, stakeholders and representatives for the target group(s).

The draft report and preliminary recommendations will be presented to and discussed with the Ministry of Regional Administration, the Programme, the Embassy of Sweden in Dar es Salaam. The final report will take into account the outcome of these discussions.

### **Expected Outputs**

The report shall contain four sections:

1. A concise description of the socio-economic and political processes of change which affect the planning and implementation of district-based projects in Tanzania.
2. A presentation of current development thinking and practice in Tanzania and in Sida.
3. An assessment of strengths and weaknesses of LAMP's concept and modus operandi in relation to the above, and an analysis of the different pre-conditions in the four LAMP districts which should be taken into account in the design of the second phase. The views of the various actors should be included in the analysis.
4. Recommendations, which should be a set of reasoned alternatives based on the analysis and discussions.

### **The Consultant**

Two consultants who will between them have knowledge and skills in the following areas will carry out the formative evaluation:

- Macro-economic, political and social analysis,
- familiarity with local government reform processes,

- wide experience of rural / district development projects in developing countries,
- current knowledge of the situation in Tanzania,
- excellent writing skills in English, good communication skills in English and Swahili.

The team will include an internationally recruited consultant and a locally recruited consultant.

### **Time Frame**

The Consultants shall work for five weeks each. The time will be allocated to a preliminary desk study and visits to relevant authorities and agencies in Dar es Salaam, field work in the four districts, analysis, draft report, discussions on draft and preparation of draft final report.

It is envisaged that the field work will be carried out mainly in November and that the draft final report will be ready by 20<sup>th</sup> December, 1999.

### **Budget**

The study will be financed from allocation for LAMP within the country frame programme for Tanzania.

### **Reporting format**

The evaluation report shall be written in English and should not exceed 25 pages, excluding annexes. Format and outline of the report shall follow the guidelines in *Sida Evaluation Report – a Standardized Format* (see Annex 1). The draft report and preliminary recommendations shall be presented to the Ministry of Administration, the Programme and the Embassy of Sweden. The draft final report shall be submitted to Sida no later than 20<sup>th</sup> December, 1999. Within 2 weeks after receiving Sida's comments on the draft final report, a final version in 6 copies and on diskette shall be submitted to Sida. Subject to decision by Sida, the report will be published and distributed as a publication within the Sida Evaluations series. The evaluation report shall be written in Word 6.0 for Windows (or in a compatible format) and should be presented in a way that enables publication without further editing.

The evaluation assignment includes the production of a Newsletter summary generally following the guidelines in *Sida Evaluations Newsletter – Guidelines for Evaluation Managers and Consultants* (Annex 2) and also the completion of *Sida Evaluations Data Work Sheet* (Annex 3). The separate summary and a completed Data Work Sheet shall be submitted to Sida along with the (final) draft report.

Annexes 1, 2 and 3 are retrievable from 'Sida-mallar'/Sida Evaluations.

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Fax: +46 (0)8 698 5610  
Homepage: <http://www.sida.se>





SWEDISH INTERNATIONAL DEVELOPMENT COOPERATION AGENCY

S-105 25 Stockholm, Sweden

Tel: +46 (0)8-698 50 00. Fax: +46 (0)8-20 88 64

Telegram: sida stockholm. Postgiro: 1 56 34-9

E-mail: [info@sida.se](mailto:info@sida.se). Homepage: <http://www.sida.se>