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1. INTRODUCTION

Through the CEP's initial activities at both the village and district level, it identified a number of challenges to; improving environmental management at the local level; and involving local resource users in a catchment wide planning process. These challenges were largely to do with the limited capacity of the local institutions responsible for supporting planning and environmental management namely district, ward and village governments. Hence, an important aspect of CEP's work became not only to engage local resource users but also to strengthen the institutional structures that; support local livelihoods, and provide a channel through which local people can express their views in decision making.

The Local Government Reform Agenda and the Village Land Act (1998) aims to place decision making in the hands of local resource users. Under these policies village governments are required to take responsibility for the management of land and other natural resources and the production of village development plans. District councils are responsible for supporting the villages in carrying out these functions. They are also charged with ensuring that district development plans reflect and are responsive to the needs of the community. However, both district staff and village governments have received little support in; developing their awareness of their new roles and functions; and how to take on board these new responsibilities. Over the past 30 months the CEP has focussed on supporting Mbarali District Council and Village Governments to develop their skills and knowledge so that they are able to perform these new roles.

At the district level, the most pressing need was for a more co-ordinated approach to district activities, in particular their support to villages. There was a tendency for individual departments to work with villages on an ad-hoc basis and not to share information on their activities with one another. In some instances this led to confusion amongst villagers and duplication of effort by district staff. The CEP's work in the villages found that village planning is best supported by a multi-discipline team that reflects the different development needs of the village's plans. However, within the district there was no mechanism for supporting such an approach to working. Together with district staff, a proposal was developed for establishing a multi-discipline district team that would support integrated planning at the village level - Timu ya Maendeleo Vijijini (Village Development Team – TMV).

At the village level it was found that councillors lacked the knowledge and skills to be able to carry out their roles and functions effectively. This in turn was acting as a barrier to improving village development planning and environmental management. Village governments requested that a training programme be developed to address these issues. From this request came the Village Government Training (VGT) programme.

With the support of the SMUWC project, in January 2000, Mbarali District Council formed the Timu ya Maendeleo Vijijini (TMV - Village Development Team). The TMV is responsible for supporting Village Governments in developing and implementing village development and environmental management plans. The TMV combines in a single field team the departments mainly concerned with supporting the villages and their governments.

1.1 Team composition, roles and functions

The TMV consists of a core team of three permanent district staff recruited from Agriculture, Livestock and Co-operatives, Community Development, and Lands and Surveys¹. At the beginning, the role of the core team was to; work with villagers, initially in the five SMUWC pilot villages, to develop and implement annual village development plans; support village environmental management; and co-ordinate the response of the district to issues identified by the villages. However, over the year this has evolved to also include co-ordination of the VGT training programme and supporting the development of a framework for participatory district planning.

This core team is supported by a group of specialist advisers who provide technical assistance to the village governments as and when required. This group consists of staff from the following departments: planning, health, education, finance, natural resources and water. The inputs of these specialists to villages is co-ordinated by the core team.

Within the district the TMV is located within the community development department, so overall responsibility for the management and co-ordination of the team lies with the District Community Development Officer (DCDO). The DCDO in turn reports back on the TMV's activities to the Council Management Team (CMT)², and to the Social Services Committee on a quarterly basis.

Although originally established to support villages it soon became apparent that many of the issues identified in village plans require both technical and financial support from the district. Such support needs to be reflected in district plans and work programmes. This is currently not the case, so there was a need to expand the activities of the TMV to address how district planning processes could be improved. This change in emphasis is reflected in the objectives that the TMV set itself for its first year of operation. These were to:

Support pilot villages in the development and implementation of village development and environmental management plans. Here the aim has been to develop the capacity of district staff to support such activities and to identify ways in which the programme could be extended to other villages within the district (see chapter 2 & section 4.1).

Assist the district in establishing a participatory approach to district planning.

The aim here has been to ensure that the work of the TMV is fully integrated into district processes and that village plans are better reflected in district plans and work programmes (see chapter 3 & section 4.2).

¹ The original proposal for the TMV included a member of staff from the planning department on the core team. Full time involvement from this department was seen as essential given their co-ordinating role within the district. However, at the time this department was experiencing staff shortages and was unable to allocate a full time member of staff. The planning department is now better resourced and there are proposals for a member of its staff to join the core team.

² The CMT comprises of HoDs and the District Executive Director (DED). Meetings are held every quarter to discuss district activities and prepare committee reports.

1.2 Support from SMUWC

The SMUWC project has provided the TMV with; temporary accommodation; office equipment; technical support through the full time provision of the community engagement and community / environment specialist; and finances to cover the costs of allowances and transport.

When the TMV was first established its staff had little experience of planning work programmes, budgeting, developing reporting systems and monitoring and evaluation. They also had limited skills and knowledge in computing, approaches to planning and environmental management. Over the first nine months of operation the SMUWC staff have supported the team in developing their skills and knowledge in these areas. This has been through on the job training, development of specific training courses on, participation in planning and environmental management, and field visits to other organisations. By August 2000 the skills of the TMV staff were such that they were confident enough to develop their own work programme and budget, at this point SMUWC set in place an operational budget of around Tsh 1 000 000 per month. Each month the TMV submit their monthly budget to the TMV co-ordinator and SMUWC community engagement specialist, once approved, money is released.

Originally SMUWC provided the TMV with space in the project's sub-office this was until a new office could be built within the district compound. The new office was jointly funded by the district council and SMUWC, it was opened in December 2000. This was a significant milestone for the TMV. In particular it broke their physical ties with SMUWC. TMV staff felt sufficiently confident to run the programme themselves such that SMUWC staff were not required to move to the new office. SMUWC staff continue to provide support through responding to the TMV's requests for assistance as and when required and attending monthly co-ordination meetings to monitor progress. This clearly demonstrates the district has the will and capacity to conduct its own village development support programme.

2. TMV PROGRESS – VILLAGE ACTIVITIES

1.3 Village development planning

One of the prime activities of the TMV at the village level has been to improve the district's support to villages in development planning. This has involved the TMV taking over responsibility from the CEP who were already supporting this in the five pilot villages - Mabadaga, Mahongole, Ukwaheri, Sololwambo and Idunda. The transition of responsibility from the CEP to the TMV, at least in terms of from the villagers' viewpoint, has been smooth. Many of the staff who are now part of the TMV had previously accompanied the CEP in its work.

When the TMV was launched in January 2000, all five villages had carried out their own resource assessments and mapping, identified their priority issues, drawn up action programmes and begun implementing these. For the first six months of its operation the TMV focussed on assisting these villages in evaluating their plans, re-assessing what were the issues of concern and developing a plan for the coming year. This evaluation process was a useful training ground for the TMV staff. It further developed their skills in participatory approaches to planning and developed their understanding of the issues of concern to villagers. TMV staff were able to convey this information back to their respective departments and so raise awareness throughout the council of the communities needs.

From the outset of the TMV it was felt that there was a need for a new pilot village so that the team could take a village through the planning process from start to end. After discussions with the DED and HoDs, Luwango was chosen. Luwango is situated in the west of the district, an area which currently receives little district support. It was agreed by all that work would only begin in Luwango once the TMV had sufficiently developed their skills and working procedures to be able to take total responsibility for the village, with the CEP only providing logistical and technical support as required. In September 2000 the TMV was sufficiently confident of its own abilities and started working in Luwango. The TMV's work in Luwango builds on the approaches of the CEP and other programmes supporting village level planning. They have adapted the approach by setting up and training ward and village development teams. These teams are responsible for facilitating the planning process, the TMV providing them with technical advice and a link to technical staff in the district council (see section 4.1).

All five SMUWC pilot villages are now well advanced in the village development planning process, having had a chance to go through one complete cycle of planning and evaluation. At the beginning of 2000, Mahongole and Mabadaga, and to a lesser extent Ukwaheri, were well ahead of the others, due to their greater accessibility during the rains. However, over the past year with more concentrated efforts in Idunda and Sololwambo, great progress has been made. This in part has been helped by the election of a new set of young councillors and the VGT programme which has helped them take on their new responsibilities more effectively and quickly. Even for those villages where access is good, the process of village planning takes considerable time. Several months are needed before the development plan can be produced if it is truly to reflect the perceptions and needs of the whole community and to address the whole range of the village's resources and constraints in an integrated way. Once developed and agreed upon, support is required to implement the plans whether this be through facilitating self action and/ or helping villages identify the appropriate authorities or resources which in some cases may be required. The village development plans have produced a wide variety of initiatives and activities. These are further discussed below.

2.1.1 Mabadaga

Mabadaga is situated adjacent to the main road and within easy reach of large urban centres such as Mbeya and Iringa. The main road divides it into two broad agro-ecological zones with woodland and granitic hills to the south and settled, heavily cultivated and grazed plains to the north.

The village consists of 13 hamlets and is well provided with infrastructure such as schools and a clinic. Ward Agricultural Extension and Community Development Officers operate from this centre.

This village is characterised by a diverse ethnic mix of residents, many of whom have in-migrated in search of land for irrigation. People engage in a wide range of livelihoods ranging from rainfed and irrigated agriculture, fishing, charcoal burning, gold mining and agro-pastoralism.

In Mabadaga village activities have focussed around managing / resolving conflicts over the use and access to village natural resources, in particular land, water and forestry. This is an issue which is not unique to Mabadaga and similar problems are experienced by many other villages in Usangu. The prime areas of conflict in Mabadaga are between; livestock herders and cultivators over the use of land for grazing and cultivation, and access to water sources; and with irrigators upstream over the use of water from the Mbuyuni intake. Issues such as these cannot simply be resolved through a single solution since they are complex in nature, requiring an integrated approach that encompasses a range of different activities. The TMV along with the SRMP has been supporting Mabadaga in identifying and implementing activities that in the long term will help towards resolving these issues. These include:

Village land use planning is being used to decide how village resources will be used both now and in the future, in particular the designation of land for cultivation and grazing. The process of developing such plans is slow and there is much to be learnt along the way. A first important lesson was the need to ensure that all resource users are involved in the process and can accept the resulting plan. An initial land use map having been rejected by the pastoralist hamlet who were not involved in developing it. This is further discussed in Box 2.1.

Strengthening resource user institutions is being used as a means of strengthening people's involvement and legal standing in decisions over natural resource use both within the village and with neighbouring villages. A good example of this is the formation of the Mbuyuni Irrigators association. Villagers were concerned that during some years they received little water from the Mbuyuni intake since it was being used by farmers upstream of them. In response to this, the VC in Mabadaga approached the Ward Executive Officer (WEO) and asked that a meeting be held to bring together all the villages using the Mbuyuni intake to discuss the management of water within it. The outcome of this meeting was to form an Irrigators Association which would act as a permanent forum through which water use could be negotiated. Similarly farmers using the Isenyela intake have established a water users association to act as a forum for negotiating the use and management of water. Another example is pastoralists who tend to be very poorly represented through traditional government structures. This is compounded by the commonly held view by cultivators that pastoralists do not have the right to contribute to decisions over how village land will be used. To give pastoralists a greater legal standing and a body through which their views can be represented they have established a pastoralist association at the ward level.

A ***Village tree nursery*** was established to respond to the shortage of firewood within the immediate vicinity of the village. The ward forester assisted the villagers in this, helping them to collect seeds,

grow seedlings and distribute these to institutions and households. This year the village and district council have recruited a nursery attendant to take on these activities.

2.1.2 Mahongole

Mahongole is situated very close to the main road, north of the Tazara railway line, and, like Mabadaga, has easy year round access to large urban centres, especially Mbeya. It is well supplied with infrastructure including schools; a well staffed dispensary, a Ward Bank, shops and grinding mills.

The 10 hamlets of Mahongole contain people of a heterogeneous ethnic mix, mostly farmers who combine rainfed agriculture with traditional improved irrigation. Livelihoods are highly monetised around commercial crop production in Mahongole and there are vibrant markets both in land renting and the hiring of labour. The centre of the village is devoted to settlement, rainfed crops and gardens, whilst the irrigated areas are around the outskirts of the village.

In Mahongole, village activities have focused on two areas:

- improving access to services
- environmental management

Improving access to services - villagers suffered from a lack of transport to the main road. They have resolved this by getting a local bus service to pass through their village. Villagers also came together to make bricks to build a new primary school.

Environmental management – here the issues have included improving sanitation, access to fuel wood and pollution control.

During the rainy season villagers frequently experienced problems with their pit latrines which are liable to collapse as a result of poor construction. An impact of this is that during the rainy season the incidence of diarrhoeal diseases is high. Improved design pit latrines have been constructed in the village market and dispensary. These will act as demonstrations in good latrine design.

Like villagers in Mahongole, there are limited supplies of fuelwood within the vicinity of the village so a village tree nursery has been established.

There has been much concern over the pollution of the Mlowo River by Tanzania and Zambia pipelines (TAZAMA). Villagers were concerned that after servicing their vehicles, TAZAMA were discharging vehicle oil into the river. Villagers contacted the water office which has requested that TAZAMA dig a pit into which to discharge vehicle oil.

2.1.3 Ukwaheri

This is an established village of six widely dispersed hamlets, situated at considerable distance from the main road and suffering from seasonal access problems. It has poor infrastructure (although there are two primary schools and a dispensary) and poor access to markets and services as it is not even served by a regular bus.

The population is ethnically mixed consisting of 'indigenous' Sangu and a variety of in-migrants who settled here in search of good land for cultivation and grazing. Many pastoralist in-migrants from the north (Sukuma, Masaai and Taturu) are resident in the village.

Livelihoods consist of combinations of rainfed farming (maize, beans, sorghum, pumpkins) for which there is no shortage of land, pastoralism (with grazing around the village and in the *ihetu*) and irrigation (with tailend water from the Kapunga scheme). Access to water is a constantly felt problem in Ukwaheri and refers to irrigation water, drinking water and rainfall.

For villagers in Ukwaheri their prime focus has been to improve infrastructure and access to services.

Improving services - the need for a village primary school and dispensary was a high priority for villagers, so they came together to make bricks and construct these facilities.

Improving access to water - a major issue in Ukwaheri is the availability of water for domestic use, in particular during the dry season when rivers dry up. Women from the village were often faced with daily round walks of 20 km to fetch water. The solution put forward was to secure funds for a village well. Monies were raised by villagers and the SMUWC project was able to facilitate the finding of additional funds from the British High Commissions small grant scheme. The CEP then trained a water committee and brought a DANIDA-trained water 'fundi' from a neighbouring village of Mpolo to train the Ukwaheri pump attendants.

To ensure the sustainability of the well, the water committee agreed that a charge should be made for using the well. The income generated from this would be put into the committee's bank account and used for maintenance and construction of wells in other hamlets in the village. A number of different approaches have been tried for charging for the water. Initially a flat rate of 20 Tsh per bucket, paid at the point of use was tried, but this was problematic to enforce as it meant supervising water collection at all times. The committee then tried charging all adult users over 22 years old 1000 Tsh for the use of the well during the dry season. However, people have been reluctant to pay these charges, expressing doubts over what happens to their money once it is collected. Nevertheless 170,000 Tsh has been collected and deposited at the bank. This year they are going to charge houses differentially according to their actual water use. In the meantime, the TMV is supporting the water committee to work through these problems, in particular looking at improving the accountability of the money collection. This example shows the long time and commitment required to supporting villages in their own development, in helping them to work through their problems and take responsibility for the management and maintenance of village services.

2.1.4 Sololwambo

This is a new village which was established in 1997 as a result of the demarcation of the Usangu Game Reserve (UGR). Prior to this, villagers had lived in Mawale however, this area fell within the UGR and villagers were asked to move to what is now Sololwambo. Compensation was paid to individual households by the Wildlife Department. There was also a promise of money towards the cost of re-constructing the village school and dispensary. However, it remains unclear whether the village has received this money.

The village population consists of a large number of in-migrants as well as indigenous groups. The population is probably evenly divided between Sukuma (agro) pastoralists and mainly Sangu agriculturalists. Main livelihood activities are livestock keeping, the growing of maize and sorghum and beer brewing.

The hamlets of this village are widely dispersed and the village is remote from the district centre with very difficult rainy season access. Infrastructure is poor - for example there is no clinic or dispensary but a flying clinic service once per month.

Sololwambo, being a recently established village not surprisingly the focus has been on improving infrastructure and services and resolving issues over village land boundaries .

Improving services - like in many of the other pilot villages, a major village action over the past year has been to make bricks. These have been used to construct a new primary school and village office. However, because of the large area this village covers, the new primary school is out of reach of many children. Further activities will be required to address this.

Resolving village boundaries – during this year the village government has been trying to resolve a long-standing conflict with Ukwaheri over village boundaries. Since the TMV works with both villages it has brought the two village governments together to mark out the village boundaries and record these using a GPS. With the assistance of SMUWC this information will be used to make a new village map that will show the agreed boundaries.

2.1.5 Idunda

Situated in the north of the district the village borders the Usangu Game Reserve, making it eligible for a percentage of the funds obtained by the Wildlife Department from hunting block rights. The area is a mix of rainfed cultivation (maize, cassava, sorghum and millet) and miombo forest (honey collection, timber extraction and hunting). There are eight hamlets which are widely dispersed and there is a mix of different ethnic groups living within them.

Improving infrastructure and services and ensuring the village receives revenue from the hunting block rights have been the top priorities.

Improving services –like with all the other pilot villages the approach taken to improving services is self –help through the collective making of bricks and construction of a school and dispensary.

Accessing funds from hunting rights – Idunda is one of the eight villages in Mbarali district that is eligible to a share of the funds from hunting block rights. Such funds are collected by the Wildlife Department who send them to the district for distribution to the villages. Idunda has not yet received its share of these funds and has asked the TMV to support them in gaining access to them. In approaching this issue, the TMV is looking to learn from the experiences of the MBOMIPA project in Iringa which has been working on this issue with villages that neighbour the Ruaha National Park.

2.1.6 Luwango

Luwango is in the west of the district and consists of seven hamlets that are fairly concentrated together. During the rainy season access since there is no bridge over the Kioga river. The village is dominated by Wahehe whose main livelihood activities are rainfed cultivation (maize, beans , cassava, groundnuts and sugar cane) and agro-pastoralism. There are also large areas of land that are uninhabited or cultivated.

Work with Luwango began in September 2000, village mapping of resources has been completed along with identification of issues of concern. What remains to be done is an analysis of the problems

identified, development of solutions to these issues and preparation of an action plan to implement these solutions. Initial activities by the village over the next year are likely to address the following issues:

- Access problems during the rainy season due to there being no bridge over the Kioga river
- Access to water during the dry season. There is currently one well in the village and villagers are keen to build another. Contributions towards this are being collected and the district water engineer joined the village mapping exercise to help them identify suitable sites.
- Improving support from the district in terms of securing extension staff in agriculture and livestock

2.2 Village Government Training (VGT)

In the course of its work in the villages on resource mapping and management, the CEP found that the attempts of the Village Governments (VG) to deal with land, water and other natural resource issues were frustrated by a lack of basic local government and administrative skills. Councillors were often unaware of the functions of village government and their role within it. They also lacked basic skills in areas such as planning, budgeting, book keeping and good leadership. This was preventing village government from fulfilling its functions to the local community. An effective functioning village government, that is responsive and accountable to the people that it serves, is an essential component of the devolution process that is currently underway in Tanzania. So, discussions were held with the VGs and the district councils to look at how these current weaknesses could be overcome and a proposal for a village government training programme was put forward.

To ensure sustainability of the VGT programme it was essential that the district authorities should be actively engaged in village government training from the outset, and that they should continue to offer support to the VGs thereafter. To this end Mbarali District Council, with help from the CEP, established a district training team, with specialists from the various departments. This training team was formed in late 1999 and given a two week training of trainers seminar which developed their skills in:

- Communication
- How adults learn
- How to develop training materials
- Adult psychology
- Assessing training needs
- Building co-operation

During the training, the participants carried out a training needs assessment of village councillors and executive officers. Using this information they developed a package of thirteen key topics for training village government in, these were:

1. The roles and functions of the community and of the village council
2. Leadership
3. Roles and functions of village council sub-committees
4. How to organise and run meetings
5. How to make village budgets
6. Keeping financial records – book keeping
7. How to write a report
8. Drawing up by-laws
9. Roles and functions of ward executive officers and village executive officers

10. Roles and functions of district councillors.
11. Roles and functions of hamlet chairperson
12. Roles and functions of village chairperson
13. Roles and Functions of ward tribunals

From January to July 2000, the village councils from the five pilot villages in Mbarali district (Mabadaga, Mahongole, Ukwaheri, Sololwambo and Idunda) received this training. One day a week was allocated for each key area and the training was completed over a thirteen weeks. Throughout the training the district team had regular feed back sessions to further improve the content and delivery of the training materials. Topic 1, the roles and functions of the community and the village council, was also given in the hamlets by village government members after the course, under the supervision of their trainers.

The CEP was a central participant in the early stages of VGT, but as the district training team has become more confident the TMV has taken on the co-ordination role of this work. This role also includes the training of district and ward staff and follow-up support to village government members that have received the training.

An internal evaluation of the VGT programme was carried out in November 2000. Its main findings were:

- There was a marked improvement in understanding of the roles and functions of Village Government (VG)
- The course required attendance, without pay or food, for ten to fourteen days. Much of it took place during a busy time of year. Some VG members had to come from remote hamlets, over long distances, to attend. Nevertheless, attendance was high - often over 90%;
- In most villages the training course was rated very good by some 75% of the trainees. This was qualified by observations that despite the demanding curriculum too little time had been allowed for some topics, including village finances, village by-laws and the ward tribunal;
- The way in which the trainers encouraged discussion and participation was highly appreciated;
- Follow-up training was needed on some of the topics. There were also numerous suggestions for courses in a wide range of other subjects concerned with local government, land use planning, agriculture, civic education, etc.
- Although village executive officers (VEO) were involved in this training, they felt that there was a need for further more in depth training for VEOs in many of the topics addressed, for example financial management and accounting, since they are directly responsible for this.

2.2.1 Expansion of VGT to other districts and villages

The VGT programme has proved to be popular and the news of its success has spread to other villages both within the Mbarali district and the neighbouring district Makete. There is now a strong demand for this training to be repeated. In response to this, in November 2000, a district training team from Makete received the training of trainers course. Over the coming year, this team will train five village councils from Makete District.

The training has also received great support and praise from high level officials and councilors in Mbarali district who have requested that it be taken to all villages within the district. Mbarali district currently has 84 villages, so the district staff providing such training to each individual village is not a realistic option. The TMV have been looking at ways to address this and have decided to focus future village government training activities at the Ward level. It is envisaged that at the Ward, a team of

trainers including ward extension staff and councilors will be set up. This team will receive the training of trainers course and will then be responsible for training the village governments of the villages falling within their ward. Establishing ward village government training teams will be a major task for the TMV and the district training team in the coming year (see section 4.1).

2.3 Improving environmental management

The Village Land Act gives VGs responsibility for land use planning and management. In practice this process is weak since VGs currently lack the resources and technical support from the district to be able to assess their own land and natural resources and develop appropriate management plans and actions.

Prior to the establishment of the TMV, the CEP in collaboration with the district had begun to address this by providing VGs with technical support in the form of mapping, data, advice on land capability, and training. Initially, this was done by working with the full village council. However, it soon proved impractical to assemble up to 25 VG members to work on such matters. Given that the VGs have a wide range of responsibilities which are normally delegated to one of three standing committees or to sub-committees of these it was decided by general consent that the VGs should set about establishing their own Environment Committees (EC), as sub-committees of their Social Services Committees.

The TMV have taken over responsibility for supporting villages in establishing ECs. These committees will both advise and assist the VG in developing land use/environmental management plans. Currently there are no official guidelines within Tanzania on how such committees should be set up. The TMV looked to other projects with experience in this field, namely MBOMIPA, and to material produced by the National Lands Use Planning Commission (NLPC) on village land planning committees. Together with villagers the TMV have developed guidelines on how ECs should be formed and their roles and responsibilities (Appendix 2)

In the process of supporting villages in establishing these committees, the TMV have identified a number of issues that need to be addressed before these committees can function effectively, these are:

- limited knowledge and skills in environmental management both within the TMV and Mbarali district
- a common held view by villagers that environmental management is about planting trees
- the responsibilities of the environment committee are unrealistic and need to be prioritised to arrive at a more manageable set of tasks
- there are overlaps and conflicts between issues being addressed by environmental committees with other village committees. A good example of where overlap occurs is with improving sanitation. Responsibility for this also falls within the plans of both the Health and the Social Services Committees. An example of where conflicts of interest can occur is with Irrigation Committees over the management of water.

In response to these issues, the TMV requested support from SMUWC to develop the practical skills and knowledge of district staff in environmental management. Two, two week training programmes in, 'PRA' and 'Developing Skills in Environmental Management' were developed and delivered to seventeen district field staff in August and November 2000. The PRA training exposed staff to the importance of participation in planning and a range of participatory planning tools. The training in environmental management focussed on; the concepts of environment management and sustainable

development; approaches to environmental management that can be used at the district and village level; and the planning cycle. Materials for the course made extensive use of the knowledge generated by SMUWC about Usangu.

With the guidance of the TMV, course participants are currently developing a district approach to supporting village environmental management. The first stage of this is awareness raising with villagers on the broader aspects of what the environment encompasses. Together with villagers the team will also revise the current guidelines for ECs, prioritising them to a more achievable set of objectives. Ideas are also being put forward as to how to avoid the issues of overlap and conflict that are occurring between ECs and other village committees. One suggestion is that ECs include within its membership representatives from the other committees and that it works towards supporting the integration of environmental issues into both village development and committee plans. At a recent SMUWC project steering committee, interest in this work was expressed from the representative of the Division of the Environment (DoE), Vice Presidents Office (VPO). Currently there are no national guidelines for ECs, however this is an issue the DoE may be addressing in the coming year through the Institutional and Legal Framework for the Environment Project (ILFEMP). In developing guidelines the DoE is keen to take on board ideas and experiences from the field.

Recently Mbarali District has formed a district land use planning team which will support villages to establish boundaries, erect beacons and develop village land use plans. There is considerable overlap between the work of this newly formed team and that already being undertaken by the TMV. Discussions are being held between the two teams to identify how they can best work together so as to avoid duplication of effort and confusion in the villages. The establishment of this new team with overlapping responsibilities with the TMV is a good illustration of how there is still poor communication between different departments and no overall strategic vision within the district. As part of their activities the TMV have begun to look at how communication between departments can be improved (see section 3.1)

Supporting environmental management and land use planning is increasingly becoming an important part of the TMV's work. Throughout Mbarali district there are conflicts occurring over the use of and access to natural resources, in particular land and water. A good example of this is in Mabadaga where there are conflicts between pastoralists and cultivators over access to land and water (Box 2.1). Here better environmental management and land use planning are being used as tool to resolve/manage the conflict.

Box 2.1 – Managing conflict**Managing Conflict in Mabadaga**

Mabadaga is an example of one village in Mbarali District where there are conflicts between pastoralists and cultivators over access to land and water. Over the past couple of years this has become increasingly a problem and has led to confrontations between these groups and sometimes these are violent. With the support of the TMV and SRMP, villagers in Mabadaga are looking at how they can begin to resolve this issue.

The cause of the issue

Over the past 30 years the number of people living in Mabadaga has increased by three times. More people means that more land is needed for cultivation. To meet this need, the amount of land that is being cultivated has expanded into areas that used to be grazed. The area of cultivation has also cut across livestock routes to water sources (Fig 2.1). With less area to graze their cattle, during the dry season pastoralists have to graze their livestock for some of the time on the cultivated area. They are also often faced with the problem of having to move their cattle through irrigated areas to reach water sources. The cultivators complain that the cattle damage their crops and fields and so conflicts arise.

Solutions to the issue

These changes in land use were not planned and there was no discussion between the cultivators and pastoralists over how land should be used. Villagers suggested that one solution would be for the village government to make a village land use plan. They said that such a plan will show how the different areas of the village will be used, with areas set aside for grazing, cultivation and settlement.

The village government (VG) set about mapping village resources and made a plan which showed where people could cultivate and where they could graze. However, this first plan was not a success. The VG were newly elected and had little knowledge of village boundaries. The area they had given for grazing was in a neighbouring village. So, the VG looked again and set aside an area close to the pastoralists' hamlet and in the forest on the slopes of Kipengere Mountains. However, this has not been accepted by the pastoralists. They feel that the forest is not good for grazing because the fodder is poor and there are limited supplies of water. They were also unhappy that they were not involved in helping to decide which areas of the village should be allocated for grazing. At the time the VG had no pastoralists on it. The VG saw that this was a problem and suggested that pastoralists should be represented. At the last village elections in November 1999, two pastoralists were elected.

The VG is still in the process of developing a land use plan that takes into account the needs of the different resource users in the village. In the mean time conflicts are still happening. Those involved are learning that managing conflict is a difficult and lengthy process and solutions that are acceptable to everyone are not easy to come by. However, the first steps have been made. Cultivators and pastoralists are starting to have a shared understanding of the cause of the issue and the needs of one another. It is hoped that together they will build on this understanding and look for solutions that are acceptable to all.

Fig 2.1 Settlement and cultivated land use map of Mabadaga in 1989 and 1999

3. TMV PROGRESS – DISTRICT ACTIVITIES

At the District level the TMV is working to ensure that the approaches it establishes are incorporated into district processes. With this in mind the long-term aim of the team is to establish a participatory approach to district planning. The team recognises that this is an essential part of the process of reforming local government but that it will take a long time to achieve. Many changes will be required in the way in which the district operates and in the attitudes of the staff to the community that they serve. The role of staff will need to move away from that of command and control over local people to working together with them to facilitate development. There will be resistance to change from many district staff along the way. The TMV will play an important role in supporting staff in improving their understanding of the benefits of participatory approaches and developing their skills so that they are able to take on this new facilitatory role.

During its start up phase the TMV, identified some of the following as issues that needed to be addressed to fulfil this long term aim, these are:

- Increasing awareness amongst district staff and councillors on issues such as; participatory planning, good governance and local government reform
- Supporting inter-department support to addressing village issues
- Improving the flow of information between different departments
- Developing a common approach to working with villages
- Ensuring that information from the villages is received by district officials and responded to by them
- Improving the communication between the district and the community that it serves

The TMV have started a number of initiatives to address these issues, these are discussed below.

3.1 Improving district processes

The TMV has been set up as a multi-discipline team to support the idea of district departments working together to deliver integrated support to village development planning. Initially it was the core team that supported village planning activities with specialist advisers only joining them to provide technical advice on specific issues. To increase the number of staff in the district with skills in participatory planning it was decided that these specialist advisers should also be involved from the start in the village planning processes. Each village now has a dedicated team of district staff who both support them in their planning activities and provide technical advice on implementing these plans.

There has been much reluctance from some HoD to inter-department working and the use of participatory approaches. To help overcome this, the TMV has encouraged these HoD to join them on field visits. Through this it is hoped the HoDs can begin to see the benefits of inter departmental working and that villagers have the capacity to plan for and lead development themselves. To further develop HoD knowledge and skills in these areas, the SMUWC project provided them with a five week training course in environmental management and development planning and management.

Awareness raising of the approaches developed by the TMV and the benefits of participation have been addressed through a variety of ways. These include; presentations to district staff and councillors; monthly reports on progress, activities and areas for district action, these reports are circulated to all HoD and presented at the District Management Group meeting; committee reports to the Social Services Committee and Full Council; and an 'open house' policy which encourages district staff to call into the TMV office for a cup of coffee and find out more about the TMV's work. Two additional awareness raising activities of particular note are the community newsletter and training for councillors.

3.1.1 Lijue bonde wa Usangu na wakazi wake (Finding out about Usangu and it's people)

The LGRP encourages local government to make their activities transparent to the local community who are their key partners in development. As a step towards more open governance the TMV has started a quarterly newsletter, written in simple Swahili, to inform local stakeholders what is happening in Mbarali District and the Usangu catchment. The newsletter aims to: improve the two way flow of information between the community and the district; raise awareness amongst villagers of how local government works and it's responsibilities to them; allow villagers to find out what is happening in other villages in Usangu; and improve the exchange of information between district departments.

The newsletter was launched in September 2000 and the first issue carried articles on; Mbarali District news and views; the VGT programme; the TMV; village activities; and the work of SMUWC. Three hundred copies were produced and distributed to the TMV and SRMP pilot villages, ward offices (Mbarali District only), the DEDs and HoDs in the seven districts falling within the Usangu catchment, and the project steering committee. The first issue received much positive feedback, in particular from the villagers who have been keen to submit their own articles. To allow time for villagers to submit articles the second issues has been delayed to March 2001.

3.1.2 Training District Councillors

Following the first meeting of the newly elected district council in December 2000 the DED asked the TMV and CEP to arrange a training programme for the councillors, all but one of whom are new to the job. The request came first from the councillors, who felt that the village government training had equipped the VG members with a far better understanding of local government than the councillors themselves had. The councillors felt at a disadvantage in their own constituencies.

The DED therefore asked the CEP and TMV to consult with the District Manpower Management Officer and arrange an introductory course as soon as possible. A two day course was given in December 2000. It provided councillors with a better understanding of their roles and responsibilities, of how the district administration works and of the programme being carried out by the TMV in the wards and villages.

3.2 Learning links

An important aspect of supporting the TMV from SMUWC's viewpoint is that the district itself takes on responsibility for the TMV. In that it guides it's programme, the approaches it will use and how

these will be integrated into district processes. One way of supporting the district in this is to expose them to ideas about how participatory district planning has been carried out elsewhere, both within Tanzania and further afield. This has been done through two approaches, the first is through providing them with information from other projects through developing a resource library of relevant publications and training materials. Secondly learning links have been established with a number of projects in Tanzania working at the district level. These include:

Mbulu District Land and Water Management Programme, this started in 1993 with support from the Netherlands Government. Its aim was the transformation of the District's soil conservation and forestry activities into a community-based natural resources management programme. The programme has evolved since it began and in doing so has developed a district wide approach to community led planning which incorporates village and ward plans.

In May 2000 the TMV core team together with the District Council Chairman, the District Executive Director, the District Community Development Officer and the District Water Engineer visited Mbulu to find out more about this planning process. The party were impressed by the comprehensive planning framework that has been established and the widespread understanding and commitment to the process by district officials, councillors and the general public.

Songea District Development Programme is supported by the Netherlands Government. It is based on a 'unified district and village level planning cycle'. Village development plans are generated jointly by VGs and villages assemblies; they are supported by the ward development committees and by the district council. In October 2000 the team visited Songea and again were impressed by the comprehensive planning framework that has been established to ensure that district plans reflect the views and needs of the local community .

The visits to Mbulu and Songea have strongly influenced the TMV's thinking on how the district can develop a participatory planning process. Many of the approaches that have been piloted in these two districts are now being adapted by the TMV for use in Mbarali. In particular the establishment of development teams at the village and ward level (section 4.1). These visits have also served to gain the support and commitment from high level officials to such processes.

Tanzakesho is part of UNDP's Capacity 21 programme which aims to strengthen the decentralisation process through capacity building in planning for sustainable development at district and village levels. Recently launched in Mbozi District, Mbeya Region, it is supporting a participatory approach to district planning. Its approach is similar to that of the TMV, with the establishment of a multi-disciplinary district team that supports planning at ward and village levels. Over the past year there have been a series of exchange visits between the two teams. Over the coming year the two teams will be looking at how they can work more closely together, for example sharing training and exchange visits between villages.

MBOMIPA - Matumizi Bora ya Malihai Idodi na Pawaga The MBOMIPA project is working with local communities living on the boundaries of the Ruaha National Park. The project aims to establish an effective and sustainable wildlife management system under community authority and responsibility, in which communities derive direct benefits from managing the natural resources. The benefits to the villages come largely in the form of income from hunting rights, which are paid to the District, and of which a proportion is given to the villages concerned. In Mbarali district there are eight villages which lost some of their land to the Usangu Game Reserve and are eligible for a proportion of the money raised through hunting block rights. Two of these villages, Idunda and Sololwambo are currently being supported by the TMV.

The TMV made two visits to the MBOMIPA project to find out how they work with villages. The team was particularly interested in how MBOMIPA has supported village environment committees. Many useful lessons were learnt which have already been incorporated into the work of the TMV. These include guidelines for environment committees and the use of extension officers to support village development planning. Villagers in Idunda and Sololwambo have been interested to hear from the TMV how the MBOMIPA villages are dealing with issues similar to theirs. It is hoped that in the coming year that TMV villages will be able to visit the MBOMIPA villages to learn from their experiences and receive training.

The 'learning links' programme has been a very successful activity of the TMV and has benefited both the team and the district in the following ways:

- an opportunity to share experiences and learn from others working in the same field
- providing a 'real' working example to show sceptical colleagues what can be achieved
- provided them with a network of moral support. The types of activities that TMV has been introducing to the district require great changes in the way in which it works and the attitudes of its staff to the local community. Their work is viewed as a threat by some of their colleagues in the council and this can sometimes make working relationships difficult for the TMV
- stimulated district officials to reconsider the potential of their own district for enlisting public participation in development.
-

In due time Mbarali itself will become a district from which others can learn. Even now there is much that can be usefully shared with others, in particular how to address the issues of long term natural resource use within village planning. A recent review of approaches to participatory planning in Tanzania identified a failure to address issue of long term natural resource management as a weakness of current village planning initiatives³. The TMV is beginning to identify approaches for overcoming this. At recent discussions with donors over the possible future funding of the TMV, great interest was expressed in how the approach being developed links good governance, environment and poverty. Again, it was remarked that this is an area in Tanzania which there is little field experience and the TMV could usefully contribute to. There has also been interest from other districts within the catchment in the TMV approach. During the development of a vision for Usangu there is the opportunity for the TMV to lead the way on how to support the involvement of villagers in the process.

3.3 Local Government Reform Programme (LGRP)

An important new policy direction for councils is the Local Government Reform Programme. The Local Government Reform Agenda (1996) sets out its vision of local government as being a, *'democratically elected, autonomous local government authority which will deliver services according to locally defined needs, though within national policy and legal frameworks. They will make their own decisions about human, financial and physical resource allocations in a transparent manner, and be accountable to the local electorate and the central government'*

The LGRP will be implemented in three phases the first of which began in January 2000. Mbarali District will begin implementation in stage three which is due to begin in January 2002. Many of the activities of the TMV support the reform process. In particular their work to; develop a framework

³ MRLG (1999), A survey of some current approaches to participatory planning in villages

for participatory district planning so that future district plans reflect locally defined needs, and improve the functioning and accountability of Village Governments. In this respect, Mbarali District is ahead of some of the districts currently in phase one of the LGRP. Although there is still much to do in terms of improving human and financial management within the district. Given this strength the TMV approached the Zonal Reform Team (ZRT) for advice on moving Mbarali District into the second phase of the LGRP, beginning January 2001. The ZRT, who were impressed by the work of the TMV, recommended that a proposal be sent to the Permanent Secretary (PS) of the Ministry for Regional and Local Government (MRALG) requesting that Mbarali District be included in the second phase of the LGRP given its progress to date. In July 2000 a proposal supported by the DED, Regional Administrative Secretary and the ZRT was submitted to the MRALG. Unfortunately this proposal has not been successful, the MRALG stressing it was not possible to bring Mbarali into the second phase despite the positive progress it has already made towards local government reform. In the meantime the activities of the TMV continue to lay a firm foundation from which the district can begin to implement the LGRP in January 2002.

As part of the local government reform process the MRALG are developing a framework for district participatory planning. This is currently in the initial phases of being developed and has involved a review of projects and districts piloting participatory approaches to identify best practice. Unfortunately the work of Mbarali was not included in this review however, the TMV has been asked to comment on the draft guidelines which will be produced in February 2001.

4. THE WAY FORWARD

The previous chapters show that the TMV has achieved much during its first year. There is now within Mbarali District a well established multi-discipline team that have the skills and knowledge to support village planning. There is also interest and commitment from some departments of the council to a more participatory approach to district planning. These achievements are largely due to the great commitment, interest to learn, and desire to see improvements in district processes shown by the district staff who have been involved with the TMV.

A significant milestone for the TMV was the move into their own office within the district compound in December 2000. The team felt sufficiently confident by then that it was not necessary for any SMUWC staff to move with them, so reducing the technical support that SMUWC provides. This shows the capacity now within the district to manage and develop its own village support programme. However, much still remains to be done to ensure that the district also has the financial capacity and will to support the TMV.

The first year of the TMV has been a dynamic process, the philosophy of the team is to learn by doing and to build upon and develop both their own experiences and those of others working in the same field. The team hold regular feedback sessions during which they evaluate their work and look at how it can be further improved. Subsequently the work of the TMV has evolved a great deal since it started. However, there still remain many challenges to overcome. The most pressing of these are the expansion of the programme to cover more villages within the district and further developing district processes so that they are supportive of participatory planning.

4.1 Strengthening village and ward planning

Mbarali District has 84 villages, the TMV is only able to work with 6 of these. It is not feasible for a single unit - the TMV - to train and provide on-going support to all of these, given the long term commitment required. Over the past couple of months the TMV has begun to develop a programme that will expand their coverage in Mbarali District. Drawing on experience from other districts they have decided that their activities should now focus at the ward level, with ward staff becoming responsible for supporting village planning. The TMV would then take on a co-ordination role being responsible for training ward staff and monitoring their activities.

At the ward level there are district staff in the form of extension officers, typically in the fields of agriculture, community development and health. These staff are often under utilised and receive little support from the district, in terms of training and establishing their work programmes. There is also little monitoring of their activities by the district. Hired and assigned to a particular district department, ward staff rarely come together to discuss their work. Hence working together to support villages has never really been an option. The TMV proposes to use these staff to support village level planning. The idea being that at the ward level there would be a trained team of facilitators, composed of ward extension staff and known as the Ward Facilitation Team (WFT). These staff would be knowledgeable in participatory planning, environmental management and approaches to good governance. The WFT would support a Ward Development Team (WDT), composed of the Ward Councillors, the Ward Executive Officer (WEO), extension staff and a representative from each of the VGs within the ward. This team in turn would support Village Development Teams (VDT) to

carry out village planning. The VDT would consist of the village chairperson, the WEO, three members of the VG and two ordinary residents one of whom should be a woman.

The TMV are beginning to trial this approach in two of the eleven wards in the district, Mawindi and Mapogoro. Working together with staff from the SRMP they have established WFTs, WDTs and VDTs and developed a training programme with an accompanying manual for the WFT. Over the next year the TMV will pilot these approaches with these teams and then in 2002 having learnt from their experiences expand it to the remaining nine wards.

Strengthening capacity at the ward level in turn will help to further strengthen district planning processes. The current district planning framework is that villages develop plans that are submitted to the ward development committee who then use these to develop a ward plan. The ward then submits this plan to the district for inclusion in the district development plan. Typically this process is weak, the needs and ideas of villages are rarely taken on board and so not reflected in ward plans. Equally at the district level the yearly district plan is more a reflection of individual heads of departments ideas and perceived community needs. The TMV has done much to strengthen planning at the village level and this can be seen through the actions that villagers have taken. However, there is a limit to the level of development that villagers can take responsibility for themselves. There are some areas of development which require the support of the district both in terms of personnel and finances. This requires the district to have a better understanding of its community's needs and to then reflect these in its annual development plan and departmental programmes. Supporting and developing the capacity of ward level planning will start to address these issues. However, there is still much work that needs to be done at the district level to ensure that there is institutional capacity and commitment from staff across the board to supporting participatory planning.

4.2 Strengthening district planning

The TMV has made good progress in raising awareness amongst district staff of the need for a more co-ordinated and participatory approach to district planning. The TMV recently carried out an evaluation of their work at the district level. During this evaluation they set themselves new objectives for the coming year and identified what they need to do to further strengthen district planning. The key objectives of the TMV for the year 2001 are to:

- Support the development of a demand driven participatory planning process in Mbarali District
- Improve the management of resources (human, natural and financial) in Mbarali District and intersectoral linkages between departments
- Build the capacity of civil society to voice their views

The TMV recognised that these objectives are long term and may well take two to three years to achieve. In the meantime they have identified the key issues that need to be addressed in the coming year in order to make progress towards these objectives. These are:

Fully integrate TMV into District processes, there is a tendency at the moment for many district staff to view the TMV as a SMUWC team. One step towards resolving this has been the relocation of the TMV into their own office within the district compound, previously the TMV made use of a SMUWC office. The TMV also used to receive full time technical support from two SMUWC staff. It has been possible to reduce this support to fortnightly monitoring meetings since TMV staff are sufficiently confident to manage their own programme. SMUWC has also provided the TMV with financial support. A proposal has been made by the TMV to Full Council for the district to make some financial contribution to their work. A decision on this has yet to be reached. Although the TMV has its own budget this is administered through SMUWC. During the SMUWC extension it is

expected that responsibility for this will be handed over to the district. This is likely to be through the district setting up a bank account for TMV funds.

One reason for the TMV being seen as SMUWC team was due to the over eagerness of both district and SMUWC staff to get the team up and running. This meant that discussions about the TMV were only held with a few district departments. Despite a launch to which all HoDs were invited, there still remains confusion as to how and why the team came together and in particular how staff were selected for it. To overcome this the TMV proposes to re-launch itself in March 2001 under a new name which will better reflect the activities it is involved in. This will be at a workshop with HoDs, the purpose of which is to bring HoDs up to date with what the TMV has been doing, their ideas for the future and how all of this relates to the LGRP and national policy. It is hoped that the workshop will also include speakers from the LGRP and other districts who have experience in participatory planning. Time will also be made for HoD to feedback their ideas on how the TMV can help to strengthen district planning processes.

Gain commitment and support from all district departments, Through its work the TMV has begun to challenge the way in which the district functions, in particular addressing the lack of co-ordination between departments and the lack of co-ordination between different donor projects working within Mbarali. Such challenges are not always well received and some HoD view the work of the TMV as being a threat rather than a potential benefit to them. Currently the team receives good support from the following departments; community development, agriculture and livestock, planning and water. The DED and the treasurer are also very supportive of their activities. However, the HoDs from health, education, manpower, and natural resources still remain sceptical despite some of their staff being heavily involved in TMV activities. The re-launch discussed above will be the first event in raising awareness amongst those that are sceptical of the benefits that the TMV can provide to both their departments and the district. This will be supported throughout the year by a number of follow-up activities. These will include: seminars, field visits, training and exchange visits to the districts in the 'learning links' programme.

Move the co-ordination of the team from the community development department to the planning office. When the TMV was established its prime role was to support village development and so was best co-ordinated by the community development department. Over the past year the role of the TMV has slowly evolved into strengthening planning processes at all levels of local government (village, ward and district). Given this change in emphasis it is more appropriate that they are located and co-ordinated within the department that has responsibility for this – the planning department. Strengthening district planning will require them to support all departments in addressing the way in which they plan. This is not easily done from within the community development department since the DCDO does not have the authority to recommend to other HoDs how to carry out their planning activities. This is the sole responsibility of the District Planning Officer (DPO). The TMV could usefully support the DPO in this activity.

Establish a participatory planning framework for Mbarali District. The LGRP asks that local government's plans and activities are demand driven by the community they serve. This requires the establishment of a comprehensive planning framework from the village to the district that allows for local people's needs to be heard and taken account of. The TMV, building on their own experience at the village level and that of other districts, has begun to develop ideas about how this might be achieved. What is required now is the adoption of these processes by the district as a whole. The DPO is supportive of such approaches and the TMV plan to work closely with him, looking at how these ideas can be incorporated into a district development policy.

Securing financial commitment from the district. Currently the activities of the TMV are funded through SMUWC and will continue to do so until the end of the SMUWC extension, March 2002. To ensure the long term sustainability of the TMV, there is a need for the district to begin to take on some financial responsibility for the TMV. Already the district have shown their commitment to the team through the joint funding of the new office and the allocation of Tsh 6 000 000 from this years budget towards the VGT. To ensure that this commitment both continues and increases the TMV will need to move away from being seen as a project but as integral part of the way in which the district functions. This will require gaining support from HoD and Councillors who will need to understand the value of having a TMV to co-ordinate district planning at the village and ward level.

APPENDIX 1

Proposal for Timu Ya Maendeleo Vijijini

Background

The Local Government Reform Agenda and the Village Land Act (1999) aims to place decision making in the hands of local resource users. Under these policies village governments are required to take responsibility for the management of land and other natural resources and the production of village development plans. District councils are responsible for supporting the villages in carrying out these functions. The present District departmental structure, with its separation of responsibilities and resources, is not well suited to this task and institutional innovation is required.

For the village government to be effective in fulfilling these responsibilities they will need the technical and administrative support of a district team dedicated to that purpose. Occasional visits by departmental staff will not serve that end.

Through its work with SMUWC's community engagement programme and RUBADA, Mbarali District Council has already begun to support Village Governments in performing their new roles and responsibilities. There is now a need to formalise this arrangement through the establishment of a permanent District team known as, '**Timu ya Maendeleo Vijijini**'.

Timu ya Maendeleo Vijijini (TMV)

The TMV will be responsible for supporting Village Governments in developing and implementing Village development plans.

The team will consist of a core team of three permanent staff recruited from:

- Agriculture, Livestock and Co-operatives
- Community Development
- Lands and Surveys

The core team will be supported by a group of specialist advisers who will provide technical assistance to the village governments as and when required. This group will consist of staff from:

- Health and Social Affairs
- Education and Culture
- Finance
- Natural Resources
- Planning
- Water

Each department should nominate one member of staff who will work with the core team for up to five days a month.

Responsibilities of the core team:

Working with Village Governments

The team's prime function will be to support village governments in developing and implementing village development plans (VDP), this will involve:

- working with Village Councils (VC) to identify the best approach to village planning and a team of people from the VC who will be responsible for the work
- facilitate the development of a 12 month work programme with the VC
- providing training to the VC as and where required on;
 - i) land use planning and;
 - ii) issues relating to village governance

Working in the District Council

For the team to be effective, its' staff will need to retain strong links with their respective departments and begin to develop good working relationships with Ward Councillors. This will involve:

- carrying out the appropriate aspects of their departmental programmes and related projects through the team.
- identifying and co-ordinating the activities of the specialist advisers
- keeping records of their work and experiences and feeding this information back to their respective departments and Ward Councillors
- bi-monthly briefing sessions with HoD and specialist group

General tasks

- each team member will set themselves a 6 month work programme with identified tasks and milestones
- attend weekly team meetings with the DCDO to discuss day to day activities
- hold a monthly meeting to monitor progress and report back on this to the District Management Team

Responsibilities of the specialist group

- As and when requested by the core team, assist them in their work with village governments
- Attend TMV's monthly meeting so as to keep aware of activities in the villages and to identify how their departments can support these activities

Reporting arrangements

The team will report directly to the DCDO who will be responsible for:

- reporting the team's activities to the DED, the Council Management Team and the Social Services Committee.
- monitoring the teams work through attendance at the teams weekly meetings
- providing professional assistance and advice as and when requested by the team

Initially the TMV will concentrate its activities on the villages that the District is already supporting through its work with SMUWC and RUBADA. In addition to these villages another pilot village will be established to enable the team to gain experience of supporting VCs in mapping village resources

and developing village action plans. This will be reviewed in January 2001 and a strategy for expanding support to the other villages in the District developed.

APPENDIX 2

Guidelines for village environment committees

Membership

1. The members of the Environment Committee should be village community members. Members should be nominated by the hamlets and are then approved by the village government.
2. There should be between five and eight members of which at least half should be female.
3. Where possible the members of the committee should represent / reflect the different resource users in the village. If representation of all user groups is not possible then they will need to have due regard to the views of those not represented

Roles and functions

The Environment Committee is responsible for assisting villagers in the following activities:

1. Assessing current land use and its trends
2. Assessing current water uses, water rights and trends
3. Assessing the land, water and other natural resources available to the village
4. Developing a simple form of land registration to reduce conflicts over boundaries and competing claims for land.
5. Recommending to the village government and the village assembly on how the land and natural resources shall be used and subject to what conditions, resulting in the production of a land use plan for the village and for the respective hamlets.
6. Identification of frequent and serious sources of conflict over these resources (especially those relating to surface water and grazing rights), and recommendations on how to solve them.
7. Allocating land rights to applicants for arable and residential land. Allocations will be consistent with the land use plan and with recent legislation in land.
8. Drafting by-laws related to the use of land and other natural resources for incorporation with other by-laws for the village.
9. Serving as executive arm of village government in matters relating to the use and management of land and natural resources.
10. Informing the village community of the following:
11.
 - availability of land, water and other natural resources
 - land use plans
 - land applications received and allocations made
 - laws and by-laws as they relate to land, water and other natural resources
12. Informing and co-operating with the district council in matters relating to land, water and other natural resources.

Reporting procedures

The Environment Committee is a sub-committee of the social services committee and should report to this committee.