



THE UNITED REPUBLIC OF TANZANIA
Regional and Local Government Strengthening Programme



TRANSFORMING DECENTRALIZATION FOR IMPROVED PUBLIC SERVICES AND SOCIO-ECONOMIC DEVELOPMENT

June, 202

FOREWORD

The President's Office - Regional Administration and Local Government (PO - RALG) was established through *Government Notice Number 144* of 2016 which was made under the *Ministers (Discharge of Ministerial Functions) Act, Cap. 299*.

Vide the said Notice, the Office is mandated to formulate and administer implementation of, among others, the National Policy on Decentralization.

The concept of decentralization is derived from **Articles 145 and 146** of the **Constitution of the United Republic of Tanzania**. Principally, the Articles provide for establishment of local government authorities for the purpose of decentralization.

The Policy Agenda on Decentralization has been in place since the year 1998. Since that time, **Local Government Reform Programmes I and II** were implemented based on this Agenda. Therefore, the introduction of the **Regional and Local Government Strengthening Programme (RLGSP)** is timely as

its implementation will be in accord with the context of the **National Decentralization Policy of 2021**. This Programme accrues from the rich experience of implementation of preceding reform programmes. Hence, it is comprehensive and a practical-oriented instrument for implementing the Policy.

RLGSP is designed to be a vehicle through which the nation can work towards achieving aspirations of the Ruling Party, **Chama Cha Mapinduzi** laid - out in its Election CCM **Manifesto of 2020-2025**, objectives of the National Development Vision 2025, Long - Term Development Perspectives 2016/17 to 2025/26 and, the National Five - Year Development Plan II 2016/17 to 2020/21 all collectively seeking to achieve high quality and sustainable livelihoods of Tanzanians through a strong and competitive economy anchored on **industrialization**.

Further, the programme endeavours to meet regional and international goals stipulated in various international instruments such as the East Africa Community Integration Agenda to transform from a loose co-operation framework into a fast-emerging, solid and dynamic regional economic bloc, African Union **Agenda 2063: The Africa We Want** and the United Nations Sustainable Development Goals 2030.

The main objective of the Programme is to accelerate local economic development, improve delivery of services and strengthen local governance through strong, competitive and vibrant local government systems

All these aspects will be implemented under five components, namely: **Regional and Local Economic Development (LED); Community Participation and Local Governance; Service Delivery through Improved Financial, Administrative and Human Resource Management; Political Decentralization and Central- Local Relations; and Coordination, Monitoring, and Evaluation.**

It is expected that the Programme will result into focused and targeted interventions, mechanisms for efficient and effective service delivery, and intensified local economic development. Moreover, local governance will be strengthened as underlaid in the Constitution while transferring more powers to local government authorities. The anticipated outcomes are necessary pre-requisites for realising and sustaining the **Middle - Income** status Economy which has recently availed.

In the implementation of the Programme, all committed stakeholders led by the Government will participate in various interventions aimed at accelerating socio-economic transformation for inclusive development across all regions and local government authorities.

Targeted investments and service delivery in the regions and local government authorities will cover various socio-economic sectors such as industries and trade, SMEs, agriculture, livestock and fishery, wildlife, tourism, forestry, mining, education, health, infrastructure, water, sanitation, environment, climate change and rural-urban linkages.

The targeted interventions will improve investment and business environment at the local level, bring harmony and trust among key actors and stakeholders, combat corruption and strengthen accountability in the government and the general public, promote **knowledge** and **skills - base** and expand opportunities for creating **Decent - Jobs** to the productive age groups of men and women for the prosperity of our country.

The duration of the Programme is proposed to be ten years divided in two phases of five years each. The first phase will cover years 2020/21 to 2024/25 and the second phase from 2025/26 to 2029/30. The Government will finance the Programme and invite a wide range of interested and committed development partners and stakeholders to support it.

Lastly, I would like to express, on behalf of the Government, my sincere gratitude and appreciation to all who contributed in various ways to the process of developing this Programme. The Government extends special appreciation to development partners, namely:

USAID, UNICEF, UNDP, EU, DfID, JICA, GIZ, UN - Habitat, UN - Country Residence Office and many others not mentioned here for their technical and financial support they rendered to the Government.

My urge to all stakeholders is to respond, join hands and collaborate with the Government in the implementation of this Programme. Let us unfold our endowed potentialities and play our part to the mankind and help Tanzania to better nurture its economy and well - being of her people while delivering high impact economic and social services.



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**MINISTER OF STATE
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ACKNOWLEDGEMENT

The methodology used in preparing this programme adopted a participatory approach with collaboration involving a broad consultation with identified stakeholders at the government and non - government level while PO - RALG taking the lead.

I would like to generally express my deep appreciations, recognition and acknowledgement to all stakeholders who devoted their time and other means to participate and technically offer tacit advice that contributed to having this programme developed.

I would like to convey my gratitude to **USAID, UNICEF, EU, JICA** and **Dfid** for financing various stages in the development of this programme. I also extend my gratitude to REPOA, IRDP, Mzumbe University, DEGE Consult, Law and Development Inc. for providing technical support.

I am grateful to the staff of PO - RALG who spent their time, energy, skills and knowledge to the production of this programme document.

My thanks are to Regional Commissioners, District Commissioners, Regional Administrative Secretaries and all who provide their knowledge and experience during the consultative sessions at various levels.

My call to all stakeholders is to collaborate and passionately work for the success of the Programme and respond to the needs, wishes and aspirations of intended communities.

Finally, my acknowledgements go to the good people of Tanzania for their effective participation and contribution to the entire process. The views, comments and inputs received during the stakeholder consultations are reflected in the programme document.



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**PERMANENT SECRETARY
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ABBREVIATIONS

ASDP II	Agriculture Sector Development Programme phase two
BDS	Business Development Service
CBOs	Community Based Organizations
CSOs	Civil Society Organizations
DAS	District Administrative Secretary
DbyD	Decentralization by Devolution
DC	District Commissioner
DCC	District Consultative Committee
DCG	Decentralization Consultation Group
DfID	Department for International Development
DGGRC	Directorate of Good Governance and Reform Coordination
DPs	Development Partners
DSC	Director of Sector Coordination
ESIA	Environmental and Social Impact Assessment
ESMP	Environmental and Social Management Plan
EU	European Union
FY	Financial Year
HBS	Household Budget Survey
HCMIS	Human Capital Management Information Systems
HRM	Human Resource Management
ICTs	Information Communication Technologies

IFAD	International Fund for Agriculture Development
IFMS	Integrated Financial Management System
IMTC	Inter-Ministerial Technical Committee
JICA	Japanese International Cooperative Agency
LED	Local Economic Development
LGAs	Local Government Authorities
LGRP	Local Government Reform Programme
LLG	Lower level Government
M&E	Monitoring and Evaluation
MDA	Ministries, Departments and Agencies
MJLA	Ministry of Justice and Legal Affairs
MKUKUTA	<i>Mkakati wa Kukuza Uchumi na Kupunguza Umaskini Tanzania</i>
MoFP	Ministry of Finance and Planning
MVIWATA	<i>Muungano wa Vikundi vya Wakulima Tanzania</i>
NAO	National Audit Office
NBS	National Bureau of Statistics
NCT	National Coordination Team
NDP	National Decentralization Policy
NDSC	National Decentralization Steering Committee
NDTC	National Decentralization Technical Committee
NFRA	National Food Reserve Agency
NFYP II	National Five - Year Development Plan

NGOs	Non - Government Organizations
NSA	Non - State Actors
O&OD	Opportunities and Obstacles to Development
PM	Prime Minister
PMO	Prime Minister's Office
PO-PSMGG	President's Office, Public Service Management and Good Governance
PO - RALG	President's Office - Regional Administration and Local Government
PPP	Private Public Partnership
PS	Permanent Secretary
PSSN	Productive Social Safety Net
RA	Regional Administration
RAP	Resettlement Action Plan
RAS	Regional Administrative Secretary
RC	Regional Commissioner
RCC	Regional Consultative Committee
DGR	Reform Coordination Unit - President's Office
RLGSP	Regional and Local Government Strengthening Programme
RS	Regional Secretariat
RUWASA	Rural Water Supply and Sanitation Agency
SIDO	Small Industries Development Organization
SME	Small and Medium Enterprise
TARURA	Tanzania Rural and Urban Road Agency

TASAF	Tanzania Social Action Fund
TCCIA	Tanzania Chamber for Commerce Industry of Agriculture
TIC	Tanzania Investment Centre
ToC	Theory of Change
ToT	Training of Trainer
TPSF	Tanzania Private Sector Foundation
TZS	Tanzania Shillings
UNCDF	United Nations Capital Development Fund
UNCRO	United Nations Country Residence Office
UNDP	United Nations Development Program
UNEP	United Nations Environmental Program
UN - Habitat	United Nations Human Settlement
UNICEF	United Nations Children's Fund
URT	United Republic of Tanzania
USAID	United States Agency for International Development
VEO	Village Executive Office
WB	World Bank
WEO	Ward Executive Officer
WHO	World Health Organization

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DEFINITION OF IMPORTANT TERMS	
Term	Definition
Decentralization	The term "decentralization" covers a wide range of public sector reforms whereby powers in one form or another are transferred from central government to lower levels and entities. Decentralization entails the transfer of authority and responsibility for public functions from the central government to intermediate and local governments or quasi-independent government organizations (Agencies) and/or private sector. The three most significantly distinct forms of decentralization are: <i>delegation; de-concentration, & devolution.</i>
De-concentration	De-concentration redistributes decision making authority and financial and management responsibilities among different levels of the central government. It can merely shift responsibilities from central government in the capital city to regions or districts, or it can create strong field administration or local administrative capacity under the supervision of central government ministries.
Delegation	Delegation is a more extensive form of decentralization. Through delegation central governments transfer responsibility for decision-making and administration of public functions to semi-autonomous organizations not wholly controlled by the central government, but ultimately accountable to it.
Devolution	Devolution is a third and more comprehensive type of decentralization. When governments devolve functions, they transfer authority for decision-making, finance, and management to quasi-autonomous units of local government with corporate status. Devolution usually transfers responsibilities for services to Local Government Authorities that elect their own Mayors and Councillors, raise their own revenues and have independent authority to make investment decisions.
Central - Local Relations	Refers to relationships between different levels of government within a unitary state - most notably the relationship between central government and local governments. Each level of government has its own democratic accountability structures: central government is accountable to the nationally elected parliament, whereas as the local governments are accountable to their respective locally elected councils.
Local Economic Development (LED)	Local Economic Development (LED) is a development approach in which public sector, businesses and civil society work collectively to encourage and support people and enterprises to create better conditions for rural and urban economy. Its purpose is to enhance contribution of the economy to improving quality of life of a locality in the realms of competitiveness, effective use of available resources, abiding by environmental safety and deepening inclusiveness.
Patriotism	Patriotism is the feeling of love, devotion and sense of attachment to a homeland and alliance with other communities who share the same sentiment.

SECTION ONE

1.0 INTRODUCTION

1.1 Background Information

Tanzania has been practising the decentralization approach in ensuring equitable social and economic development, and as a cornerstone of the fight against poverty by increasing participation of the people in the planning and management of the development process. Effective service delivery requires efficient decentralised systems that respond to local needs in a timely manner. Likewise, decentralisation is key to ensuring that growth is broad-based and inclusive of all communities.

Decentralization is highly linked to the local government system and has been practised in varying degrees since colonial times. Local Government Authorities (LGAs) are the primary drivers of interventions in socio-economic development, accountability and transparency in service delivery and poverty reduction in their areas of jurisdiction.

The President's Office - Regional Administration and Local Government (PO-RALG) is a go between the community and the Government in empowering the

people through their respective local authorities to plan and implement decisions based on their local needs and priorities.

A long history of decentralization in Tanzania dates back to the **Pre-Colonial** era where tribal and native administrative systems honoured hierarchies of devolved powers amongst the rulers. In a similar manner, the **Pre-Independence** local government system earlier established by the German Colonial Rule based on **Akidas, Jumbes** and **District Commissioners** between 1884 and 1922. British colonials then introduced Chiefdoms and Sub-Chiefdoms tagged in the Native Authorities Ordinance of 1926.

However, from 1920 to 1953 urban areas (with the exception of Dar es Salaam from 1949), were "directly" ruled by the Central Government under the Township Ordinance of 1920. The Governor was empowered to declare an area to be a township. The management of a township was vested in a Township Authority appointed by the Governor. Under the Township Rules of 1923, the Governor could appoint the President of such a Township Authority.

In 1946, the Municipal Ordinance (Cap 105) was enacted as urban areas expanded with better services and was later in 1953 replaced by the Local Government Ordinance upon the need to administer local authorities in a decentralized manner.

In the **Post-Independence** period, the decentralization process rolled - out in three phases. The **First Phase** started in 1961 after the independence of Tanzania Mainland and was emphatically reinforced by the **Arusha Declaration** of 1967 which linked decentralization with the **Ujamaa**, a policy built on the principles of socialism and self-reliance. The later capitalized on rural development particularly from 1967 to 1972. During that phase LGAs could not perform well to meet expected results due to various reasons ranging from inadequate manpower, limited funds and management skills, weak accountability to the people, and geographical and technological barriers. The government abolished the LGA system in 1972 replacing it with the 'Decentralization Policy' of 1972 which was famously known as **Madaraka Mikoani**. That policy involved **de-concentration** of administrative powers of the Central Government to the regions.

The **Second Phase** of decentralization was adopted in 1982 with LGAs re-established based on amendments made in the Constitution of the United Republic Tanzania in 1977 as underpinned in **Sections 145 and 146**. The LGAs were clearly recognized and mandated to support the performance of the government in regions and local authorities. To redress the poor performance and as part of economic and political reforms, the

government embarked on a major decentralization programme in 1998 following the publication of **Local Government Reform Agenda** in 1996 and the **Policy Paper on Local Government Reform** in 1998, which marked the beginning of **Phase Three** of decentralization.¹The Policy Paper envisaged LGAs to be largely autonomous, strong and effective institutions that are democratically elected and governed with their mandates derived from services to the people, and participatory, transparent and accountable leadership structure.

In 2000, Tanzania started to implement **Decentralization by Devolution (D by D)** through Local Government Reform Programme I (LGRP I) from 2000 to 2008 and Local Government Reform Programme II (LGRP II) from 2009 to 2014. The assessments of both reform programmes asserted that D by D stands appropriate as a mechanism to transform social and economic conditions of the people at the grassroots level. With 26 regions and 185 LGAs so far established and utmost operational, popular participation in decision - making and planning has increased through various participatory planning mechanisms particularly **Obstacles and Opportunities to Development (O&OD)** and representation by elected Members of Parliament,

¹President's Office – Regional Administration and Local Government, History of Local Government in Tanzania

Councillors, and Village and **Mitaa** Chairpersons. Service delivery is significantly devolved especially in primary health care and primary and secondary education. A democratic space for citizens is also enhanced through local government election process and empowerment of Village and Mtaa governments.

1.2 National Five Year Development Plan 2016/17 - 2020/21

The Second Five Year Development Plan (FYDP II) 2016/17 - 2020/21 emphasizes the need for further support to decentralisation to ensure that outcomes from both economic growth and service delivery permeate to local levels and households.

The pursuit of decentralisation is that if well organised, it is commonly agreed to foster improvement in local service delivery and essentially local economic development through more effective decision - making in a decentralised system which gives greater voice and choice to communities to influence decisions that affect their lives. It allows local governments and other decentralised entities to respond dynamically to communities, while higher levels of government focus on more strategic issues.

Effective local economic development and service delivery require efficient decentralised systems that sufficiently respond to local needs in a timely manner. Likewise, decentralisation is key to ensuring that growth is broad-based and inclusive of

all communities. FYDP II strategically incorporates spatial disparities in development through decentralization based on the principle of subsidiarity which empowers local communities and LGAs to sustainably utilize resources in their localities for inclusive socio-economic development.

In this regard, Tanzania has developed the National Decentralization Policy (NDP) of 2021 which delineates roles and responsibilities of Central Government, Regional Authorities, LGAs and other stakeholders in promoting local economic development and enhancing social service delivery to avoid duplication of efforts, overlapping and surfacing of unnecessary conflicts; put in place a shared vision of decentralization to enable all actors understand what decentralization is all about and how it should be implemented. The policy will ensure top-level commitment of the government to decentralization.

The policy anticipates strengthening the coordination framework for local government and sectors reforms; PO - RALG to be more active and assertive with sector ministries in coordination and decision-making affecting LGAs; considering to strengthen the capacity of Regional Secretariats for supervision and backstopping of LGAs in their delivery and put in place fiscal allocation formulae and systems that consider the functions and responsibilities of LGAs. The NDP has adopted nine policy objectives

which are intended to guide and direct its implementation over a period of ten years, which are:-

<p>1. Providing guidance in political decentralization for improved governance across levels of Government;</p>	<p>2. Providing guidance in roles and responsibilities for decentralized service delivery across levels of Government</p>
<p>3. Providing guidance in financial resource mobilization and management for LGAs to perform their mandated functions;</p>	<p>4. Improving administration and human resource management at the Regional, Agency and LGA level for efficient and effective delivery of services;</p>
<p>5. Strengthening mechanism for community participation in social, political and economic management;</p>	<p>6. Promoting and strengthening coordination of LED initiatives and economic services in Regions and LGAs for economic growth, employment creation and community well-being;</p>
<p>7. Improving social services delivery to local communities at grass roots levels;</p>	<p>8. Improving central - local relations for harmonized decentralized service delivery;</p>
<p>9. Providing guidance to Regions and LGAs in the proper coordination and implementation of cross cutting issues;</p>	

To implement and realize the objectives of the policy, the Government of Tanzania has also developed a Regional and Local Government Strengthening Programme (RLGSP) which stands as a **Blueprint or Plan** for realizing the objectives of the **National Decentralization Policy of 2020** and its Implementation Strategy. The Programme is built on strong foundations developed by the previous Local Government Reform Programmes (**LGRP I** and **II**), both of which were part of the implementation of Decentralization by Devolution (D by D) initiative outlined in the **Policy Paper on Local Government Reform of 1998**. The Paper focused on transferring functions and resources from the Central Government to LGAs and aimed at improving service delivery and accountability. One of the objectives in the proposed Programme has been to include **Local Economic Development (LED)** component in the decentralization framework and embed it in other three aspects of **Public administration, Fiscal relations** and **Political relations**. The degree of decentralization is thus changing to reflect the **Hybrid** nature of decentralization leading to the application of de-concentration (**minimal**); delegation (**intermediate**), devolution (**substantial**) and the **Hybrid** of the three forms.

1.3. Methodology of Programme Development

Establishment of RLGSP was substantially participatory, involving a wide range of stakeholders including Central Government and its agencies, local government (LGAs and lower level governments and service facilities) and other stakeholders (DPs, Private Sector, CSOs, Academia). Commissioned consultants worked closely with the PO-RALG through its Technical Team and the Management, other Central Ministries including President's Office - State House, President's Office - Public Service and Governance, Vice-Presidents' Office, Prime Ministers' Office, Ministry of Finance and Planning, Sectors Ministries including Agriculture, Industry and Trade, Natural Resource and Tourism, Water, Livestock and Fisheries, Health, Education, Land, Housing and human settlement. Other consulted parties were Development Partners including UNICEF, USAID, JICA, UNDP, DfID, EU, FAO, IFAD, WHO, WFP, UN - Habitat, UNEP, World Bank, DANIDA, ESRF, Cities Alliance and other international and local NGOs. More consultations were made with members from the private sector through TPSF, TCCIA, and MVIWATA. The consultations helped to solicit views, interpretations

and recommendations from stakeholders towards preparation of this programme. Preparation of the programme involved the following four main stages:

1.3.1. Stage 1: Review of the Relevant Documents

The review stage constituted of a crucial part of programme development by going through relevant documents on the undertaking of Decentralization in Tanzania. This involved learning from Evaluations of LGRP I and II, **Impact assessment** of the previous reforms implementation; An **Assessment of Implementation of Decentralization by Devolution in Tanzania** conducted by the government in 2017; **Functional Review of MDAs and LGAs** in the context of D by D conducted in 2019; NDP 2020 and its Implementation Strategy, and Reforming Tanzania Public Sector - **An Assessment of Future Direction**.

1.3.2. Stage 2: Consultation with Key Stakeholders

Complementary consultations were carried out involving officials from MDAs, RSs and LGAs, Politicians, DPs and representatives of CSOs and Academia.

The purpose was not only to solicit views and/or inputs from the stakeholders but, was to establish a link between the programme and the on-going reforms and programmes.

1.3.3. Stage 3: Drafting of the Programme Document

Based on inputs from stages 1 and 2 above, consolidation and analysis of inputs from stakeholders' consultations provided a significant guidance to the drafting of the programme document.

1.3.4. Stage 4: Validation and approval

Draft programme documents were continually refined and fine-tuned. Validation was undertaken with selected stakeholders from among those previously consulted and the Technical Teams of PO-RALG, Directors and Management of PO-RALG, DPs, Private Sector and CSOs. Approval was through respective decision - making ladders of the government that is the IMTC and the Cabinet.

1.4. Layout of the Programme Document

The Regional and Local Government Strengthening Programme is organised into seven sections, as follows:-

Section one constitutes the Introduction, which covers the background, history of decentralisation and objectives of NDP; **Section two** gives the situational analysis, covering the social and economic aspects; **Section three** provides the rationale for the programme, linkage with other sectoral programmes, and theory of change; **Section four** provides the programme goal and objectives, components and interventions; **Section five** provides the programme indicative budget, financing structure, and resource mobilisation plan; **Section six** provides the risk assessment, management and sustainability plan; and **Section seven** provides the programme monitoring and evaluation (M&E) framework.

SECTION TWO

2.0 SITUATION ANALYSIS

In 1982, the Government of Tanzania decided to decentralize major services to Regions and LGAs which were re-established through enactment of the Local Government (District Authorities) Act No. 7 and the Local Government (Urban Authorities) Act No. 8, both of 1982 (Revised in 2002). The aim was to re-capture the good ideology of local government system upheld between 1972 and 1982. To put a considerable impulse on it, the government inculcated a decentralized structure in bringing equity in serving its people.

2.1. Status of Decentralization

After adoption of the second phase of decentralisation in 1982 which saw LGAs having been clearly recognized and mandated to support their performance in service delivery, still in the period of 18 years LGAs did not meet expectations of improving the well - being of the people fairly enough. That was observed even in low-level in-service delivery and insufficiency in community involvement in planning and decision-making processes.

2.1.1 Implementation Status of 1998 Policy Paper on 'D by D'

Since 2000 the country has witnessed a mixture of decentralization approaches which have created the need to mainstream and harmonize aspects of decentralization for effective government operations to avoid overlaps, duplication and unnecessary misunderstandings.

The implementation of Decentralisation by Devolution (D by D) was done through LGRP I and II which provided a good avenue for learning on how best D by D can be implemented. However, the implementation of the "D by D" Policy Paper missed a coherent legal framework with the exception of the pieces of legislations that established RSs and LGAs and, articles of the 1977 Constitution. While it was logical to inculcate D by D in the Policy Paper, some sector Ministries did not revisit their policies and legislations to align with D by D requirements. As a result, D by D implementation fell short of getting compliance by majority of sector Ministries in devolving their functions and resources to RSs and LGAs.

The mandate of LGAs expanded overtime but, their capacities did not necessarily expand to

commensurate with their increased responsibilities. Institutional limitations still prevail even though LGRP I and II made some remarkable achievements in all the components as explained hereunder:

i). Political Decentralisation

Politics tend to dictate economic structures, social fabrics and environmental regimes in any society. Ramifications associated or brought about by politics call for the need to set a decentralized political mechanism that will bring cohesion and prosperity to the people. The Constitution of the United Republic of Tanzania of 1977 realizes this relationship and stipulates in Chapter Eight, Section 146 that the **purpose of having local government authorities is to transfer authority to the people**. Tanzania has achieved to leverage the following levels in this area:

- Popular participation in local politics and governance in the form of local elections;
- Democratically elected representatives at Village, Hamlets (**Vitongoji**) and **Mitaa** in place;
- Use of participatory planning and budgeting methodology using the tool of Opportunities and Obstacles for Development (O&OD);

- Improved accountability and transparency at LGAs; and
- Promotion of solidarity and existence of active grassroots institutions.

ii). Financial Decentralisation

LGRP I and II sought to improve own source revenue and the system for fiscal transfers in LGAs by making it more equitable, need-based, discretionary and adequate. Fiscal reforms sought to improve financial management in LGAs. Significant successes in fiscal decentralization have been including:

- Substantive nominal increase of LGA revenues that has enabled them to finance expansion of service delivery;
- Improvement of systems for financial management in all 184 LGAs in the country with adoption and application of Integrated Financial Management Information System (IFMIS) and Epicor;
- Improvement in LGA financial accountability; and

- Compliance in the use of Planning and Reporting (PlanRep) programme in cross - sectoral planning and reporting in LGAs.

iii). Administration and Human Resource Decentralisation

Policy Paper advocated on a radical change in human resource management (HRM) to pave way for most HRM functions to be devolved to LGAs. However, reform in this area has encountered some challenges, compelling the Government to establish a unified public service management through the Public Service Act No. 8 of 2002. Several improvements have been observed in public service management including expansion of human resource base in LGAs, particularly increase of education and health sector staff.

Sector staff in agriculture, livestock and forestry first triggered in decentralization reforms by de-linking them from their Sectorial Ministries and Regional Administration and transferring them to LGAs. Secondary school teachers were later on de-linked from the Ministry of Education, Science and Technology and shifted to LGAs in 2009. Local payrolls were established in early phases of the reform with the assignment of Personnel Emoluments Votes to all LGAs. Government

investment in the Human Capital Management Information System (HCMIS) and its roll out in LGAs led to significant achievements in regulating the wage bill, updating human resource records and timely payment of salaries to public servants. Nonetheless, centralization of land related staff has been reinforced and poses a challenge in regard to decentralization of land matters.

Further achievement was made in the increase of administrative authorities. The number of LGAs has increased from 133 to 184, **Wards** from 2,560 to 3,956; **Villages** from 10,400 to 12,318; **Mitaa** from 1,760 to 4,000 and **Vitongoji** from 50,860 to 64,384.

iv). Central - Local Relations

Reforms endeavoured to redefine with improved harmonization, the roles of the Central Government and LGAs in a manner of a collaborative system of inter-governmental relations where Sector Ministries would reshape their roles and functions from direct implementation to new roles of (i) policy making, (ii) support and capacity building of RS and LGAs and; (iii) monitoring, evaluation and quality assurance of LGA performance based on established legal frameworks. Imperatively, a good progress in some sectors was achieved in this context particularly in health and education sectors where LGAs are given

mandates to deliver services and associated infrastructure, allocate and supervise staff and oversee the quality of services.

By and large, the decentralization process in Tanzania is still characterized by notable gaps as documented by the evaluation of implementation of D by D report and the **Functional Review** carried out in 2018. One critical factor contributing to the gaps is that D by D was guided by a Policy Paper. There was no policy that provided a solid guidance on responsibilities to key actors and institutions in the context of decentralization. Hence, it resulted to unfinished development of legal instruments, tools and guidelines that could properly institutionalize and operationalize D by D. Specifically, the following gaps were identified:

i) There was insufficient compliance with procedures and principles with which D by D was advocated through the Policy Paper of 1998 on Local Government Reform. Where the interest in decentralization was viewed as necessary, the preferred forms were de-concentration and delegation rather than devolution, which largely retained controls to the Central Government. Several executive agencies have been recently established such as Tanzania Rural and Urban

Roads Agency (TARURA), (Rural Water Supply and Sanitation Agency (RUWASA), Tanzania Forest Services Agency (TFS) and several others. While the intention of creating these agencies and centralizing certain functions is to raise efficiency and effectiveness in service delivery, it is important that coordination with LGAs need further clarity calling to re-define its nature in terms beneficial linkages amongst RSs, LGAs and the agencies to avoid compromise with the interests of the general public;

ii) Planning and resource allocation practices have mostly been **de facto** top-down. While there are procedures in place, and often followed to ensure that LGA plans are driven by local needs, national priorities and centrally determined planning and budget priorities do not necessarily mirror locally endorsed plans. This impairs the linkage between LGAs and Central Government planning and budget process often resulting to inadequate consultations, and ultimately affecting service delivery. The tendency is interpreted as over-riding of views, needs and interests of local communities and potentially sheathing popular participation in the development process. The impact is felt vividly in rural areas where district councils do not have adequate own source revenue to sustain service

delivery and reach-out to capital investments in development interventions;

iii) The practice of holding financial resources at the central and sector controls is explicitly observed through frequent re-centralisation in the collection of local revenue which is further narrowing the base of own sources in LGAs. Consequently, they are subjected to inability to finance development initiatives and delivery of basic services, to support and supervise LLGs, and transfer of resources needed by LLGs and as far as service facilities;

iv) There is increasing recognition of the importance of Regional Administration and its roles in LED especially in agriculture, industrialization, investment and trade and, urbanization. Yet, there is still a confusion over its roles and responsibilities, which more often constrains its efficiency and effectiveness. This is compounded by a disparity between the mandate and functions of RS and LGAs and their capacity to deliver. RS and LGA structures remain with some gaps and overlaps compromising their functionality in promoting LED. Imperatively, there is a room to strengthen skills capacity and competence of RSs and LGAs and avail them with adequate financial resources to support LED;

v) Some sector ministries have not fully aligned their functions with LGAs in the context of D by D, and some indicated loss of control over sector's service delivery in LGAs. In some cases, LGAs complain of a multitude of different sector instructions, uncoordinated Monitoring and Evaluation (M&E) organized by different sector agencies and cases of direct involvement in implementation of development and service delivery initiatives. This is a kind of *pseudo*-decentralization by practice;

vi) Institutional capacity in LLGs, that is, in Wards, Villages and **Mitaa** is still insufficient, thus jeopardising their involvement in promoting socio-economic development and service delivery. This situation is lowering effective engagement of communities in managing and safeguarding public assets and resources and thus, deterring effective participatory mechanisms. Ward User Committees in planning and managing of land, school and health, community initiatives and networking, and other undertakings experience unclear linkages and ineffective accountability;

vii) While there was a general improvement in revenue collection during the reform period, the experience shows that many LGAs continue to have

low revenue base below their actual potentials. This has amounted to disparities in revenue collection among LGAs and therefore negatively impacting them in delivering services to targeted communities that lowers their scores in assessment of meeting statutory mandates; and

viii) The roles and responsibilities of institutions at different levels of the government are not clear in some areas and has led to unnecessary conflicts in decision making.

2.1.2 Decentralisation Assessment Report 2018

The **D by D Assessment Report** of 2018² observed that Tanzania could better perform in decentralization if the three forms of decentralization namely **devolution**, **delegation** and **de-concentration** could be strategically applied. The current practice shows that Tanzania has started to apply a **Hybrid** approach to decentralization, which combines the three forms of decentralization. This is an emerging practice that builds consensus, increases efficiency and obligation for bringing in

²Law and Development Partnership, (2017) and Opinion Survey of Afrobarometer

the desired impact. It is expected that, this mixture in decentralization will trigger effective and efficient delivery of public services and interventions for development in the country.

The degree of decentralization is thus changing to reflect the **Hybrid** nature of decentralization leading to the application of de-concentration (**minimal**); delegation (**intermediate**), devolution (**substantial**) and the **Hybrid** of the three forms.

The framework drawn in Table 1 outlines a range of different options and degrees of decentralization practiced in countries around the world with modification to include LED and the Hybrid form of decentralization.

Decentralization in centralized countries is characterized by a de-concentrated administration with representation of the Central Government having strong voting powers in locally elected councils. Countries such as Switzerland, USA and Brazil have adopted devolution in all administrative, fiscal and political spheres hence have a high degree of local government autonomy.

According to analysis in Table 1, the **degree of decentralization** can be measured by the **composition** of government functions which are gradually

devolved or shared between central and local governments following the principles of subsidiarity, that is, allocating decision competencies to the layers of government that most closely represent the beneficiaries of the function in question. In practical examples, some key functions such as national defence, fiscal and monetary policy, taxation, higher education, social insurance, pension, inter - state transport, and telecommunication services remain centralized. Secondary education, specialized hospitals and regional development are typically provided by the intermediate layer of the government. Local utilities, basic health and primary education are typically provided by city, municipal, town or village governments often in collaboration with private service providers.

The Central Government in this case undertakes certain functions based on the economies of scale for the matter of ensuring efficiency and anticipated quality even where LGAs are mandated to undertake them. Thus, the **hybrid** form might bear greater benefits if is effectively implemented, with appropriate balance in the application of the subsidiarity principle on the one hand; and the need to achieve economies of scale in the allocation of functions across the different levels of government

on the other hand with an appropriate distribution of roles between state and non-state institutions.

Table 1: Different options and degrees of decentralization

	Administrative	Fiscal-financial	Political	Local Economic Development
Hybrid (combination of devolution, delegation and de-concentration)	<p>Both central and local authorities influence decision making at local level</p> <p>Employment decisions are largely centralized and payroll controlled by central ministry, senior appointments are centralized</p> <p>Accountability is to both central and citizens</p> <p>Some basic services managed from central ministries e.g in education, health, water, agriculture, infrastructure etc.</p>	<p>Local authority spending decisions (Plans and Budgets) must be reapproved by Central Ministry - Ministry of Finance and Planning</p> <p>Central ministries, influence revenue mobilization</p> <p>Revenue sharing which is largely influenced by central ministries</p>	<p>Local government is led by locally elected politicians expected to be accountable to the local electorate</p> <p>MPs who reside in local authorities are members of the local Councils and can influence local decisions including election of Mayors and Chairperson of councils</p> <p>Party Caucuses influence decisions at this level</p> <p>Central Government officials can influence accountability to citizens</p>	<p>Central Government can influence decisions on economic activities as local authorities have to abide by national policies, long-term plans, party manifesto and directives from high offices.</p> <p>Economic activities are influenced by decisions of the Regional Consultative Committee</p> <p>Some ministries with mandates extending to LGAs e.g. Natural Resources, Lands, Agriculture have powers to influence economic activities in the LGAS</p>

	Administrative	Fiscal-financial	Political	Local Economic Development
Devolution	Local government has full discretion in local decisions, employs local staff, and primarily reports and is accountable to the local citizens (devolved functions: utilities, basic health, primary-secondary Education, certain social benefits)	Local government sets spending priorities; determines how best to fulfil service tasks in view of national standards; regulates and monitors service providers Funding can come from local revenue sources Revenues, shared revenues, and transfers from the central	Local government is led by locally elected politicians expected to be accountable to the local electorate Citizens' participation can be strong, albeit may be subject to capture by elites, social polarization, and clientelism	Local Government has full discretion to engage in economic activities Local Government have full autonomy over natural resources, economic services and mobilization of private capital
Delegation	Local providers act as agents of the central; functions are assigned by and fulfilled on behalf of the central (even in decentralized systems: birth, marriage, death registration, unemployment, housing, land records)	Central sets spending priorities, program norms and standards; Locals have some authority to use resources in view of local circumstances; No independent local revenue source	Local government may be led by locally elected officials, but still accountable fully/partly to the central Citizens' participation is more local and proximate, but decisions can be overruled by the central	Local providers act as agents of the central; functions are assigned by and fulfilled on behalf of the Central Government (e.g. Licencing, revenue collection, land allocation, etc)

	Administrative	Fiscal-financial	Political	Local Economic Development
Decentralization	Units are regional/local representatives of the central Employees belong and accountable to the central (even in decentralized systems, treasury offices and monitoring and supervision of health, education, environment protection)	No local discretion on how the services are provided and how the budget allocation spent Funds come from the centre through central or ministries' budget No independent local revenue Employees often paid by the central government	Local leadership vested in local officials (governor, mayor) who are appointed by and accountable to the centre. Citizens 'participation (voice) remote and weak	Government agencies provide investment guides and business support services in LGAs without being accountable to LGAs

Source: Adapted from the World Bank (2003)³ with modifications

³World Bank. (2003). World Development Report 2004. Making Services Work for Poor People. World, Bank and Oxford University Press, Washington D.C.

RLGSP will build on the successes of LGRP I and II to ensure that the objectives of the government through NDP 2020 are achieved while addressing gaps outlined above. More specifically, the programme will focus on priority interventions of strengthening economic empowerment of local communities through targeted LED interventions.

Likewise, addressing gaps in administrative, human and financial resources; improving participation of communities and downward accountability; addressing remaining challenges in political decentralization and central-local relations, and strengthening coordination across different levels of government and between the government and non-state actors. The programme is also intended to promote **market-based** service delivery mechanisms. That will feature with enhanced partnerships ensuring that the cost of economic and social service provision are minimum enough to afford.

Important services include infrastructure, communication, business, water, sanitation and hygiene, health, education and housing while clearly delineating **rural** and **urban** development initiatives with a shared responsibility of a range of public and private stakeholders.

2.2. Socio-Economic Status

The 2017/18 Household Budget Survey (HBS) showed that the proportion of Tanzanians living below the national basic needs poverty line, set at TZS 49,320 per adult per month declined from 33.6 per cent in 2007 to 26.4 per cent in 2018, a drop of 7.2 percentage during that period.

Nonetheless, poverty still persists in rural areas at **31.3** per cent compared to urban poverty at **15.8** per cent. Although poverty rates have been declining, the number of the poor in absolute terms has proportionately increased due to increase in population. To improve social service delivery, additional investment is needed. As observed in the FYDP II, LGAs pace below 10 percent in mobilisation of own revenue and, and allocation and fiscal transfers by Central Government needs improvement to better sustain local service delivery.

Human capital development determines the outcomes of service delivery in LGAs. This has well transformed education, health, water and nutrition over the last decade, although overall levels of access and performance have consecutively kept low on average particularly in

rural areas. According to the D by D Assessment Report, Community satisfaction with service delivery in LGAs improved during years of LGRP I and II with renewed efforts to improve and strengthen the capacity of LGAs in service delivery. More thrust is still needed in hastening the quality of the services in education, health, agriculture, infrastructure, rural - urban linkage and promoting of local economic development.

2.2.1 Social Services

Local Governments Authorities are closer to the people than Central Government entities and hence better positioned to comprehend and respond to the needs, aspirations, desires and conditions of local areas and the people within them. Their interface is also close, enabling **meaningful dialogue** with communities and their appropriate inclusion in the decision-making process at their level. Considerably, there are advantages for LGAs to provide more relevant and effective services to the people. Sector Ministries and agencies can better offer technical support and evaluate the desired quality of services. The Centre also has to secure adequate financial and human capital resources for LGAs to perform their duties.

The D by D Assessment Report asserts that the government has made a significant progress in improving social service delivery alongside transferring *powers* to LGAs, amending laws, offering **tuition - free** primary and secondary education and, exempting the elders, expectant mothers and children from **health cost-sharing**. In that accord, enough experience and capacity has been gained by LGAs in offering such services while implementing LGRP I and II. That has built a foundational capacity to LGAs to the level that they could sufficiently deliver services to the people. The government has put much efforts in serving the majority rural population aimed at narrowing the gap with urban areas.



A Political Will on Service Delivery (Source: PO - RALG Archive, 2021)

Despite achievement realized under LGRP I and LGRP II, there are still issues to accomplish, including low mobilisation of own revenue in LGAs, and timeliness and adequacy of fund allocations and transfers by the Centre to LGAs. While *Afrobarometer* indicates increasing community satisfaction with

LGA service delivery under LGRP I - II, increase in service demand has proportionately increased with population densification and spluttering in the core urban and periphery areas. That phenomenon manifests in the local economic order with associated financial streams and human resource as a determinant factor in the delivery process⁴.

i). Education

Education and training is one of important drivers for human capital development. It builds human capability with skills, know-how and technological development of a workforce in bringing in economic transformation.

Tremendous expansion of public primary and secondary schools in 2010s has offered substantial access to education services based on assessed needs both in rural and urban communities.

⁴FYDP II, page 13



Massive education facility expansion (PO - RALG Archive 2018)

Pupil-teacher ratio, pupil-textbook ratio, gender parity and enrolment in primary and secondary schools are segments well improved while needing to redress noted rates of dropout and failure in primary school leavers' examinations (PSLE). Indicators further show that children are entering

schools at an earlier age. However, GER and NER went up from 78 and 59 in 2000 to 106 and 94 in 2011 respectively. There was a decline of NER to 85.8 percent in 2016 meaning that 14.2 percent of children aged 7 to 13 years, around 1.313 million children were not enrolled in schools in 2016.⁵ Overall, the total number of children enrolled in primary schools in Tanzania increased to 8.64 million, up by 4 percent as it was in 2015. Societal observation reveals that there has been a **re-kindle of adult education** service influenced by exposure to modernity in daily life and networking which has triggered improvement in literacy levels amongst the people. People have become more knowledgeable on matters around them over and above the figures of 73 percent women and 83 percent men found literate in 2012.⁶

However, the transition rate from primary to secondary school showed a positive trend between 2013 and 2015 with a near gender balance at entry with a total enrolment of 1.676 million students in ordinary level secondary schools (Forms 1-IV) in 2016.

⁵URT 2016c

⁶Population and Housing Census of 2012

Despite achievement made in this sector, there are still challenges of poor infrastructural facilities; overcrowding in classrooms; and inadequacy of academic materials; laboratories and other facilities. As such, need is there to strengthen teaching and learning platforms in order to improve numeracy level and other learning outcomes.

ii). Health

Over two-thirds of Tanzanians live in rural areas and rely on both public and private health facilities, that is, dispensaries and health centres providing basic health services. The child and maternal mortality rates are a fundamental indicator of socio-economic situation of the country. The general trend is that there is a substantial reduction in infant mortality (IMR). For instance, under-5 mortality rate (U5MR) and maternal mortality rate (MMR) have declined in the last 25 years. By and large, it is only U5MR target that was achieved during implementation of MKUKUTA II⁷, where it declined from 141 to 67 deaths per 1,000 live births and the IMR from 92 to 43 deaths per 1,000 live births⁸. Maternal mortality

rate declined from 578 deaths per 100,000 live births (2004) to 454 deaths per 100,000 live births in 2013.

Immunisation rates have also been sustained at a high level, compared to “MKUKUTA” II target of 265 deaths per 100,000 live births. More effective prevention and treatment of malaria, increased vitamin A supplementation, and reductions in malnutrition were the contributors to the improved health outcomes and, there is a general satisfaction from the people on the efforts of the government in providing health services. Observably, essential medicines, medical supplies and equipment are becoming more available to rural public health facilities. This is triggered by recent undertaking of the government between 2017 and August 2020, a total of 419 (8.3%) health facilities (consisting of 350 health centres and 69 District Council Hospitals) were either renovated or constructed and equipped to offer safe surgery services mostly in rural areas across the country.

⁷FYDP II, page 13

⁸MoHCDGEC et al. 2016



A health facility (PO - RALG Archive, 2019)

The SDGs implementation report⁹ latest data indicates a **declining** trend in **poverty** incidence. In Mainland Tanzania, the proportion of the population

⁹ Progress Report of the Sustainable Development Goals (SDGs) Implementation in the United Republic of Tanzania; submitted to the High-Level Political Forum (HLPF), United Nations pg.38

below the basic needs' poverty line (national average) was at 26.4 percent in 2017. A notable intervention to reduce poverty has been an increase in the proportion of the government budget allocated to pro-poor sectors, albeit marginal. This has been done mainly through LGAs and national social safety net programmes such as TASAF.

Mortality rates have been reduced significantly in the country mainly due to the expansion of health facilities at village levels. Data for tracking mortality is available. (Tanzania Demographic and Health Survey 2015 - 16 and Malaria Indicator Survey (TDHSMIS)). SDGs data from social sectors shows that Tanzania's infant mortality rates for the five-year period survey are 43 deaths per 1000 live births. The under-5 mortality rate is 67 deaths per 1,000 live births, the childhood mortality rate has greatly diminished over the last 25 years. Infant mortality has decreased from 92 deaths per 1,000 in live birth in 1991-1992 to 43 deaths per 1,000 live births in 2015 - 2016. During the same period the under-five mortality rate has declined from 141 to 67 deaths per 1,000 live births.

The maternal mortality ratio (MMR) for Tanzania is 556 deaths per 100,000 live births. The confidence interval for 2015 - 2016 TDHS ranged from 446 to

666 deaths per 100,000 live births. Currently women in Tanzania have an average of 5.2 children. Since the first TDHS survey in 1991 - 1992 fertility has decreased from 6.2 children per women to 5.2 in 2015-2016. The use of modern family planning methods has more than quadrupled since the first TDHS survey from 7 percent in 1991 - 1992 to 32 percent in 2015 - 2016.

However, challenges of long distances to health facilities, poor quality of care especially in rural areas and, snags in management and accountability at facility level still show - up. In some places there are inadequate and/or deteriorated infrastructure, low financial and staff capacity, slow functioning of a referral system though some interventions are in place to address it. Practically, inefficient central - local harmonization and *operationability*, malnutrition, and inadequacy in preparedness and response for eruption of epidemics exists despite much advocacy on increase of individual and community participation in health services. However, unprecedented emergence of **Covid - 19** in March 2020 in the country has brought a drag in the health sector services but local interventions have played a great role in reducing its severity and built confidence in communities while exercising necessary precautions as directed by health authorities.

iii). Water Supply and Sanitation

A pre-requisite for improved health outcomes is the public's access to clean and safe domestic water supply. A close link exists between water supply, sanitation, hygiene practices, and occurrence of water - borne diseases such as cholera and diarrhoea for instance, and these unhealth outcomes affect labour productivity.

Disparities exist between urban and rural areas with regard to access and quality of water and sanitation services. In 2018/19, data on sanitation level was **76** percent for **rural** areas in contrast to district headquarters and towns where the level was **67** percent. Water supply in **urban** areas was **84** percent compared to **52.7** per cent in **rural** areas relative to respective targets of 77 per cent and 75 per cent, respectively. The overall target was to serve both rural and urban populations at 85 per cent by 2020.

As at early 2020, the government had substantially invested in water supply programmes and projects to the level that 72 per cent of rural population is served with safe water supply and correspondingly 93 per cent for urban population. Water points are increasingly at shorter distances than 400 metres

compared to year 2000 before permeation of LGRP I and II. The intention of the government is to substantially invest in water supply services for reliable and high-quality standards.

Nonetheless, challenges of deteriorated and inadequate water supply infrastructure, longer times to water sources, limited funds, inadequate skilled staff, effects of climate change, rapid population growth and urbanization impair the achievement of universal access and quality of water service provided. The government has set a strategic roadmap to address those short-falls.



Water supply facility (PO - RALG Archive, 2018)

Household sanitation facilities based on data from the 2015 - 2016 TDHS - MIS shows that, only one in five (19 percent) households in Tanzania use improved, non-shared toilet facilities, up from 13 percent in 2010¹⁰. Along with hand washing, the use of improved non-shared facilities helps prevent contact with human waste which reduces the transmission of diseases.

¹⁰MoHCDGEC et al. 2016, NBS and ICF Macro 2011

Shared toilet facilities of acceptable type were used by 16 percent of households. Overall, 55 percent of households use unimproved facilities and 10 percent of households have no toilets. Accordingly, the urban-rural divide in access to household sanitation is huge, 86 percent of rural households using unimproved facility compared to 23 percent of urban households.

The 2019 study under the second phase of the National Sanitation Campaign launched in 2016 show an improving as mapped up in the figure below. However, **Kilimanjaro, Dar es Salaam, Njombe, Iringa, and Mbeya regions** have the highest proportion of household with access to improved toilets, with around two thirds of the population having access to improved toilets. **Mara, Simiyu, Kigoma** and **Lindi** regions have improved toilets of below 50 per cent.

2.2.2 Economic Sector

i). Agricultural Sector

Agriculture contributes significantly to the socio-economic growth of Tanzania. Small-hold farmers including those indulged in animal rearing and fishery dominate in production on more than 90 per cent of the cultivated land. The sector sustains livelihoods to

more than 70 per cent of the population, contributes 30 per cent of exports, and 65 per cent of inputs to the industrial sector.¹¹ In 2016/17 the sector contributed 29.1 per cent of the country's GDP, ¹², 65.5 per cent of employment¹³, and provided food self-sufficiency level of 123 per cent.

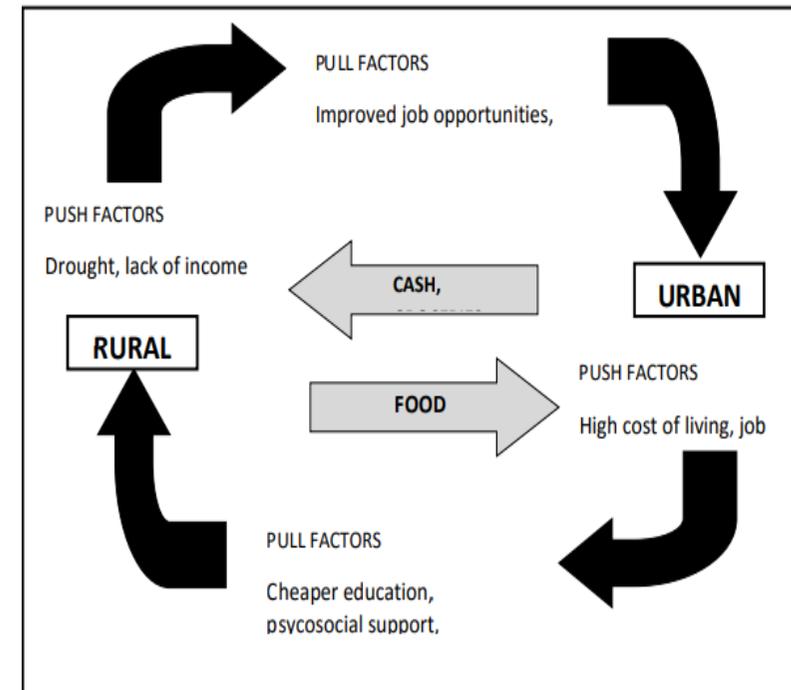
¹¹URT 2014

¹² FYDP 2015/16

¹³NBS 2017



For the farmers to benefit from agriculture, value addition to agricultural produce from farm gate to the consumer household through processing, storage and trading is necessary. This is expected to increase several-folds from 2021/22.



Potential contributions that small-scale processing enterprises make to local and national economy

linked to **Rural - Urban dynamism** are considerable as they add value to the products. It needs unlocking constraints therein. Such impediments include lack of working premises since most of the micro, small and medium - processing is done at the backyard and fails to meet national and global safety standards. Improvement is desired in primary processing and packaging of products.

ii). **Industry and Trade Development**

Tanzania's economic take-off, more than ever before, depends on how the country makes use of opportunities drawn by trade liberalization and globalization. Trade liberalization has meant gradual lifting of restrictions on trade through removal of Non-Tariff Barriers (NTBs) and the reduction of tariffs. Trade liberalization has also led to fierce competition within and outside the economy.

Opportunities accrued out of trade liberalization include enhanced domestic productivity, efficiency, improved quality and low prices which ultimately lead to improved consumer welfare. The main challenge facing the country is how to enhance the competitiveness of domestic firms and entrepreneurs. Also, global economic slowdowns and financial crisis, hostility in trade regimes among

big nations, Covid - 19 pandemic and other emerging diseases are greatly changing industry and trade behaviours. These are leading nations to adopt isolation, self- reliance and dreadful inward - looking policies contrary to the well-established international connectedness and openness in their planning and development.

Trade and industrialization are basically two sides of the same coin, facilitating each other. Industrializing through trade emphasizes on the role and place of trade in fostering industrial development and upgrading along all types of value chains.

Micro, Small and Medium Enterprises (MSMEs) remain the major source of employment and earnings for the Tanzania workforce. The sector is estimated to generate about one third of GDP and it is the second largest employer after agriculture and hence has a significant potential for employment generation.

However, MSMEs face various challenges to the range of uncoordinated institutional and SME support programmes, lack of business sites and premises, high cost of compliance to regulations and standards, limited access to finance and non-financial business development services such as

comprehensive trade information and high taxes and multiplicity of taxes. Furthermore, most of MSMEs operate informally, inhibiting them from utilization of available business opportunities and growth.

Special value chains need to be implemented for specific products to address constraints of competitiveness for priority products at different stages of the value chain. That is intended to upgrade product quality and quantity, ensure adequate certification, proper organization of logistics and stimulate industrial growth.

MSMEs support will be provided to individuals, companies, associations and groups in the form of training, advisory and access to information, technology, finance, market and business linkages. These efforts are aimed at ensuring that small-hold farmers, micro - and small businesses and companies are part of the growth process, therefore achieving **inclusive growth**.

On one hand, there is need to also ensure sustainable markets by promoting MSMEs to participate into trade missions and business match - making and providing market linkage between producers and potential buyers such as corporate companies, supermarkets, agro - processors, malls

and hotels and exporters to enhance competitiveness which will streamline formalization of businesses, graduation of SMEs, increase in employment and employability, broadened tax base, increased individual, household and national income, and stimulation of **industrial development**. That will be realised by strengthening institutional capacity to support growth of MSMEs, facilitating formalization of informal trade for SMEs development and enhancing MSMEs access to science and technology, finance and markets.

On the other hand, the premise is to tap raw material supplies found within the local authorities close to where enterprises operate and are closer to the markets. For most processing enterprises, linkage to agriculture is strong and is a driver to their performance. Many small-scale processors buy raw materials from traders from nearest public markets. Though the practice is simple and straight forward, it has a number of problems as a processor has little control over the price charged by the trader and seasonal price fluctuations make control over cash flow and pricing more difficult.

It is imperatively economical to subject a processor to a direct relationship with producers of raw materials. Contract Agreements will make that link

thrive profiting both the producer and the processor. A processor gets greater access and control over the amount, quality and the price of available raw materials.

iii). Marketing

Markets for the finished products are abundant at the local level, being it basic commodities brought to the market or industrial goods. The pre-requisite for quick access to markets is the level of market skills and knowledge, and understanding of commercial attitudes of decisionmakers.

There are different types of distribution systems for processed products, depending largely on the scale of operation of the enterprises. Small - and micro-scale urban producers may sell directly from their production unit to consumers, market sellers or kiosk vendors. They can arrange periodic deliveries to relatively small groups of retailers both in **rural** and **urban** areas with whom they have established **marketing linkages**. Production activities in this category are adjusted to the size of a particular local market and, most producers are unwilling to sell to wholesalers, as this would reduce their profits.



... Small towns act as
market nodes linking food
producers to urban
consumers

Attractive packaging materials, labelling and branding are key qualitative requisites for market success of local enterprises. Good packaging is required to assure a certain shelf-life for the product, and for making products attractive and appealing to customers. Basic materials such as grass and wooden wraps, glass and extruded polyethylene are available in the country. The government has been advocating and intends to support enterprises to improve in this area in order to add value to local products while protecting the environment.

iii). Infrastructure

More and better infrastructure and human capital investment in Tanzania are key to unlocking its economic potential, creating of more productive and *Just - Jobs*, accelerating economic growth and reducing poverty.

Infrastructure is estimated to be 30% to 50% under-funded. If public investments in infrastructure is

increased by approximately 1.2% of gross domestic product (GDP) in one year, it could result in an increase of 1.7% in GDP in the following year. Nevertheless, the current framework for local revenue and inter - governmental transfers cannot accommodate the significant financing needs of urban and rural infrastructure. LGAs do not have sufficient revenue to invest significantly in new infrastructure, in addition to maintaining the existing assets.

Raising the required finance for infrastructure development has proven difficult due to missing fiscal capacity, low levels of revenue collection and structural barriers to finance created by the inability of mainstreaming financial institutions to gauge associated risks and opportunities, irrespective of having over 30 kinds of sources of own source revenue. To sustain infrastructure servicing and development, the following actions will be required: -

- (i) Encouraging economic development activities that increase revenues;
- (ii) Widening the tax base;
- (iii) Enacting By-laws that enforce revenue collection and spending; and

(iv) Leveraging synergy between the public and private sectors to mobilize additional sources of finance to fund the development of vitally needed infrastructure

Rural and Urban roads for instance, having a length of **144,429 kilometres** are managed by TARURA, which receives TZS 280 billion annually in the proportion of **30%** fund allocation from the Road Fund. This is relatively meagre, needing further consideration to uplift the share as compared to **70%** allocation to TANROADS serving **12,207.6 kilometres** of trunk and regional roads.



(Source: PO - RALG Archive, 2019)

Further, Development Partners, namely the European Union through European Development Fund (EDF) financed 10.27 billion road projects in 16 LGAs, DfID funded a 90.4 project for Improving Rural Access in Tanzania (IRAT), USAID supported Partnership for Growth (PFG) - Feed the Future project and the World Bank funded urban roads under the Tanzania Strategic Cities Project (TSCP) USD 355.5 million, Urban Local Government Strengthening Program (ULGSP) USD 194.297 million (TZS 334,41 billion) and the Dar es Salaam

Metropolitan Development Project (DMDP) TZS 660 billion.

All those funds were for regional headquarters across the country. The improvement of the roads has increased productivity and stimulated economic investment and raised household incomes. The government is undertaking and operating a phased I to VI, 141.1 kilometres **Bus Rapid Transit** project in the commercial City of Dar es Salaam to ease transportation limitations.

As a new approach to boost local economic development, since 2018/19 the government started selecting LGAs based on meeting set criteria to receive stimulus fund to the tune of TZS 50 billion released so far for carrying out strategic economic infrastructure projects to promoting own source revenue.

With rapid urbanization, there is increasing demand for infrastructure. Same is in rural areas that are rapidly expanding in areas with potential of economic and industrial investments.

iv). **Business and Entrepreneurship**

Business development is a new area of government functioning in the context of Tanzania which has

roots of *Ujamaa* ideology. Processors of various products need to be advanced in business skills and knowledge for them to prosper in entrepreneurship. Areas of focus are on how to realise costs of their production, conduct rapid market appraisals and analyse consumer needs or market segmentation, set realistic prices for their products and, plan financing for businesses. Enterprises need to access these kinds of services but they find it too costly to afford. Transformation of the economy to capture diverse productive streams within and beyond agriculture is rapidly growing, and applying new technologies with **ICT** in business transactions. The wider manufacturing base involving agro-processing is now given political impetus by the government.

Thus, LGAs can attract significant investments into light manufacturing if supply chains, markets and right conditions are put in place. This is the most promising area of expanding job creation and employability for large numbers of young people entering the labour market.

Entrepreneurial functioning stands potent to move local economy further ahead if well planned and implemented, providing solutions to the following questions.:

<p>1. Who can provide assistance to carry out a market study and identify suitable products and processing technologies? Such services are currently not easily available</p>	<p>2. Who can assist in choosing and procuring an appropriate technology that will allow a profitable operation? In most cases, equipment is imported and for some which are available locally does not meet required standards</p>
<p>3. What kind of packaging materials can be used? Can locally available basic packaging materials suffice the growing needs, and at required standards?</p>	<p>4. Who can design an attractive label? Some artists have of recently developed this expertise, but not known to local producers</p>
<p>5. Where does one get capital for investment and for business operation? Most banks refuse to lend such operations, particularly start-ups and MSMEs</p>	<p>6. How can sufficient raw materials be procured and stored to ensure manufacturers and processors operate for as long as possible during the year? This is often a challenge, particularly for weather-dependent raw materials</p>
<p>7. How best can a product be marketed? At the present time there is no-one competent to provide the necessary advice or help</p>	

iv). Technology

Most enterprises produce traditional and well-known products using locally available technologies. Flour and oil mills and bakeries, for instance, are well established within the agro- chain. Only a few enterprises have ventured beyond the processing of traditional products. Drying of fruits and extraction of juice is a venture that local investors can venture on more aggressively given the availability of a variety of fruits. Even though, securing and maintaining suitable processing technologies has become challenging. Lack of capital partly has accounted for dropping - out as many processors fail to invest in machinery, equipment and automated plants, and instead, they opt to rely on manual processing methods.

v). This area needs support of exposure of processors to opportunities for importation of modern, small-scale equipment. SMEs find it difficult to establish contacts and correspondences with suppliers. Suppliers in some countries find administrative costs excessive for handling small quantities. Also, there is little information available to local entrepreneurs that will allow them to judge whether a foreign-manufactured piece of equipment will suit their needs. As a result they often end up

buying inappropriate equipment at high costs. **Land Sector**

Land is a vital asset for majority of rural and urban population in the country. The nature of property rights and their degree of security vary depending on competition for land, and the degree of market penetration. It is the basis of all human activities and a source of livelihoods. From the land most Tanzanians earn their living, be it from agriculture, livestock, wildlife, forestry, mining, tourism and many others.

Land ownership in Tanzania by the Constitution is vested in the hands of the President. In spite of that fact, insecurity of land holding exists. The Land Policy of 1995 is under revision to capture contemporary situations but, it currently provides guidance on land tenure, land management and access to land.

One important area that it premises is on development of land tenure system whereby it enables land laws to have a substantive impetus for thriving of socio - economic development across individuals, LGAs and the country in general.

Land legislation in Tanzania has divided public land into three categories namely General Land, Reserved

land and Village land. The third category occupies 70% of the total public land and is used and managed by communities themselves through respective village general assemblies. **Villages** have the mandate to **allocate** village land between individuals and communal categories as well as set aside land bank for future use including local range land users.

Generally, no land tenure system is secure unless it is enforced and that, the level of security that people perceive is not only determined by tenure types but also by other factors including knowledge and documentation of boundaries and the existence of an appropriate governance system. Moreover, there has to be a transparent, accountable and strong leadership and management with clear roles, responsibilities and distribution of benefits. The more direct that these benefits can be realized from land, the greater the investment in that land is likely to be.



(Source: PO - RALG Archive, 2019))

Low awareness is experienced among villagers and practitioners on the contents of land and land related legislations. That has prompted insecurity of tenure of communal grazing pasture lands, prevalence of land use conflicts resulting to conversion of land use in both rural and urban areas in many facets.

In the last five years the government has embarked on a major endeavour to correct mal - practices that prevailed in the land sector by bringing in revitalization of human resources, procuring of land survey equipment, streamlining of procedures into ICT processes, revisiting Master Plans, land

revenue enhancement, valuation of properties, resolving of land conflicts, mortgage financing, centralizing management of land and several others.

With time, significant pressure on land is increasing, impacted by continuing population growth, urbanization, globalization of markets and activities, international investment flows, trade and waste regimes and, climate change. As land resource becomes scarcer and more valuable, those with weak rights to this resource will tend to lose out. In the case of land, particular groups tend to be more vulnerable to such dispossession, including the poor, those in peri-urban areas, indigenous people, women, those relying on common property resources, and those in areas of conflict.

Addressing the land access and tenure security needs of these groups is crucial for social justice, political stability and peaceful co-existence. Attention to securing land rights is also important for promoting rural development, as it helps create conditions that encourage local and foreign investment. Policy dialogue at all levels should recognize the importance of securing land rights for sustained development, growth and peace. There is a need to identify ways to mainstream more systematically land access in agricultural and

economic policy at national level, and in the Sustainable Development Goals at global level to provide concrete strategies for socially inclusive economic development.

vi). Minerals

Tanzania is endowed with a variety of industrial minerals and precious metals as well as gemstones. These include iron ore, soda ash, coal, clay soil, uranium, gold, diamond and tanzanite, a rare gemstone so far found only in Manyara region in Tanzania. Mining has placed Tanzania in the higher ranks of African economies in terms of attracting FDIs. The progressive liberalisation of the economy that began in mid-1980s helped to leverage the role of the private sector, enabling it to play a more active role in several sectors and to become a dominant player in some, including mining and tourism. However, most of these resources are being exported in their raw form without being processed; thus, denying the country the jobs that would have been created had some of the beneficiation and value addition activities been undertaken in the country; in addition to lower earnings.

The Government, seeks to promote **resource-based industrialization** in order to add value to these resources that Tanzania is well endowed with, continue to attract private investments in exploration and mining; emphasize integration of the mineral sector with the rest of the economy; establish a fiscal regime which balances benefits with investment competitiveness; support mineral beneficiation and marketing; underpin development of small scale miners; promote public participation in mining activities; and guide investors towards sustainable exploitation of mineral resources of Tanzania in a win - win manner.

vii). Energy

The National Energy Policy 2003 sets national energy objectives to ensure availability of reliable and affordable energy supplies, and to promote efficient energy use in order to support national development goals. The policy recognizes that, the main thrust has to be based on private initiatives and investments for exploitation of local energy sources. The policy sets an entirely new approach to modern energy in rural areas of Tanzania and the government has committed itself to develop and implement the new strategy to address modern

energy needs of over **85%** of Tanzanians living in rural areas.

The majority of rural Tanzanians have no access to modern energy services. The government maintains that rural Tanzania cannot be transformed into a modern economy, and that rural Tanzanians' livelihoods cannot be improved significantly without a dramatic improvement in their access to modern energy services.

The Government is working to promote, stimulate, facilitate and improve modern energy access for productive uses in rural areas in order to stimulate rural economic and social development. An improved energy supply in the rural areas through public and private sector participation, will contribute significantly in the improvement of livelihoods of the rural population and in realising sustainable economic growth.

viii). Natural Resources (Forestry and beekeeping, Wildlife)

Forestry

Forests ownership and management in Tanzania is guided by the National Forest Policy of 1998, The Forest Act No. 14 of 2002 and the Local Government

Act Cap 287 (District Authorities) and Cap 288 (Urban Authorities). According to these legislations Local Governments Authorities which includes Village Governments are mandated to own, manage and utilize forest resources within their area of jurisdiction.

According to the National Forest Monitoring and Assessment (NAFORMA) report of 2015, Tanzania mainland has 48.1 million hectares of forests which are about, 55% of total land area. Management of these forests is vested in; - the Central government, which owns 16,610,000 hectares (34.5%), Local Government Authorities 3,107,000 hectares (6.5%) Village Governments 21,975,100 hectares (45.7%), Private sector 3,515,900 hectares (7.3%) and the remaining 2,881,700 hectares are without any formal ownership.

The Tanzania forests ecosystem comprises of 1,898 known species of amphibians, birds, mammals and reptiles according to figures from the World Conservation Monitoring Centre. Of these, 9% are endemic, meaning they exist in no other country, and 6.1% are threatened. Tanzania is home to at least 10,008 species of vascular plants, of which 11.2% are endemic. 14.6% of Tanzania is protected under IUCN categories I-V.

The forestry sector has a very important role to play in Tanzania's economy. Although in absolute terms, its contribution to total gross domestic product (GDP) is low, it has increased considerably during the past 10 years by about 35 per cent, from 2.6 to 3.4% of GDP.

The **forests** provide over **92%** of the **energy** resources, support the development of other sectors such as agriculture and tourism through provision of water resources and catchments; maintain hydrological balance and soil protection; recycle atmospheric gases; provide construction materials; employment which is provided through forest industries, forest plantations, government forest administration and self-employment in forest-related activities and others. Trade in forest products has recently increased, and the sector's contribution to total trade has more than doubled

Tanzania's forestry sub-sector faces numerous challenges and these are becoming ever more critical. Private forestry is unable to keep pace with demand for timber and fuel-wood, leading to a supply deficit of 22 million cubic metres and the mining of natural forests. Deforestation is running at 400,000 hectares per year. Weak regulation heightens the problem, with unfair competition from the unsustainable exploitation of natural forests constraining the development of commercial forestry opportunities and a sustainable

charcoal sub-sector. A rising population, economic growth, industrialization and increased agricultural expansion into forested areas are contributing to make these issues worse.

Other challenges in the management of forestry sub-sector includes inadequate finance for forest management especially in Local Government Authorities. Even when some significant own source revenue is generated from forest products there is inadequate personnel in the sector especially at the local level. Also, are unbalanced central-local resource allocation where most of the resources are centralised while forest management activities are done at local level involving communities. That slows down the morale of communities to well participate in the management of forests. low genetic diversity; poor quality planting material; poor woodlot management practices; lack of silvicultural knowledge; under-resourced public institutions (MNRT and TFS); lack of recognition of the role of small growers in the forestry policy, and dysfunctional markets for value addition.

Beekeeping

Beekeeping in Tanzania plays a major role in socio-economic development and environmental conservation. It is a source of food (*honey, pollen and*

brood), medicinal values (*honey, propolis, beeswax, bee venom*); and raw materials (*beeswax candles*). Beekeeping is an important activity with high potential for improving incomes for beekeepers, and on the other hand it has a significant contribution in biodiversity and promotes agricultural production through pollination¹⁴.

Beekeeping is still a nascent industry for rewarding investment, it has the potential of providing exports of more than 5,000 tonnes of honey and all of its beeswax produced. However, it is currently being handled by individual beekeepers that lack both adequate finance and appropriate beekeeping skills. There is no organized marketing system (both local and foreign) to encourage expansion of the industry, since more than 90 per cent of honey produced is consumed locally, mainly for making local brew and medicine with only 5 per cent being exported.

Wildlife

Tanzania is endowed with rich and diverse natural resources from whence it derives its economic and social livelihood. Tanzania rangelands are a

¹⁴A reports by Ms Nicholaus Tutuba from School of Business of Mzumbe University in Morogoro

stronghold for biodiversity harbouring a variety of animal and plant species of economic, ecological and socio-cultural importance. Managing such resources sustainably is therefore an imperative. Efforts to protect these resources against destruction and loss have involved, among other things, setting aside some tracks of land as protected areas in the form of national parks, nature reserves, game reserves, game controlled and wildlife management areas. However, these areas and adjacent lands which lay within community and Local Government Authorities, have long been subjected to a number of emerging issues and challenges, which complicate their management, thus putting the resources at risk of over exploitation and extinction.

These issues and challenges include, among other things, government policies, failure of conservation (as a form of land use) to compete effectively with alternative land uses, habitat degradation and blockage of wildlife corridors, overexploitation and illegal resource extraction, wildfires, human population growth, poverty, HIV/AIDS pandemic and other social illnesses, and human-wildlife conflicts. Wildlife for instance, is the cradle of Tanzania's burgeoning tourism sector. As such, protecting wildlife will be one of the areas that the RLGSP will focus on to ensure community and LGAs involvement in collaboration

with TAWA and TANAPA, NACA etc. in order to arrest increasing invasion and encroachment of wildlife habitats.

2.3. Rural and Urban Divide

The government envisions to ensure properly managed rural and urban areas with sustainably developed social, economic, environmental and political well-being. The national development **Blue Print** recognizes the contribution of the local government system to development and potentials of resources available in local authorities.

The implementation of this Blue Print and the forthcoming Tanzania Development Vision 2050 will continue to align with the Regional and Global Agreements, including the Sustainable Development Goals, Paris Agreement, New **Urban Agenda**, Africa's Development Agenda 2063, the East African Community's (EAC) Vision 2050, Southern Africa Development Community (SADC) Vision 2050 and the NEPAD framework in the efforts to drive the country to a higher middle - income economy while embracing decentralization. The government is committed to people-centred development and thus, it embolds to pragmatically transform, among other things human well-being

with a synergy of 'undivided' rural and urban geographies.¹⁵



(Source: PO - RALG Archive, 2019)

Being predominantly rural by around 70% (Census 2012), Tanzania had not in past invested heavily in the governance architecture necessary for supporting the urban sector. The high rate of urban expansion

¹⁵ URT 2013.

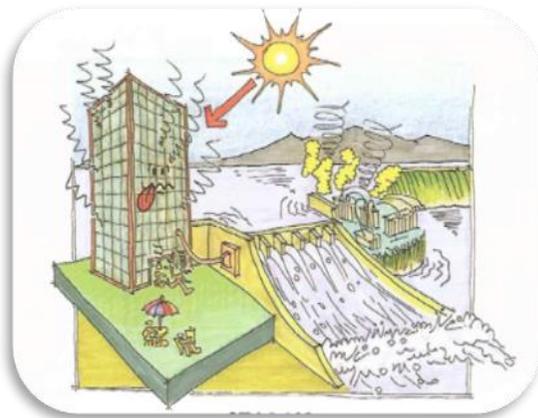
since 1980s has posed limitations to sustainable urban development in mis-match with rural development attributing to indulging in huge investments amounting to doing corrective development costing of up to 50 - 70% of capital investment. In developed unplanned urban areas, it costs up to five times capital investment to improve infrastructure facilities in the country. As such, urban development is expected to receive higher allocation.

A survey conducted in 2015 revealed that 61.4% of the urban dwellers migrated from rural areas while 38.6% were born in urban areas. Statistics reveal that urban population grew almost 17 times from 788,062 in 1967 to 13,298,962 in 2012, the rural population increased by about 3 times from 11,525,407 in 1967 to 31,629,961 in 2012. Trajectory figures for future years are unprecedentedly bigger and challenging in drawing realistic decentralized development plans to meet local service demands.

Local Government Acts, Cap 287 (District Authorities) and Cap 288 (Urban Authorities) both revised in 2002 assign responsibilities to LGAs to provide basic public services, maintaining peace, and order, managing and regulating land development. Urban Authorities, in this case, have

legal powers to prepare general and detailed **urban plans**, allocate building land and enforce **development control** measures.

Unprecedentedly, rapid urban population growth is stretching beyond the ability of Urban Authorities that are poorly funded to meet the ever-growing needs for planned and serviced land. The result is evident in the chaotic, sprawling and energy inefficient urban growth patterns as currently seen making it costly to build and maintain infrastructure, raised travel costs and other negative ramifications unfriendly to urban life.



(UN - Habitat, 2017)

However, there exists straddling of the rural - urban divide which is not deeply looked at, and so rigid a division as it is between “rural” and “urban” on the part of sectoral strategies, it has created disparity amongst social groups. This has weakened structural, social and economic, technological and environmental, cultural and political relationships leading to the divide. Often the linkage has articulated in the nature and forms of labour migration, production, consumption, financial and investment that occur within the rural - urban symbiosis in development.

At the local level, the nature and scope of rural - urban interactions mainly appear at a hybrid interface of over **4,310** unregulated emerging small towns accounting for **97%** of urban areas in the country. The interface has and is influencing the divide in a range of scenarios from geographical and demographic characteristics based on the nature of land, population density and distribution patterns to rural - urban systems.

There is a different understanding from different actors in the preference to centralization and prioritizing more on **urban** than **rural** in appropriation of resources in finance, human capital, materials and

even in investment choices. That contradicts to the notion of decentralization.

These feature in form of care to the environment, land tenure and access to natural resources in rural areas attached to the availability of roads and transport networks linking **rural settlements** to a number of **urban centres** where markets and services are located and vice versa. Thus, in addressing the divide, local governments that are effectively decentralized will play an important role in supporting positive rural - urban linkages in both spatial and non-spatial development.

Local governments and other local actors are best placed to identify local needs and priorities and provide adequate response to them. Local decision-making can help avoid the neglect of forward and backward linkages between production and services. That provides for negotiation and regulation in the use of available resources by both rural and urban beneficiaries ultimately avoiding or amicably resolving potential conflicts.

In harnessing urban development for instance, many stakeholders need to put their efforts and it entails leadership, fiscal and monetary strategy and regulatory hinges that would make urban areas in the

country safer, inclusive, productive, environmentally and financially viable. Attention will be on the division of responsibilities and allocation of resources in the multi-actor process of establishing synergies between energy efficient urban areas, safe mobility, urban - focused industrialization, new urban identities and well-being of citizens. Based on the estimates produced by a macro-economic model, the trajectory of urbanization in Tanzania standing at **30%**, expected to reach 40% by 2030. That is anticipated to boost GDP, create substantial new jobs, and result in fewer fatalities per annum and, a three - fold increase in GDP per ton of Carbon dioxide emitted. Further, it would make Tanzanian urban areas better places to reside and engage in productive economic activities.

Decentralization in this case has a great potential in regard of service delivery efficiency and democratic accountability, though often encounters some constraints. Local governments may be unable to provide needed services, either because of the reduction in central government public investment or because they fail to generate sufficient revenue.

Local decision-making, supported by adequate resources, can yield positive rural - urban interface that ensures that wider issues such as land

management, administrative or jurisdictional delineation, institutional structures of local economy and national development strategies are aligned to respond to local initiatives.

2.4. Environment and Climate Change

The government has ratified the international protocols on Environment and Sustainable Development, which includes the Rio Declaration of 1992, and the Africa Agenda 2063, among others. Mirrored in the National Environmental Policy of 1997 and the Environmental Management Act No. 20 of 2004 and its Regulations, the protocols are mainstreamed into the decentralization process in RSs and LGAs. It reiterates on integrating environmental and social safeguard attributes including resettlement issues into policy, programme and project streamlines.

A pre-requisite to this Global Agenda is to address capacity gaps in the knowhow of decentralization interventions, and in regional administrations and local governments to manage the environment. The inclusion of **environmental** and **social costs** in the institutional framework that makes such inclusion possible are crucial for sustainable LED, popular involvement and local governance in general.

2.4.1 Environment Management

Environment involves the wider capture of **natural resources** around which is geographically pervasive including flora and fauna ecosystems, water bodies, atmosphere, land and the like, and the locality in vicinity to where most the time a human being resides. The latter case premises more on articulating of decentralized activities being directly linked to impacts experienced upon mismanagement of the surrounding environment in terms of immediately felt impacts of pollution and degradation. The former case is more of institutional involvement as the magnitude of intrusion is much bigger.



(Source: PO - RALG Archive, 2017)

Human induced activities account for major destruction happening to the environment and, the ramification thereon is deterioration of the quality of surroundings, life patterns and modes of economic functioning in communities. In trying to cope with the alterations occurred or occurring is at certain times bearably costly.

Decentralization practice in the country has produced mixed results in terms of the degree in which power

and responsibility for the management of the environment at the local level is shared. However, capacity development is required for decentralized institutions to manage the environment. The role of LGAs under the current decentralization process for environmental management is not clearly stipulated and practiced and, it is under resourced. There is a disconnect or lack of harmonized framework and continuity of environmental matters from national to local levels, while it is at the local level where systems of environmental management are expected to be directly managed.

While under Caps 287 and 288, the Village, district and urban LGAs are responsible for: **planning, financing, and implementing development programmes within their areas of jurisdiction. Nonetheless,** implementation of the plans is incoherent to the local environmental requirements.¹⁶

¹⁶LGAs are required under Cap. 287 Sec. 118 (District Authorities), and similarly Sec. 55(1) of Cap 288 (Urban Authorities) to take necessary measures to control soil erosion and desertification; to regulate the use of poisonous and noxious plants, drugs or poison; regulate and control the number of livestock; maintain forests; manage wildlife; ensure public health; provide effective solid and liquid waste management protect open spaces and parks etc.

The Acts also have provided for scheduled timetables and management of the environment albeit the By - Laws in place are not sufficiently enforced.

2.4.2 Climate Change

Climate Change is a **global** calamity. Individual countries cannot afford to work-out alone. There is complexity in working collectively to achieve intended results in Climate Change mitigation and adaptation because there is incoherence in absorbing global governance and decentralization into country systems.

The government has embarked on a number of initiatives to redress Climate Change impacts. Notably, their results have been hampered by the marginal capacity to **mitigate** and **adapt** them. As such, Climate Change is a new phenomenon and many studies and various projects and programmes on promoting climate resilience and low carbon development are underway to deeply explore locally developed solutions and options. Thus, it deems important to undertake the following measures:

- Re-configuration of structures to mainstream it across the government and non-government streams
- Coherent stakeholders' involvement especially in regions and LGAs to achieve meaningful results
- Transcend capacity enhancement at LLG level, that is, Village Council and Ward Development

Committee for developing environmental development plans for managing disasters and environmental related activities.

2.5 Key Programme Strengths and Stakeholders

2.5.1 Key Strengths

Key strengths of the Programme include the following aspects:

- a) Transforming to meaningful results the outcomes of reforms made in Phase I and II;
- b) Applying decentralization in various terms of devolution, de-concentration and delegation and, also their hybrid in facilitating service delivery and LED as informed by the principles of subsidiarity, economies of scale and national cohesion; and
- c) Translating local level economy using LED approach and building up integrated rural – urban programmes and projects in service delivery.

Expanded inclusion of the private sector and non-state actors including NGOs, CBOs, CSOs and private individuals in service provision diversely in

sectors of water supply, education, health, energy, transport and transportation, GIS and ICT, land and housing, agriculture, livestock and fisheries, industry and trade, tourism, environment, sanitation and hygiene, managing of rural - urban linkages and many others. The Programme recognises the existence of various on-going programmes and projects and those approved for implementation across sectors some of which contribute directly to the objectives of this programme.

The framework for co-ordination of this programme will strengthen the linkage with MDAs and non-state actors especially in oversight during implementation of corresponding initiatives for **maximization of impact**

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2.5. Key Stakeholders and their Relationship to Programme

The key stakeholders and their respective benefits and relationships to the programme are summarized in Table 2 below:

Table 2: Key Stakeholders and their Relationships to the Programme

SN	Stakeholder's Name	Role of Stakeholder (Service)	Expectation of Stakeholder	Potential Impact	Ranking
1	2	3	4	5	6
1	PO-RALG	• Participation in	• High level political support to	• Enhanced knowledge	

reduction of duplication and wastage. Interventions thereon will co-relate the programme with other parallel programmes and projects as integral part of relevant components of the programme. That will enable application of best practice from other programmes and scale up successful practices to other Regional Administrations and LGAs.

During the first year of programme implementation a detailed mapping of sub-programmes and projects will be carried out to identify potential synergies, best lessons and strategic linkages for maximization of impact and programme objectives.

SN	Stakeholder's Name	Role of Stakeholder (Service)	Expectation of Stakeholder	Potential Impact	Ranking
		National Decentralization Committees <ul style="list-style-type: none"> • Technical assistance in key areas of operation/components • Effective management of the programme • Capacity Enhancement • Resource mobilisation • Concise M&E reporting 	the programme <ul style="list-style-type: none"> • Functions and staffing better aligned to tasks • Staff better prepared to their tasks 	and broadened commitment to Decentralization matters	
2	MDAs	<ul style="list-style-type: none"> • Participation in National Decentralization Committees • Capacity building • Resource mobilization • Technical assistance in key areas of operations/compon 	<ul style="list-style-type: none"> • Development plans which include strategies and interventions from NDP 2020 • Functions and staffing aligned with the NDP 2020 • Regular M&E reports 	<ul style="list-style-type: none"> • Enhanced knowledge and skills transfer and broadened commitment to Decentralization matters • Improved central - local relations • Harmonised policies and law 	

SN	Stakeholder's Name	Role of Stakeholder (Service)	Expectation of Stakeholder	Potential Impact	Ranking
		ents			
3	Regional Administration	<ul style="list-style-type: none"> • Technical backstopping to LGAs including Decentralization Components • Coordination: Central - Local relations • Timely support • Consultation and participation in the national decentralization committees • 	<ul style="list-style-type: none"> • Identified and improved LED initiatives in the region • Clarity of policies and guidelines • Involvement in the policy monitoring and evaluation 	<ul style="list-style-type: none"> • Enhanced knowledge and skills enhancement and broadened commitment to Decentralization matters • Improved regional profiles 	
4	LGAs	<ul style="list-style-type: none"> • Technical backstopping to lower level governments and service delivery facilities • Timely support • Consultation and participation in the national decentralization 	<ul style="list-style-type: none"> • Improved Central - Local relations • Improved district/LGA profiles • Identified and improved LED initiatives in the district/LGA • Clarity of policies and guidelines • Efficient, equitable and transparent 	<ul style="list-style-type: none"> • Enhanced knowledge and broadened commitment to Decentralization matters • Enhanced and more reliable flow of funds • Improved service delivery • Improved HRM and 	

SN	Stakeholder's Name	Role of Stakeholder (Service)	Expectation of Stakeholder	Potential Impact	Ranking
		committees	<ul style="list-style-type: none"> intergovernmental transfers • More reliable sources and effective mobilization of local revenue • More effective management • High standards of ethics and integrity • Effective implementation of Geographical Information System and ICT applications • Concise M&E reporting • Clarity of policies, guidance. 	<ul style="list-style-type: none"> staff performance • Improved financial management and accountability • Improved planning, M&E • Reduced inequity and inequality amongst line LGAs • Enhanced technical capacity 	
5	LLGs (Wards, Villages/ <i>Mitaa&Vitongoji</i>) and Service Delivery Facilities	<ul style="list-style-type: none"> • Assimilation of imparted knowledge and skills and, broadened commitment to Decentralization matters 	<ul style="list-style-type: none"> • Improved capacity in terms human, financial resources and other working facilities • Improved financial management and accountability • Improved planning, budgeting, implementation and provision of reports • Improved delivery of quality services 	<ul style="list-style-type: none"> • Improved/ strengthened structures to implement decentralization activities 	

SN	Stakeholder's Name	Role of Stakeholder (Service)	Expectation of Stakeholder	Potential Impact	Ranking
6	Development Partners	<ul style="list-style-type: none"> • Participation in the national decentralization committees • Collaborative agreements • Contribution to self-help initiatives • Regular Technical Supervision Support Mission attendance and feedback reporting 	<ul style="list-style-type: none"> • Good governance practices (transparency, accountability, rule of law) • Efficient and effective use of assistance/resources • Timely and reliable feedbacks (reports) 	<ul style="list-style-type: none"> • Improved access to information 	
7	Private Sector, Service Providers	<ul style="list-style-type: none"> • Relevant and timely information • Sourcing knowledge out and innovations 	<ul style="list-style-type: none"> • Policies, guidelines and circulars on private-public partnerships • Opportunities for investments and business growth due to improved business environment and reduced investment risks 		
8	Civil Society Organisations	<ul style="list-style-type: none"> • Participation in decentralization committees • Co-operation agreements 	<ul style="list-style-type: none"> • Broadened knowledge and skills on decentralization and governance issues • Enhanced participation of citizens 	<ul style="list-style-type: none"> • Enhanced consultations and involvement in policy formulation, implementation, 	

SN	Stakeholder's Name	Role of Stakeholder (Service)	Expectation of Stakeholder	Potential Impact	Ranking
			<ul style="list-style-type: none"> Improved access to information 	dissemination and evaluation	
9	Academia and Researchers	<ul style="list-style-type: none"> Skills and knowledge grooming 	<ul style="list-style-type: none"> Broadened knowledge and skills on decentralization and local governance Updated curricula with link to the industry 	<ul style="list-style-type: none"> Improved provision of researches, short-term and long-term courses 	
10	Community		<ul style="list-style-type: none"> Improved participation and involvement in all political and development matters Improved participation in the planning and budgeting processes Improved participation in governance and downward accountability Improved participation in economic activities 	<ul style="list-style-type: none"> Broadened awareness on decentralization and governance issues Improved delivery of service in the localities 	

SECTION THREE

3.0 RATIONALE AND THEORY OF CHANGE

The programme development process is outlaid by its rationale and theory of change, alignment with other programmes, and the relationship between the programme and various stakeholders.

3.1. Rationale for the Programme

Previous interventions of LGRP I and II focused more on “**reforming**” LGAs and they led to establishing systems and structures which enabled operationalization of the vision, mission, goals and objectives of LGAs, which have led to significant devolution of authority and resources, and notable contribution in improving delivery of services.

RLGSP expands the scope of decentralization beyond “**strengthening**” the capacity of Regional Administration and LGAs in improving delivery of public services, promoting LED, and enhancing

downward accountability at the grassroots level, by “**engaging**” and “**coordinating**” stakeholders towards intended

goals of the Programme. The programme will **inform** and **align** all key actors, namely, MDAs, RSs, Development Partners, Private Sector, and CSOs in operationalizing the NDP 2020 under the key pillars of decentralization, that is, **political, financial, administrative** and **local economic development** through strategic interventions in selected components. The programme is also intended to **promote coherence** and **alignment**, to improve functional effectiveness and efficiency of MDAs, RSs and LGAs while endeavouring to re - rationalize development between **rural** and **urban** areas. This is drawn from the fact that urbanization has taken a foot and shall be the order of future development.

Innovative approaches will include strategies to strengthen LGA performance and promoting active participation by RSs and LGAs in supporting **LED** and **market - based service** delivery mechanisms through private sector engagement while ensuring **value - for - money** principles.

The significance of the private sector in LED is recognized by this programme and prioritized to promote market - based mechanisms through PPPs and community participation models.

By so doing, the programme is expected to strengthen decentralization in order to better deliver public services and brace LED for improved livelihoods at local level in the context of NDP. The guiding theme for RLGSP in the next five years will be “**transformation for improved decentralization, local economic development and service delivery**”

3.1.1 Key strengths

Key strengths of this programme include the following aspects:

- a) Transforming to meaningful results, the **outcomes of reforms** made in Phase I and II;
- b) Applying decentralization in various forms, that is **devolution, de-concentration and delegation** and, also their hybrid in facilitating service delivery and LED as informed by the principles of subsidiarity, economies of scale, and national cohesion;

c) Transforming local level economy using the LED approach and building up **integrated rural – urban programmes** in service delivery; and

expanded inclusion of private sector and non-state actors (NGOs, CBOs, CSOs, individuals and the private sector) in service provision in various sectors, namely, water, education, health, energy, transport and GIS/ICT, land and housing, agriculture, livestock, fisheries, **industry and trade**, tourism and conservation, environment, sanitation and hygiene and, managing of **rural - urban linkage**.

RLGSP recognizes the existence of various programmes and projects under implementation and those approved for implementation by various actors in various sectors some of which contribute directly to the objectives of this programme.

The framework of co-ordination for this programme will **strengthen the linkage** with MDAs and non-state actors and **oversight in implementation** of corresponding initiatives for maximization of impact and reduction of duplication and wastage. Interventions thereon, will co-relate the programme with other programmes and projects and compound them as an integral part of relevant programme components. This will enable application of best

practice from other programmes and scaling up of successful experiments to more RSs and LGAs.

During the first year of programme implementation, a detailed mapping of programmes and projects will be undertaken to identify potential synergies, best practices for scaling up, and strategic linkages to maximize impact and programme objectives, and to reduce duplication of efforts.

3.2. Programme Theory of Change

The **Theory of Change** of the programme is driven by its intended impact. Building on two decades of implementation of LGRP I and II in the country, RLGSP is expected to consolidate successes of the reforms by filling in identified gaps and strengthening the process of decentralization in line with the National Decentralization Policy 2020.

The **GOAL** of the programme is to ensure that citizens receive high quality services and effectively engage in economic activities in their respective localities.

The **OBJECTIVE** of the programme is to have in place **regional administrations** and **local government authorities** enabled to effectively and efficiently

deliver social, economic and environmental services to the citizens. This will take into consideration the need to harness the gravities of contributions or interactions between **rural** and **urban** globes.

Both milestones can be achieved if five **Outcomes** are realized as a result of implementation of the programme. That is, increased level of LED - based activities in regions and LGAs; enhanced participation and accountability; strengthened fiscal space and human resource for service delivery; strengthened political and central-local relations; and a well-coordinated and harmonized governance system across Ministries and Agencies, RSs, and LGAs.

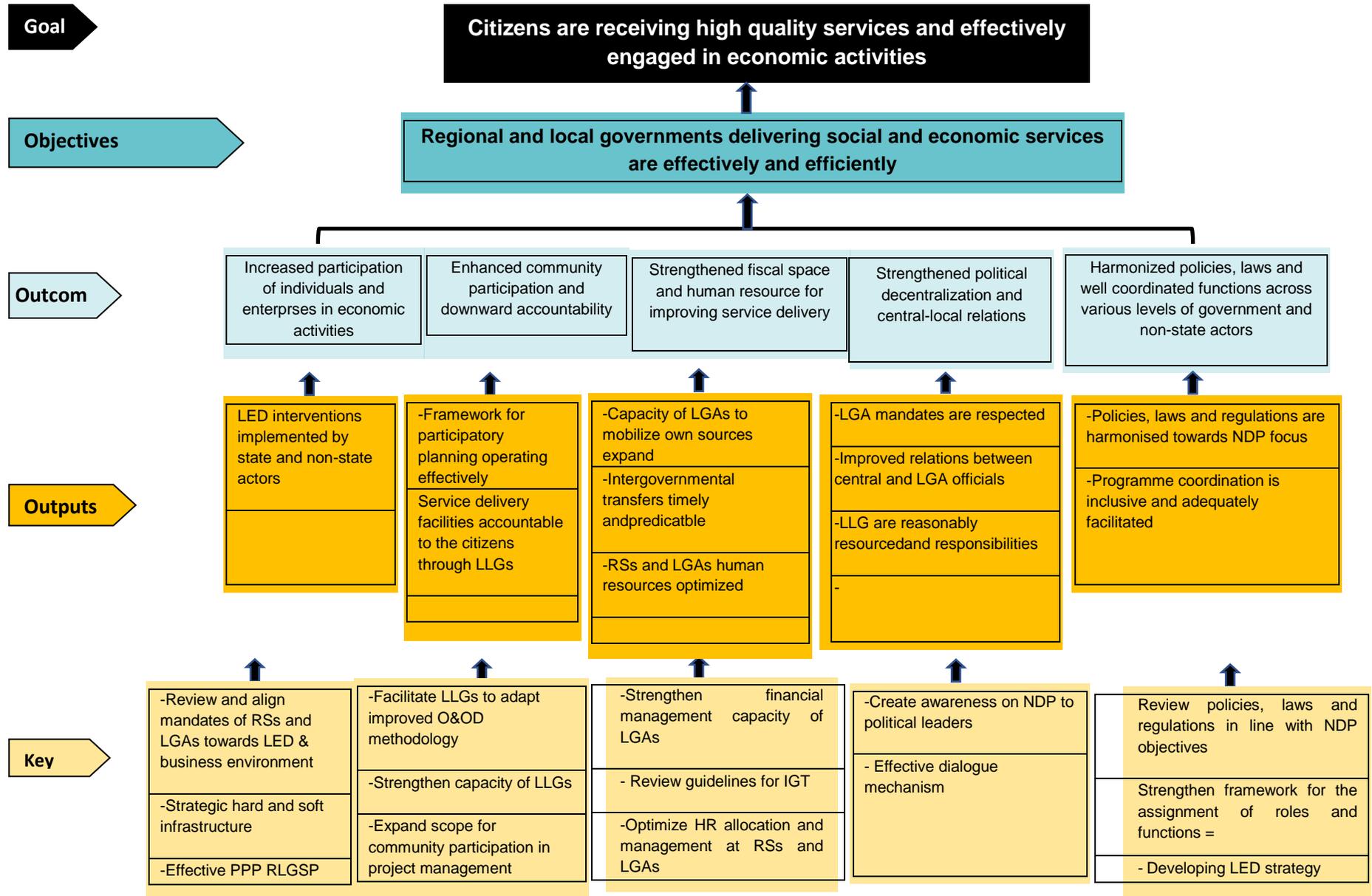
Figure 1 below gives a summary of the Theory of Change, highlighting the links between interventions with outputs, outcomes, objectives and the goal of the programme. Realization of these outcomes will depend on the successful implementation of strategic interventions for each of the five programme components. The successful implementation is built around the following assumptions:

1. Political Will exists, which is essential for communicating and demonstrating the critical importance of decentralization;

2. Financial resources to implement all key interventions are made available

<p>3. The economic condition and the operating environment are conducive, enabled by improved global growth and the government implementing the blueprint for regulatory reforms;</p>	<p>4. Speedy adjustments to policies, laws, and regulations as proposed in the programme document;</p>
<p>5. Non-state actors are willing to support and undertake the activities relevant to their domain and mandates;</p>	<p>6. Communities are willing to participate and engage more proactively in their own community development initiatives; and</p>
<p>7. Determinant tool of level of overall development of rural and urban is pre - set in growth indicators gauged based on geographical location and environment in consideration of assumptions 1 - 6 above.</p>	

Figure 1: Theory of Change of RLGSP



3.3. Programme Phases

The programme has two phases of five years each. The first phase will be implemented from Financial Year 2020/21 to 2024/25. The second phase is expected to be implemented from Financial Year 2025/26 to 2029/30. In both phases, the programme will implement **nine priority policy objectives** of the **NDP 2020** outlined in Section 1.

Phase One of the programme focuses on priority interventions of strengthening community participation; institutionalizing LED approaches and systems; addressing gaps in administration, human resource capacity and financial resources for improving service delivery; and strengthening political decentralization and central-local relations. All these will be implemented under five (5) broad components, namely:

1. Local Economic Development	2. Community Participation and Local Governance
3. Service Delivery, human and financial resources management	4. Political Decentralization and Central-Local Relations
5. Coordination and Programme Management	

The design and associated details of components are presented in **Section 4**.

SECTION FOUR

4.0 OBJECTIVES, COMPONENTS AND INTERVENTIONS

The implementation of RLGSP will be guided by objectives and interventions that collectively facilitate ultimate ambitions of **deepening** and **widening** decentralization to improve public services and socio-economic conditions of Tanzanians. There are **Five Components** in the programme, each with several interventions. Such interventions are categorized as investments, service delivery, capacity enhancement and coordination. Each intervention contains key activities, inputs, and defined actors for realizing desired outcomes.

4.1. Goal and Objectives

The goal and objectives of the programme are explained below:

1. To promote Local Economic Development Regions and Local Government Authorities	2. To enhance service delivery through improved financial, administrative and human resource management
3. To deepen and widen participation of both rural and urban communities and effectively improve local governance	4. To strengthen political decentralization, coordination and central- local relations

4.1.1.Goal

The goal of the programme is to create better living conditions for both rural and urban people of Tanzania in economic, social and governance spheres through improved service delivery and enhanced participation in local economic development.

4.1.2.Main objective

The main objective of the programme is to improve the quality of service delivery and to promote local economic development and governance through a strong, competitive and vibrant decentralized governance framework.

4.1.2.1.Specific Objectives

The specific objectives of the programme are as follows:

4.2. Programme Components

The programme components are: **(a)** Local economic development; **(b)** Community participation and local governance; **(c)** Service delivery, human and financial resource management; **(d)** Political decentralization and central-local relation, and; **(e)** Coordination, monitoring and evaluation.

4.2.1 Component 1: Local Economic Development

Local Economic Development is among key pre-occupations in development reflecting strategic use of local resources, technology across small and medium enterprises and results to lasting outcomes that feed local and foreign markets.

At its core, LED is primarily concerned with the creation of local **coalitions** of authorities, communities, businesses and individuals that exploit local benefits to solve local problems.

Global LED in a contemporary atmosphere focuses largely on soft infrastructure, support services for investments, public-private partnerships, networking and making the entire business environment more conducive to businesses and private sector growth

In Tanzania, LED is rooted from the **Ujamaa** - era conceptualisation of participatory engagement. Thus, LED has for a long time been an extension of localizing implementation of national policies within the framework of various forms of decentralization and service delivery. That approach provided little space for promotion of local economic agents and designating the roles of RSs and LGAs in creating business environment and investment climate for attracting capital and private sector growth. As a result, some major investments have not been mainstreamed in the transformation of local economies.

For example, while Tanzania has vast natural resources, which have driven an increase in foreign direct investments (FDI) from 172 USD million in 1998 to 1,180 USD million in 2017, local areas around resource extraction sites have not achieved LED objective, as they have not been able to localize the benefits of these resources through targeted support for local enterprise growth, skills development, employment, and local supply chains. Some areas with vast concentration of natural gas and mineral deposits, for example, are still home to a large proportion of the poor, with above national-average poverty rates of 43.7% and 33.9% in Geita and Mtwara, respectively.

Weak linkages among and along productive value chains, as well as between value chains and local communities have played a key role in undermining absorptive and transformative capacities of the country necessary for realising and localizing growth benefits from natural resources and associated investments. Weak local productive linkages have stifled local competitiveness, product diversification and employment potentials. Moreover, **Rural - Urban** economic variations need to be considered in LED planning processes since opportunities available in urban setting are not necessarily similar to opportunities available in the rural environment.

Regions and LGAs need to be actively involved in enabling communities to improve quality of life by creating new economic opportunities and linking with productive sectors more strategically in an increasingly competitive market economy. This will involve creating and formalizing local coalitions of authorities, communities, businesses and individuals; effecting rural - urban linkages; promoting industries and increasing agriculture productivity, local tourism and mechanisms for energy efficiency; small and medium enterprises in mining activities, trade, and services using opportunities of availability of local resources in

solving local problems. That will require the emphasis of Regions and LGAs on investing in **soft** infrastructure, such as, GIS and ICT, and **hard** infrastructure, promoting public-private partnerships, and creating the business environment and investment climate that raises **efficiency** and **productivity**. In so doing enterprises and individual innovation will be encouraged and businesses will grow and create jobs for the growing population of youth. The following interventions are described under this component:

4.2.1.1 To align policies and legislations related to the mandate of regions and LGAs with specific needs for investment facilitation and economic development

In enabling regions and LGAs to engage more proactively in supporting communities and local enterprises to identify economic opportunities, the programme will leverage on use of available resources, enhance the ability of LGAs to coordinate capacity initiatives and mobilize coalitions of other actors in their localities. That entails to review some policies and legislations that constrain or are likely to constrain the regions and LGAs in playing this role. Targets, activities and key actors of this intervention are explained here below:

Issue to be Addressed: Mandates of RSs and LGAs in promoting LED and making markets work are not explicitly stated in relevant policies, legislations and regulations.			
Strategic Intervention 1: To re-align policies, laws, and regulations to mandate RSs and LGAs/LLG to engage proactively in local economic development and enable markets perform efficiently			
Targets	Type	Set of activities	Key Actors
Target 1: Policy and legislative framework to enable proactive engagement of RSs and LGAs in promoting LED in place by June, 2021	Service delivery	<ul style="list-style-type: none"> a) Disseminate Decentralization Policy and allied strategies, clarify issues and guide RSs and LGAs in interpreting the policy b) To identify policy and regulatory constraints for implementing LED c) To amend laws and regulations to enable RSs and LGAs to implement LED d) To develop a standard mode of growth Indicators for urban and rural areas to gauge level of LED in LGAs e) To establish a mega - database of potentials of <i>grassroots economic hubs</i> by locational zones in RSs and LGAs and prepare LED roadmaps 	PMO PO-RALG, AG RSs and LGAs
Target 2: The structures of RSs and LGAs reviewed to enhance markets for sustained industrial development and investment growth in their respective localities by June, 2021	Service delivery	<ul style="list-style-type: none"> a) To review the structure of RSs and LGAs in line with amended laws and regulations b) To re-deploy human resource at RSs and LGAs based on approved changes in the structure c) To establish formal mechanisms for RSs and LGAs to work with private sector in developing market-based business development services essential for SMEs d) Construction of demonstration centres in Kwimba DC, Lushoto DC, Wanging'ombe DC, Momba DC, Tunduru DC, Masasi TC, Karagwe DC, Kigoma Ujiji MC, Ikungi DC, Rorya DC and Dodoma CC 	PMO PO-RALG PO-PSMGG RSs and LGAs

4.2.1.2 To establish mechanisms for identifying, recognizing, and supporting community and enterprise creativity and innovation

Tanzania consists of different geographical zones each endowed with different natural resources and economic opportunities. Individuals, communities, and private enterprises must be encouraged and incentivised to be **innovative** and utilize available resources to carry out productive activities. It is imperative that regional administrations and LGAs to identify creative use of **resources in their localities**, promote and support up-scaling and adoption. This will involve using formal mechanisms in spotting such innovations, recognizing contributions and incentivizing individuals, communities, and enterprises in both rural and urban localities and actively engaging them in **productivity - increasing** activities. Targets, activities and key actors of this intervention are explained here below:

Issues to be Addressed			
There is unclear documentation or database of existing innovations and LED initiatives in RSs and LGAs			
There is no system of tapping and promoting local innovation and enterprise development			
Communities and SMEs have limited skills and capacity to manage production and business ventures			
Strategic Intervention 1: To strengthen regional and LGAs database of SME, community innovations and local economic initiatives based on resource endowments and the Regional Investment Guides			
Targets	Type	Set of activities	Key Actors
Target 1: System and database of SMEs and community-based economic initiatives in place by June, 2022	Service delivery	<ul style="list-style-type: none"> a) To identify and create a database of innovations by SME and communities in the respective sectors b) To undertake capacity and skill needs assessment for innovation and enhancement of productivity in collaboration with the private sector c) To identify SMEs in LGAs using GIS to inform on needs assessment and investment options d) To establish a mechanism for LGAs to engage national service and VETA trainees on special programmes or link with SMEs to give them practical experience and strengthen their entrepreneurial skills for rural and urban development 	PO-RALG, MIT, MoA, MLF, MNRT, ME, MM PMO RSs and LGAs Private sector
Target 2: Business development services (BDS) and demonstration centres in LGAs established by June, 2023	Service delivery	<ul style="list-style-type: none"> a) To identify priority productive sectors for each LGAs for capacity development b) To develop the private sector-led BDS and demonstration centres in each LGA c) To develop a mechanism for partnership with relevant actors (SIDO, private sector, BDSOs, and training institutions for demonstrations and skills development) d) Construction of demonstration centres in Kwimba DC, Lushoto DC, Wanging'ombe DC, Momba DC, Tunduru DC, Masasi TC, Karagwe DC, Kigoma Ujiji MC, Ikungi DC, Rorya DC and Dodoma CC 	PO-RALG, PMO MIT RSs and LGAs Private sector

4.2.1.3 To enhance capacity of Leaders and Local Actors on the Concept of LED and their respective roles

The concept of LED and the proposed modality of proactive engagement of RSs and LGAs in mobilizing and supporting key actors in their respective localities is uncommon in the country and is incorporated in the decentralization policy framework.

That will require instilling a clear understanding of the concept to Regional and LGA leaders and other key actors. The aim is to stir-up a change in the mind-sets to broaden the scope of interventions beyond revenue mobilization and delivery of social services. It will involve on how to leverage **partnership** with the private sector. Targets, activities and key actors of this intervention are explained here below:

Issue to be Addressed: Limited understanding of leaders and local actors on LED issues, and biased mind-sets against			
Strategic Intervention 1: To develop the skills of leaders and other local actors on the concept of LED			
Targets	Type	Set of activities	Key Actors
Target 1: All RS, LGAs leaders and other key local actors with adequate understanding on LED by June, 2023	Capacity building	a) To prepare orientation materials for RS and LGA leaders b) To undertake orientation seminars for RCCs, DCCs, Councils and DMTs	PO-RALG, MoFP, MIT RSs & LGAs
Target 2: Focal points and champions on LED involving RSs, LGAs, private sector formed for all regions by June, 2022	Service delivery	To undertake training of trainers on LED for focal persons and champions for all regions	PO-RALG RSs

4.2.1.4 Promotion of business environment and investment growth in regions and LGAs

There are a number of initiatives aimed at promoting business and investment growth including the *Blueprint* for regulatory environment, Tanzania Investment Centre (TIC) investment promotion, industrial parks development, promotion of local content and regional investment guides. Other initiatives by private sector and development partners includes the ENGINE's projects focused on LED and the proposed application of local government **competitive index** as an incentive for LGAs to compete for positive outcomes.

However, a coordinated approach to harmonize all these efforts is critical for effective implementation of LED. Regions and LGAs will need to coordinate key actors in their respective localities to address binding constraints to business and investment growth including access to land, infrastructure, and overall business and operating environment. This will include application of a GIS tool in **mapping inventories** of investment areas, timely issuance of building permits, transfer of ownership and lease, infrastructure support to roads, electricity, water and communication services in investment areas. LGAs and agencies such as TARURA, RUWASA, TANESCO, REA and TCRA are responsible for some of these economic services.

In addition to providing the services, regional administrations and LGAs will have to minimize business and investment **risks** arising out of information and coordination externalities by investing in strategic facilities such as irrigation, or in new industries with high growth potential. Such investments can be made through **special purpose vehicles**, preferably involving partnerships with the private sector. Targets, activities and key actors of this intervention are as given below:

Issues to be Addressed			
(i) Limited access to capital for investments and scaling up of economic activities by SMEs and communities (ii) Limited infrastructure for improved productivity and value addition such as irrigation, warehousing, and market facilities (iii) Informal ownership of land, slow issuance of building permit by LGAs, and other regulatory constraints limit potential for business development (iv) Information and coordination externalities increase investment and business risks to the private sector			
Strategic Intervention 1: To strengthen business environment and availability of funding for industrialisation (revolving or equity funds) to stimulate investment in local industrial clusters and business growth in Regions and LGAs			
Targets	Type	Set of activities	Key Actors
Target 1: Funding for strategic industrial investments allocated for each Region and LGA by December, 2022.	Investment	a) To inventorize investment potentials and requirements for funding based on targeted sector interventions by regions and LGAs b) To determine and set a ring-fenced funding model for strategic industries each financial year c) To prepare guidelines for access and utilization of funds d) To undertake financial validation of investment inventories in LGAs	MoFP PO-RALG RS MDAs LGAs Non state actors
Target 2: LGAs enabled to undertake credible studies cum implementation of priority/identified sector and industrial ventures by January, 2025	Investment	a) To conduct training to RSs and LGAs on industrial investment and businesses b) To prepare studies involving geographical inventories/mapping for identified strategic industrial and business ventures c) To prepare engagement mechanism for partnerships to enable BDS providers to support SMEs in strategic sectors d) To verify and guide RSs and LGAs on resettlement Action plan, ESIA and SEA interventions in carrying-out investment ventures e) To verify, survey and archive public assets and administrative boundaries adding value to spatial images of emerging small towns and villages to attract investment (spaces for schools, open grounds, health, garden, recreational, roads, crematorium, playing lot infrastructure, etc)	MOFP PO-RALG RSs MDAs LGAs Non state actors
Target 3: Special Purpose	Investment	a) To register SPVs for targeted industrial and business investments in LGAs	PO-RALG MoFP

Vehicles (SPVs) established by LGA for strategic investments by January, 2025.		b) To identify strategic non-state partners (private sector and NGOs) for joint venture projects c) To operationalize SPVs	RSs and LGAs Non-state actors
Strategic Intervention 2: To support investment in infrastructure to facilitate increase in productivity, value addition and access to diversified markets			
Targets	Type	Set of activities	Key Actors
Target 1: Strategic infrastructure for raising productivity and enabling investments in value addition projects by non-state actors (SMEs, cooperatives, communities) developed by 2025.	Investment	a) To identify and support geographical inventory and accessibility to land lots priority infrastructure needs in line with the priority sectors identified by LGAs b) To engage relevant infrastructure providers (TARURA, RUWASA, TTCL, TCRA, NEMC, etc) in investment for priority infrastructure needs (eg. feeder roads, irrigation facilities, greening and water reservoirs, etc) c) To validate <i>social - need/welfare</i> justification of investment proposal d) To identify and establish database of local craftsmen (fundis) by quality engageable in Force Account works e) To prepare a guideline for craftsmen in executing Force Account works in line with PPRA guidelines f) To carry-out capacity development for PO-RALG, RSs, LGAs and other related in monitoring and supervision of Force Account works	PO-RALG MoFP Respective Agencies RSs and LGAs
Strategic Intervention 3: To strengthen and support LGAs to undertake and intensify formalisation of land properties, informal business, and improving business environment			
Targets	Type	Set of activities	Key Actors
Target 1: LGAs enabled to allocate land for industrial and other priority sector development projects by January, 2025	Investment	a) To support LGAs in accelerating planning and development on land and formalization for lease b) To acquire and allocate land for strategic industrial and investment needs of LGAs c) To install street/locational-naming infrastructure to market businesses and provide ease of accessibility by customers/the general public to services	PO-RALG MoLHHSD MoFP RSs and LGAs

		<ul style="list-style-type: none"> d) To prepare locational profiles for physical investment criteria in RSs and LGAs e) To strengthen a GIS Unit at PO-RALG into a <i>Metro-Hub</i> and procure needed equipment (tooling and re-tooling) for monitoring, coordinating and guiding investment/development undertakings in RSs and LGAs f) To enhance data collection management in education sector at grassroots level/LGAs g) To improve quality and quantity of education infrastructure (pre-primary, primary and secondary) in LGAs h) To procure education equipment and associated materials for schools in LGAs i) To improve quality and quantity of health infrastructure (dispensaries, health centres and Council Hospitals) in LGAs j) To procure medical equipment and associated tools and materials for health facilities in LGAs k) To conduct inventory of future health facility potential investment demand in LGAs in trajectory of social, economic and environmental demands in LGAs 	
<p>Target 2: Regions and LGAs actively engaged in creating better operating environment and lowering cost of doing business and investments in strategic industries in their respective localities by 2025</p>	<p>Service delivery</p>	<ul style="list-style-type: none"> a) To establish parameters/ indicators leading to good practicing and, institute a vibrant business environment b) To assess competitiveness of regions and LGAs so as to establish best practices based on local government competitive index every two years c) To set a tracking mechanism in issuance of <i>Construction/Building Permits</i>, adhering to <i>Building Codes</i> and <i>Standards</i> to hasten meaningful investments in LGAs d) To conduct vulnerability assessment of rural and urban areas in encounter of climate change impacts for investment 	<p>PO_RALG, VPO, PMO, MoHA</p> <p>RSs and LGAs,</p> <p>Research institutions</p>

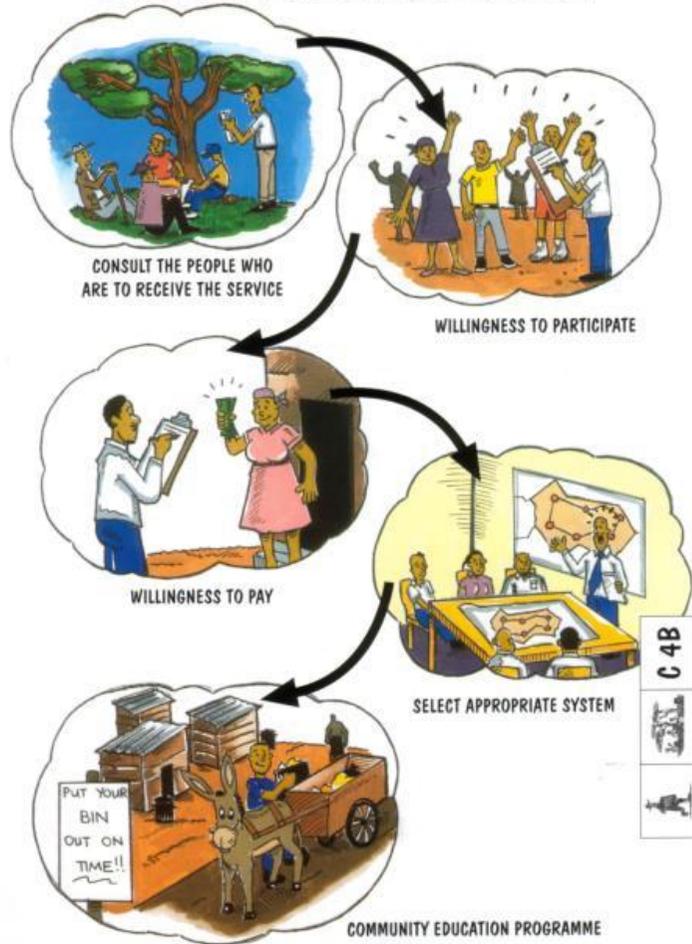
4.2.2 Component 2: Community Participation and Local Governance

Community participation is a fundamental principle for effective and efficient local governance. It is an impetus for promoting LED while planning and implementing development activities.

So far there are a number of laws and regulatory systems put in place to ensure popular participation in planning, decision - making, and accountability. These ensure a reasonable degree of engagement and participation but, in the planning process and civic election further strengthening is needed. It comes from the experience of low involvement and turn-up of the people at LLG level of Villages, **Mitaa** and Vitongoji in socio-economic activities and that deprives them from ownership in managing and safeguarding public assets. Among the elder population there is a moral decay to engage in self-help efforts but, for the younger generation individuality tendency has precedence in their walk of life. Rekindling of participatory mechanisms with strong supervision, coordination and communication will effect governance and thus accountability. At such a level, clear linkages with well - built capacity will have to be re-established with modifications of the **Ujamaa** Ideology.

In Tanzania contribution of community members is realized in different aspects of urban and rural planning and development, construction of schools, health facilities and charcoals dams, disaster management and tree planting. Others include environmental cleanliness, waste management, water supply, sanitation and hygiene (WASH), construction of cattle troughs, dip tanks and fishery ponds, bridges and support to orphaned and vulnerable children. Furthermore, is care and support to people living with disability, community affected with **social illnesses**, displaced communities, refugees, people affected by gender violence, malnourished children, the marginalized persons and minorities, sexually abused children and women and imbalanced gender relations.

COMMUNITY PARTICIPATION IN CHOOSING A WASTE COLLECTION SYSTEM



(Source: PO - RALG Archive 2017)

The interventions under this component target to strengthen community engagement at LLGs. Contemporary community development approaches appreciate participation of community members in socio - economic, cultural and governance matters. In this case, Government and other stakeholders are ought to **empower community** members and ensure of their participation in their social and economic development.

The local government system of Tanzania provides incentives for local communities to engage in governance activities with the examples of administering development initiatives in such projects under TAsAF, PADEP, PIDP, PFM, CBFM and DIDF where **community engagement** is in education, water supply and sanitation and child protection projects and programmes.

This component creates a linkage between local community and efforts of different stakeholders such as UNICEF, WHO, USAID, UN-Habitat, UN-country Resident Coordinator, UNDP, UNCDF, UNEP, DfID, JICA, EU, AfDB, World Bank, IFAD, FAO, NGOs and CBOs and the private sector. The main focus on this component is to ensure that all stakeholders use **community - based delivery**

mechanisms to empower communities and deliver social and economic services.

4.2.2.1 Community participation in planning and budgeting

Community participation in planning and budgeting provides an essential base for community members to influence the government in resources allocation. The process allows members to determine their priorities and commit resources such as labour, skills, materials and finance.

With technical support from JICA, the government has already developed the Improved **Opportunities and Obstacles to Development (O&OD)**, a methodology to guide stakeholders in planning and community development. This methodology will be rolled out and widely used by both Government and other stakeholders when doing plan at *Vitongoji* (Hamlets), Villages, *Mtaa* levels. Targets, activities and key actors of this intervention are explained here below:

Issues to be Addressed			
Inadequate skills and use of O&D and other participatory planning and budgeting at LLGs			
Inadequate capacity of LLG land tribunals to address land-related problems			
Inadequate infrastructure capacity and ICT and GIS facilities to cope with improved governance demands			
Strategic Intervention 1: To support lower level governments to improve participatory planning and budgetary process using improved O&OD guidelines			
Target	Type	Set of activities	Key Actors
Target 1: All LLG leaders and officials have relevant skills on participatory planning and budgeting by 2023	Capacity building	a) To conduct training on improved O & O D methodology to all LLG leaders and officials including WEOs, VEOs/MEOs, extension officers, etc. b) To carry-out capacity enhancement to Ward, Village, LGA and RS leaders, staff and experts on procurement practices in undertaking community-based works/projects relative to PPRA legislation and guidelines	PO- RALG, Respective Stakeholders RSs & LGAs
Target 2: All LLGs applying improved O&OD methodology by 2025	Service delivery	a) To roll out implementation of improved O & OD in LLGs b) To assess the application of improved O & OD methodology in all LLGs	PO-RALG RSs and LGAs
Target 3: Community	Investment	a) To identify community initiatives to address immediate social,	RSs and

initiated projects/programmes with their own self-help efforts properly identified, encouraged and supported by LGAs	s	environmental and spatial development needs applying GIS approach b) To provide matching grants to support community initiatives based on the established qualifying criteria	LGAs
Strategic Interventions 2: To strengthen capacity of Ward Tribunals and Village land tribunals to effectively and efficiently handle land disputes in their areas of jurisdiction			
Target	Type	Set of activities	Key Actors
Target 1: Capacity of Ward and Village land tribunals strengthened by August, 2023	Capacity building	a) To conduct trainings on the relevant legislations, functions and limits of land tribunals, and strategies for conflict resolution through mediation b) To review the composition and criteria for qualifying members of the tribunal	PO-RALG RSs and LGAs
Strategic Intervention 3: To strengthen capacity of LLGS with necessary infrastructure			
Target	Type	Set of activities	Key Actors
Target 1: All Wards, Villages and <i>Mitaa</i> have fully furnished offices by January, 2025	Investment	a) To conduct verification of Wards, Villages and <i>Mitaa</i> without offices b) To provide budgetary and technical support to LLGs to construct and furnish offices as complimentary to community's efforts	PO-RALG MoFP RSs and LGAs
Target 2: All Wards, Villages and <i>Mitaa</i> have working tools to cope with governance demands by June, 2025	Investment	a) To conduct verification of Wards, Villages and <i>Mitaa</i> without working tools (computers, file cabinets, printers) b) To provide budgetary and technical support to LLGs for acquisition of working tools	PO-RALG MoFP RSs and LGAs
Target 3: Digital platform for information sharing in place for LLGs by June, 2025	Investment	a) To provide network connectivity between LGAs and LLGs b) To provide basic training for the use of digital facilities	PO-RALG E- Government Agency Other MDAs

4.2.2.2 Local governance

Empowerment of community members is one of key pillars of local governance. Programmes and projects are required to ensure that community members are engaged in project management, monitoring and evaluation.

These interventions aim at making community members competent manager, quality assurers of development projects and ensure that community members are engaged in various committees, teams and task forces which manage different projects and interventions at the community level.

Targets, activities and key actors of this intervention are explained here below:

Issues to be Addressed			
Insufficient engagement of community members in project management, monitoring and evaluation.			
Inadequate skills of community members in project management and governance.			
Strategic Intervention 4: To expand community participation in management of development project and interventions.			
Target	Type	Set of activities	Key Actors
Target 1: Development project at community level are guided with <i>community-based</i> regulations and procedures by 2023	Capacity building	a) To prepare guidelines and regulations advocating on community engagement in management of development projects b) To disseminate the Improved O&OD Guidelines to LGAs, wards, and villages c) To train communities in tracking of resource utilization in development projects	PO- RALG, Ministry of finance and Planning RSs & LGAs NGOS and Private sector Hombolo Training Institute
Target 2: RSs and LGAs (Planning and community development department) supported with working tools and transport by June, 2023	Investments	a) To procure transport facilities for planning and community department at RSs and LGAs b) To procure working facilities (furniture, computers, printers, projectors for Planning and community development department	PO-RALG RSs and LGAs
Strategic Interventions 5: To enhance community members in project management and governance skills.			
Target	Type	Set of activities	Key Actors
Target 1: Community members train on project management and governance skills by June, 2023	Capacity building	a) To conduct M&E training to community members b) To conduct training on project management, governance and conflict management	PO-RALG RSs and LGAs Hombolo Training Institute

4.2.3 Component 3: Service Delivery, Human and Financial Resource Management

One of the primary goals of the Decentralization Policy is to ensure that citizens access key social services efficiently and effectively. Observably, the human and financial capacity of LGAs to deliver services has to be strengthened to ensure that the delivery of services in education, water and sanitation, health, land management, agricultural, fisheries and livestock and all other sectors is improved.

Recent assessments on decentralisation points to the view from the central government that LGAs were not able to deliver services effectively due to inefficiency and corruption, but the LGAs felt that they were under pressure to provide services for which they were not adequately capacitated both in human and financial resources. The current system of financing LGAs includes own source revenue, fiscal transfers and borrowing.

A number of challenges have been observed in various studies on local government financing, including concerns over the relative low level of fiscal resources of approximately 20% of total national budget allocated for local services and, specific issues related to main revenue sources.¹⁷ LGAs collect own revenue from

various taxes, primarily service levy and crop cess and non-tax revenues. Property tax was centralised in 2016 and is handled by TRA.

LGAs have over the last decade managed to collect increasing amount of own source revenue, but the potential revenue is not yet fully realised. Main challenges therein involve several short falls of revenue sources yielding low and unnecessary administrative costs; weak management of revenue and expenditure; frequent policy changes and interferences in management of own source revenue; weak linkage between local taxation and the quality of service delivered; and significant disparities in tax base among LGAs due to differences in levels of economic activities and resource endowment.

Moreover, **Inter-Governmental Fiscal Transfers (IGFTs)** which constitutes more than **90%** of LGA revenue has snags of delays in fiscal transfers, inadequate and unequitable on need-based. The formula-based allocation of fiscal resources across LGAs endorsed by the cabinet in 2004 has proved difficult to apply as most fiscal transfers are non- discretionary (highly earmarked). A significant proportion of fiscal transfers are for personal emoluments (PE), which accounts for 97% of recurrent block grants on average and Other Charges (OC) constituting only 3%.

¹⁷ODI 2014, LPS Associates, 2015

Local borrowing constitutes less than 1% of total LGA revenue. Lack of credit worthiness and the level of loan default amongst LGAs have been key factors for financial institutions to hesitate lending credit and loans to LGAs. The ability of LGAs to manage investments financed by the loans is also low. Municipal bond is permissible by law but is not yet operational and recent decision by the government to ban LGAs from borrowing means that this source of financing will not be available for LGAs.

The decentralization policy through this programme seeks to redress past defaults and set in a whim of proper collaboration in service delivery among different actors, including Agencies (TARURA, RUWASA, REA, TANESCO, Water and Sewage Authorities), Non-Governmental Organization and Private Sector). Sector Ministries shall have to provide sufficient support to LGAs as given in various policies and legislations for strengthened compliance with the decentralization policy.

4.2.3.1: Enhance financial management for improved service delivery in regions and in local authorities

Availability and good management of financial resources is critical for service delivery and socio - economic development. For LGAs to carry out decentralized functions more effectively, they must have adequate wholesome revenue and authority to allocate resources among competing needs, but with a sound accountability mechanism.

More efforts will thus, be required in the area of resource mobilization and management so to ensure efficient and effective delivery of services with minimal leakages. LGAs and RSs must execute their roles and responsibilities more diligently, professionally and responsibly to justify the **vitality of decentralization**, rationalized relations between Central Government and LGAs, smoothed inter-governmental fiscal transfers, and management of local government finances including borrowing. The interventions under this programme will be synchronised with the Public Finance Management Reform Programme under the Ministry of Finance and Planning to maximize synergies and complementarity.

In order to improve financial management, the programme will undertake the following interventions and corresponding targets, activities and key actors:

Issues to be Addressed			
i) Low a capacity of LGAs to deliver social and economic services (water, health, education, land, forestry extension services)			
ii) RS and LGAs lack adequate resources to carry out their mandates			
iii) Financial management accountability is not satisfactory across all LGAs			
Strategic Intervention 1: To strengthen capacity of LGAs to increase own source revenue and equalisation grants			
Targets	Type	Set of activities	Key Actors
Target 1: Local Government Authorities' own source revenue collection enhanced by June, 2025	Service delivery	<ul style="list-style-type: none"> a) To carry out an assessment of the revenue collection capacity and efficiency of LGAs on existing own-source revenues b) To carry out an assessment of potential new own sources of revenue for LGAs c) To provide additional training and non-training support for capacity enhancement for revenue collection d) To review the legal requirements for preparing and approving by-laws e) To carry-out <i>strategic</i> feasibility study on tax-base and revenue potentials in LGAs 	PO-RALG RSs LGAs
Strategic Intervention 2: To Review the framework of IGFT to make it more responsive to resource needs, equity and LGA priorities			
Targets	Type	Set of activities	Key Actors
Target 1: Framework for sharing resources between the central, RSs and LGAs established by June, 2022	Service delivery	<ul style="list-style-type: none"> a) To assess operationalization of IGFT b) To develop guidelines for coordinating decisions relating to resource sharing between the central, Regions and LGAs c) To validate the proposed guidelines for implementation 	PO-RALG, MoFP, RS, LGAs
Target 2: Formula for improved equity and adequacy in IGFT to RSs and LGAs in place by 2022	Service delivery	<ul style="list-style-type: none"> a) To review the existing formula for allocation of IGFT to LGAs for enhancing equity among RSs and LGAs b) To validate the recommended adjustments to the allocation formula c) To adjust and operationalize the allocation formula d) To conduct inventory and impact study on defaults in deviation of funds, delays in preparation of financial reports and transfer of funds from MDAs to RSs and LGAs and; increased re-allocation of budgets in PO-RALG, RSs, LGAs and Agencies under PO-RALG 	PO-RALG, MoFP
Strategic Intervention 3: To strengthen existing guidelines and legal framework for transfer of resources from Centre/LGAs to Lower Level Government and Service Delivery facilities			

Targets	Type	Set of activities	Key Actors
Target 1: Guidelines/legal instruments providing framework for transfer of funds between centre/LGAs to facilities updated and effectively applied by June 2022	Service delivery	<ul style="list-style-type: none"> a) To review existing guidelines for fiscal transfers from central to LGAs, from central to facilities, and from LGAs to LLGs b) To disseminate improved guidelines for resource transfers c) To review and adjust allocation formula to facilities 	PO-RALG, MoFP, RS, LGAs
Target 2: Formula for sharing and transferring financial resources to LLGs in place and functional by June, 2022	Service delivery	<ul style="list-style-type: none"> a) To develop formula for allocation of resources from LGAs to LLG b) To validate the proposed allocation formula c) To operationalize the approved allocation formula 	PO-RALG RSs and LGAs
Strategic Interventions 4: To strengthen systems for managing finances at RS/LGAS/LLG to comply with acceptable financial management standards			
Targets	Type	Set of activities	Key Actors
Target 1: Standardized financial reports for RS/LGA/ LLGs and facilities implemented by June 2023	Service delivery	<ul style="list-style-type: none"> a) To review and update the existing financial management manuals for RS/LGAS/LLG and service facilities b) To conduct training for users of the improved manuals c) To strengthen financial tracking in RSs and LGAs by capacitating internal controls 	PO-RALG MoFP, RSs and LGAs
Strategic Intervention 5: To strengthen use of ICT/GIS in RSs and LGAs/LLG to improve own source collections, financial management and performance			
Targets	Type	Set of activities	Key Actors
Target 1: ICT systems for financial management installed in all levels including LLGs by June 2024	Service delivery	<ul style="list-style-type: none"> a) To conduct assessment of the existing ICT - based financial management systems for potential extension to LLGs b) To update the existing financial management systems c) To train LLGs in applications of ICT - based financial management systems 	PO-RALG MoFP RS& LGAs
Strategic intervention 6: Promote and involve other stakeholders in contributing to resource mobilization, planning and budgeting.			
Targets	Type	Set of activities	Key actors
Target 1: Non-governmental institutions making contributions to boost Local Government Funds		<ul style="list-style-type: none"> a) To identify potential Non-Governmental Institutions and individual with potential to contribute and sensitize b) Conduct resource mobilisation/contribution meetings in each LGA/RS 	PO-RALG RSs and LGAs Non-State Actors

4.2.3.2: Enhance human resource management for improved service delivery in regions and local authorities

LGAs constitute more than two thirds of the public sector staff. Despite significant improvement of human resource management in LGAs, there are some challenges noted by various reports including the CAG audit reports.

All devolved sectors suffer from inadequate human resource in both LGAs and the RS. The challenges include: **inadequate staff** decentralisation due to contradictory policies, legislations and procedures; LGAs are not involved in the recruitment of most of the staff other than the lower non-professional cadre either, with the Recruitment Secretariat or respective Sector Ministries and, the OPRAS system is not effectively operated in LGAs.

Also, management of staff at LGA level is viewed as an administrative function and plays little part in strategic decision-making and PE is allocated on the basis of numbers in place rather than on the basis of agreed establishment thus denying understaffed LGAs the possibility of using temporary staff or outsourcing activities to maintain required service levels.

Many LGAs especially in **remote or peripheral areas** are understaffed or have inadequate skilled

human resource, and find it difficult to retain and motivate qualified staff.

The Decentralization Policy provides for the need to take appropriate actions to ensure that RSs are sufficiently staffed with competent and experienced personnel to provide professional advice to LGAs.

Issues to be Addressed			
i) RS and LGAs experience inadequate human resources and low capacity development			
ii) Organization structures do not reflect the changing operating environment			
iii) Relations between elected officials and professional staff affects incentives for innovation and efficiency			
Strategic Intervention 1: To strengthen the human resource capacity of the RS, LGAs, LLG and MDA to undertake their functions effectively			
Targets	Type	Set of activities	Key Actors
Target 1: Improved availability of qualified human resource as per RS and LGAs establishment by June, 2025	Service delivery	a) To assess human resource gaps for all regions and LGAs and optimize use of/re-distribute geographically available staff b) To recruit and re-deploy human resources as required	PO-PSM&GG; MoFP PO-RALG, Recruitment Secretariat
Target 2: Enhanced organizational structure at RSs and LGAs to accommodate new operational mandates, including LED by June, 2024	Service delivery	a) To conduct assessment of RS and LGAs organizational structure b) To adjust the staff establishments at RSs and LGAs as recommended from the assessment	PO-PSM&GG; MoFP PO-RALG, RSs and LGAs
Target 3: MDAs providing relevant training and backstopping to RSs and LGAs in their respective sectors by June, 2022	Service delivery	a) To conduct training needs assessment for all sector activities in RSs and LGAs b) To prepare trainings programme to be implemented by respective MDAs a) To implement training programmes	PO-RALG MDAs RSs and LGAs
Strategic Intervention 2: To strengthen working relationship between workforce in Central Government, RS and LGAs and the elected Officials			
Targets	Type	Set of activities	Key Actors
Target 1: The disciplinary authority of LGA officials separated from elected officials by June, 2022	Service delivery	a) To review policies, laws, and regulations related to disciplinary mechanisms for LGA staff b) To create awareness to elected officials on the new procedures on disciplinary actions to LGA officials	PO-PSMGG PO-RALG, Sector Ministries MoFP
Strategic intervention 3: Strengthening human resource capacity and management systems at local and Central Government			

Targets	Type	Set of activities	Key Actors
<p>1.1.7 Target 1: Human Resource Data systems efficiently working by June, 2022</p>		<p>a) Lawson linkages and human resource data reconciliation, b) Staff exchange programme (mapping) c) To undertake staff exchange between central level and RS/LGAs d) To institutionalise volunteerism at all levels of government in line with employment policy e) To conduct service delivery survey in RS and LGAs f) To establish mechanism of tracking performance of RS and LGAs in service delivery by data validation and adjustment</p>	<p>PO-PSMGG PO-RALG, Sector Ministries</p> <p>1.1.9</p>

4.2.4 Component 4: Political Decentralization and Central-Local Relations

Political decentralization and central - local relations is an important basis for relationships between the Central Government, RSs and LGAs. Successful decentralisation is often associated with a cordial relationship and trust between central and the lower tiers of the government.

The programme intends to strengthen the autonomy of RSs and LGAs in decision-making, planning and budgeting, participation and accountability. That will entail enhancing their autonomy and also that of grassroots institutions. Similarly, it will cater for influencing and strengthening **political will** and deliberation of actions of national level political institutions to create structures and systems for devolving some of their political mandates to RSs, LGAs, Wards and Village/Mtaa levels in line with aspirations of the citizens and democratic principles enshrined in the Constitution of the United Republic of Tanzania.

Imperatively, political decentralization is the architecture underpinning the relationships between Central Government and local governments. Through this programme the relationship based on **reciprocal obligations** and **trust** among institutions will be strengthened. Consultations between MDAs, RSs and LGAs and, streamlining of oversight and monitoring at each level of the government will also

be enhanced. These aspects are central to improving efficiency and effectiveness of RSs and LGAs in delivering services, as conflicts, duplication of efforts and functions, and waste of public resources will be minimized.

LGRP I and II enhanced collaboration across MDAs, RSs and LGAs though they encountered various obstacles. Several Government Agencies established at the regional or district levels still have weak linkages with the Regional Administration and LGAs implying that there is unclear separation of power and functional relations. The latency therein is conflicting in priority setting. The existing linkage through regional and district consultative committees may not be adequate in the absence of administrative or legal instruments.

Regional Administration functions are not adequately specified by the Regional Administration Act, Cap 97. For example, section 10 of the Act states that employees to be deployed in the RS will be facilitating promotion, development, fostering and upholding of LGAs and realization of goals and targets of LGAs in relation to national development. The roles of Regional Administration are wide, ranging from facilitating and providing technical and advisory support, yet they face several challenges that limit their supervisory functions. The relationships between District Commissioners and Council Management and staff is not always cordial, to the

tune that has sometimes stifled service delivery and limited innovation in growth enhancing interventions in LGAs. There are inadequate consultations between sectors, PO - RALG, Regions and LGAs with respect to various directives, and inadequacy in oversight and assessment mechanisms of LGAs performance.

However, the decentralization policy aspires common understanding, consensus and commitments of the government to providing guidance on political decentralization to improve central-local relations. Both aspects are crucial for improving governance and service delivery under the decentralized governance framework which this programme is geared to practice it.

4.2.4.1 Awareness Creation on Decentralization Agenda

An important element for effective strengthening of political decentralization is a common understanding of the decentralization policy and strategy as will be underpinned in this programme. The latter is deployed to secure clarity on the roles each government leader is expected to play with respect to decentralization architecture in the country.

Issues to be Addressed			
(i) Lack of common understanding and consensus on decentralization matters			
(ii) The present IT capability have not been used sufficiently for dissemination and capacity development			
Strategic Intervention 1: To create awareness on decentralization policy and strategy to political leaders across all levels of government			
Targets	Type	Activities	Key Actors
Target 1: All political leaders have a common understanding on decentralization policy and their roles in deepening decentralization by June, 2021	Capacity building	To prepare orientation materials for effective dissemination and orientation of decentralization policy To conduct orientation workshops to all political leaders (Members of Parliament, RCs, RASs, DCs, DASs and Councillors) To capacitate political leaders at grassroots with necessary working tools	PO-RALG PMO Office of the National Assembly
Strategic Intervention 2: To strengthen capacity for information sharing between different levels of government			
Targets	Type	Activities	Key Actors
Target 1: On-line platform/ digital portals for disseminating policy related issues to all actors in place and utilised by December 2021	Service delivery	a) To review, update, and activate online platforms at all levels of government b) To develop capacity of GIS and ICT staff to manage on-line platforms	PMO PO-RALG MDAs

4.2.4.2 Establish dialogue between Central Government, RS, LGAs, Private Sector and CSOs

Effective decentralization nurtures good working relationships among actors at all levels. While there is an institutional framework that provides

linkages and interface between central and sector ministries, regions, and LGAs, it is important that this framework is strengthened and sustained to enhance consultations and dialogue among them and, also between them and non-state actors, particularly the private sector and CSOs.

Issue to be Addressed: There is limited consultations involving MDAs, RSs, LGAs, and non-state actors (private sector, CSOs, Philanthropies) on matters related to decentralization.			
Strategic Intervention: To institute and strengthen consultations for enhancing common understanding on Decentralization matters			
Targets	Type	Activities	Key Actors
Target 1: Annual Consultation Forums on decentralization at different levels of government held February, 2021	Service delivery	To conduct annual consultation forums at national, regional, and LGA levels Advocate/Training/Awareness on attributes of rural and urban linkages, in the wave of urbanization in harmonizing social and economic well-being in LGAs	PMO; PO-RALG; Other MDAs; RS; LGAs; Non-state actors

4.2.4.3 Establish a framework for multi-sectoral assessment

An affective framework of performance assessment between different levels of government will be necessary to strengthen relationship between central and local governments.

Issues to be Addressed: Conventional M&E is not comprehensive enough to cover aspects of outcomes and impact of interventions			
Strategic Intervention 1: To institutionalize M&E system on formative/operations research			
Targets	Type	Activities	Key Actors
Target 1: Guidelines on formative research on decentralization in place by June, 2022	Service delivery	a) To set a research agenda to inform implementation of decentralization b) To prepare guidelines for formative research	PMO, PO-RALG, Sector Ministries
Targets	Type	Activities	Key Actors
Target 2: Formative research on outcomes and impacts of decentralization undertaken by research institutions in place by June, 2023	Service delivery	a) To engage research institutions for carrying out formative research on decentralization b) To disseminate and validate research findings at various levels of government	PO-RALG Research institutions

4.2.5. Component 5: Coordination and Programme Management

4.2.5.1 Subcomponent 5.1: Strengthening coordination

PO-RALG will take a lead in coordinating, monitoring, and evaluating all interventions deemed necessary to achieve the NDP objectives. It is, therefore, important that there is effective coordination, monitoring, reporting and **(Impact)** evaluation of interventions of the programme. This entails actions to properly re-delineate roles, functions and responsibilities of all MDAs.

In addition, non - governmental players such as NGOs, CSOs and the Private Sector, will be given space to carry out some activities which will complement those undertaken by the public sector. It is crucial that there will be a close monitoring of executed strategies and plans, and that there will be effective and efficient reporting so to ensure that all key players receive timely feedback of progress and challenges.

Where necessary, measures aimed at improving the implementation of the Policy will have to be promptly taken on board. Scheduled monitoring and evaluation framework is important as it will inform the actors on the status towards intended outcomes.

4.2.5.1.1. *Division of functions, roles and responsibilities for public service delivery*

The functions of public services delivery are performed by different actors at different levels and capacities. The distribution of functions to different actors is meant to create synergies in public services delivery. There are many laws which cut across all levels especially on governance matters. In addition, there are various sector policies which provide guidance on the role and functions of different levels of government for implementation of various activities in different sectors. Consultations conducted during formulation of NDP suggested the need to carry out further reviews to ensure that existing policies and laws align with the demands of on-going political, economic, social and environmental changes.

The primary legislation that will need immediate review and harmonization to facilitate implementation of NDP in line with the Constitution include Local Government legislations such as: *The Local Government (District Authorities) Act, [CAP. 287]; The Local Government (Urban Authorities) Act [CAP. 288]; The Local Government Finances Act, [CAP. 290], The Local Government (Election) Act, [CAP. 292] and the Regional Administration Act (Cap 97).*

Some key issues that call for review are the necessity for clarity and specification of functions, roles and responsibilities including revenue sources and expenditures of LGAs to tag them to various areas of service delivery and; the need for specifying

functions to be performed by LLGs and Service Facilities. Essentially, the significance of addressing issues of **rural and urban divide** are pivotal in implementing the programme and NDP.

4.2.5.1.2 Capacity for coordination, monitoring, evaluation and reporting strengthened

While PO-RALG has the mandate to coordinate implementation of decentralization programmes, there is a wide perception that decentralisation was the agenda for PO-RALG and that other MDAs were less concerned about it. NDP must be seen as a national policy for all sectors and agencies.

The NDP 2020 sets an operational framework for the delivery of services by different sectors and levels of government and other stakeholders. Other stakeholders comprise of the private sector, the non-governmental sector, development partners and academia and research institutions. The implementation of the policy must be well coordinated, monitored and evaluated on its impact to ensure that actors operate within the framework set by the policy to avoid overlap, misconception, duplication, interferences and conflicts.

Monitoring, evaluation and reporting

The monitoring, evaluation and reporting framework for decentralisation shall stipulate routine information and data that will be collected to inform the implementation of the programme. There shall be established **monitoring** and **evaluation indicators** for routine data collection. The tool shall facilitate flow of information from community level through to NDSC. The information and data will be analysed,

interpreted and used at different levels to address challenges and problems caused or encountered in the implementation of the policy. LGAs will use the information to redress overlaps, challenges and problems in the lower local governments; the RSs will work on challenges and problems in LGAs; and NDSC will address challenges and problems at regional and ministerial levels.

Evaluation and review of the programme shall be done at intervals to be decided by the government. Initially it could be done after three years and subsequently after 5 years. Evaluation shall be done by NDSC every year. The evaluation report shall provide explanations for observed levels of compliances and deviation in the implementation of the policy. It should also provide information on the value of the programme and the relationship between its implementation and the effect [**output, outcomes and impacts**] in service delivery and LED. The evaluation process shall also be coordinated by the National Decentralisation Technical Committee (NDTC) and the feedback disseminated with directives on what to be done to effectively improve implementation and to enhance the impact of the policy on service delivery and local development.

In that accord, interventions, targets, activities and key actors feature are described in the matrix below:

Issues to be Addressed			
(i) Assignment of functional responsibilities is guided by different legal frameworks that sometimes lead to overlaps and interferences			
(j) There is insufficient coordination of policy interventions which involve different actors			
Strategic intervention 1: To strengthen framework for roles and responsibilities for all levels of government and other stakeholders			
Targets	Types	Activities	Key Actors
Target 1: Framework for harmonised roles and responsibilities in place and being applied by December 2020	Service delivery	To develop a framework for re-assignment of roles and responsibilities in line with NDP To validate proposed framework for adoption by all MDAs, RSs, and LGAs through amendment of various policies, legislations and guidelines	PMO; PO-RALG; RCU Other MDAs; RS; LGAs
Target 2: Specific roles and responsibilities for central and sector ministries, RSs, and LGAs with respect to service delivery in place and implemented by June 2022	Service delivery	To facilitate central and sector ministries undertake relevant policy formulation, revisions and amendment of laws and regulations (<i>eg Rural Development Policy of 2003, finalize Urban Development Policy, etc</i>) To disseminate approved policy revisions, strategies and legal amendments to all key actors	PMO; PO-RALG; RCU Other MDAs; RS; LGAs
Strategic Intervention 3: To strengthen M&E systems for tracking implementation of decentralization policy			
Targets	Types	Activities	Key Actors
Target 1: Guideline for harmonized PO-RALG and Sector M&E reviewed by December 2022	Service delivery	To review guidelines for harmonized M&E	PMO; PO-RALG; RCU Other relevant MDAs RS; LGAs
Target 2: PO-RALG and Sector reporting in line with harmonized M&E guidelines by June 2023	Capacity building	To train PO-RALG and sector M&E staff on the application of harmonized M&E guidelines To procure equipment and tools for monitoring, evaluating and reporting To verify and guide on application of procurement principles/guidelines in PO-RALG, RSs and LGAs	PMO; PO-RALG; RCU Other relevant MDAs RS; LGAs

Strategic intervention 3: To strengthen capacity for coordinating policy related interventions involving different levels of government and non-government actors			
Targets	Types	Activities	Key Actors
Target 1: PO-RALG capacity for policy coordination enhanced by June 2021	Capacity building	a) To prepare a programme and conduct training to MDAs, RSs, and LGAs on policy linkages to promote integrated productivity b) To procure equipment and tools for coordination in MDAs, RSs, and LGAs c) To establish and harness data-base for maintenance of Regional Income Generation Activities and promoting micro - finance, economic leverage and connectedness of stakeholders	PMO; PO-RALG RCU; Other MDAs
Target 2: All levels of government and other stakeholders are aware of coordination arrangements by December 2020		a) To prepare guidelines for coordination of stakeholders' engagement in matters of decentralization b) To orient stakeholders' coordination on matters of decentralization c) To conduct RSs and LGAs Functional/Performance Benchmarking across sectors, business process and impact of service delivery	PO-RALG
Strategic Intervention 4: To Strengthen Communication Framework for informing all actors at all levels of government			
Targets	Types	Activities	Key Actors
Target 1: Communication strategy in place by December 2020	Service delivery	a) To develop a communication strategy for decentralization policy b) To validate the communication strategy for adoption by all MDAs, RSs, and LGAs	PO-RALG MDAs GGR- State house RS LGAs
Target 2: Effective communication between PO-RALG, MDAs, RSs, and LGAs realized by December 2021	Service delivery	a) To disseminate communication strategy on decentralization to all MDAs, RSs, LGAs and non-state actors b) To assess the effectiveness of the communication strategy	PO-RALG MDAs GGR- State house RS LGAs

4.2.5.1.3. Training lower level leaders on roles and responsibilities

The grassroots leadership is key to translating national policies and mobilizing communities in their respective localities. To be effective, elected officials at Ward, Village, and Hamlet/Mitaa levels are ought to have a good understanding of their roles and responsibilities in the context of political decentralization as outlined in NDP. Efforts will be made to ensure that after every election, elected officials are trained or well oriented to understand their political and administrative responsibilities.

Key activities and outputs under this strategic intervention are presented below:

Issue to be Addressed: Leaders and officials at LLGAs do not have a common knowledge and understanding on their roles and responsibilities			
Strategic Intervention: To strengthen the capacity of the MDAs, RS, LGAs, including LLGAs on their roles and responsibilities in relation to Decentralization			
Targets	Type	Activities	Key Actors
Target 1: Handbooks (trainers and participants) for training LLG leaders and officials on roles and responsibilities in place by June 2021.	Capacity building	a) To prepare the training handbooks b) To validate training handbooks c) To print the training handbooks	PO-RALG
Target 2: All LLG leaders and officials trained on roles and responsibilities by June 2023	Capacity building	a) To conduct training of trainers (ToTs) to 185 LGAs b) To train WEOs, VEOs, Village/ <i>Mitaa</i> Chairpersons c) To support establishing of By-Law Management Information System to automate overall process of By-Laws establishment across LGAs and MDAs	RSs and LGAs

4.2.5.2: Subcomponent 2: Programme Management

4.2.5.2.1. *Programme management structure*

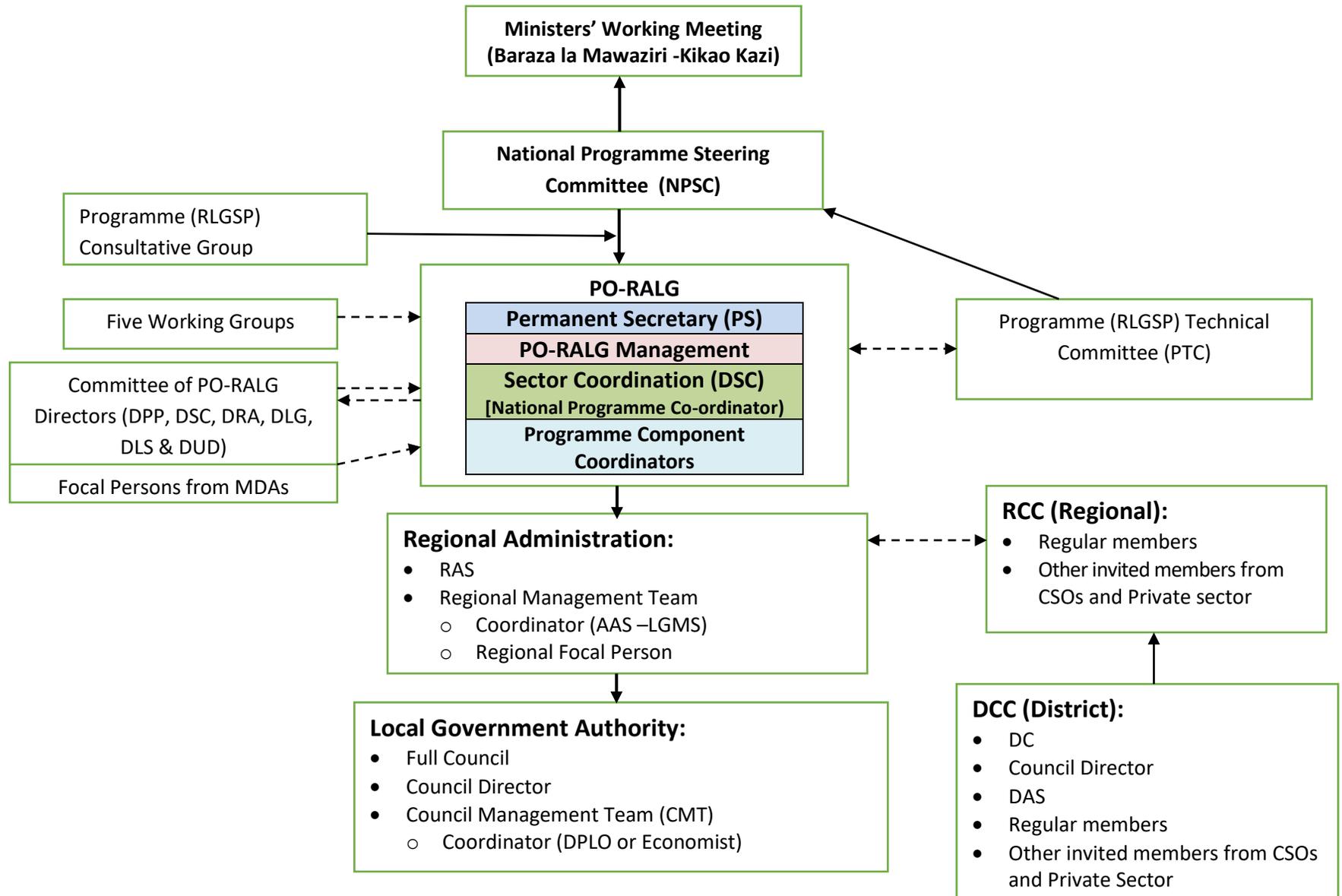
PO-RALG has the mandate to coordinate implementation of decentralization programmes, working in collaboration with the sector Ministries and other stakeholders.

As described in previous sections, the key purpose of the programme is to **engage** and **coordinate** all stakeholders towards improving the delivery of public services, promoting regional and local economic development, and enhancing community participation and downward accountability at the local level. In furtherance, the will inform and align

all actors (MDAs, RSs, Development Partners, Private Sector, and CSOs) in operationalizing the NDP. A robust coordination of all these key actors is important for ensuring alignment of decentralization objectives with stakeholders' development goals and interventions, monitoring and reporting.

RLGSP cuts across all levels of government (central and local) as well as other actors such as Private Sector, DPs, CSOs, NGOs and the Academia. Where necessary, it fits into other on-going programmes in the respective RLGSP strategies, interventions and activities. An effective structure of the RLGSP coordination will have to be put in place and functional as described in this subsection. Figure 2 below summarises the overall programme management and coordination.

Figure 2: RLGSP Management and Coordination Structure



As figure 4 indicates, the implementation of the RLGSP is to a large extent

mainstreamed in the government structure and it includes:

<p>1. Decision making level i.e. high-level structure which involves the Working Meeting of Ministers (<i>KB-Kazi</i>), National Decentralization Steering Committee (NDSC) and National Decentralization Technical Committee (NDTC).</p>	<p>2. Decentralization Consultative Group at national level involving central ministries, relevant sector ministries and Development Partners supporting the programme.</p>
<p>3. Thematic Working Groups to support and advise the National Decentralization Technical Committee.</p>	<p>4. Centre - level management, coordination and implementation at PO - RALG with day to day functions of the National Coordination Team.</p>
<p>5. Management, coordination and implementation at Regional Secretariats and Local Government Authorities.</p>	<p>6. Implementation at Lower Level Governments and Facilities.</p>

The composition, frequency of meetings and detailed functions of all organs involved in the programme management and coordination are described below:

Working Meeting of Ministers (KB-Kazi)

The Working Meeting of Ministers (WMM) i.e. *KB-Kazi* is the body and highest coordination organ in the programme structure. It is a fundamental organ in coordinating and guiding the decentralization process. While this body meets for many important

government businesses, decentralization will form a permanent agenda during the programme implementation period. It is held annually under the Chairmanship of the Prime Minister. The Permanent Secretary, Prime Minister’s Office (*Prime Minister and Parliament*) is the Secretary. Other members who attend the meeting are all Ministers and Deputy Ministers. The meeting will be attended by Permanent Secretaries. The key functions of this body with respect to decentralization include:

<p>1. Provide a platform or forum for high level government key stakeholders in the decentralization process to obtain and/or share views and experiences relating to implementation of various strategic interventions including successes, challenges and way forward.</p>	<p>2. Deliberate and provide resolutions on various strategic issues relating to implementation challenges on decentralization interventions emanating from the National Decentralization Steering Committee (NDSC).</p>
<p>3. Direct and/or advise government institutions, DPs, Private Sector, Non-State Actors and Academia as key stakeholders for enhanced support and collaboration geared towards realizing the targeted objectives and goals of the programme in a more efficient and effective way.</p>	<p>4. Advocating the Decentralization policy within all levels of the government and to the other stakeholders</p>
<p>5. Monitor and evaluate progress relating to implementation of Decentralization across all layers of government and other key stakeholders;</p>	<p>6. Review implementation of Decentralization within the government in order to identify overlaps, conflicts, potential synergies and, areas requiring further strengthening</p>

Office of the Chief Secretary

The Office of Chief Secretary headed by Chief Secretary has a broad consultative role on all matters relating to Decentralization through its Directorate of Good Governance and Reform Coordination (DGGRC). The Director of DGGRC assumes the role of Secretary while consultations are being provided and/or held by the Office to both the Cabinet Meeting on matters of decentralization and the National Decentralization Steering Committee.

National Decentralization Steering Committee (NDSC)

The National Decentralization Steering Committee (NDSC) is responsible for overseeing implementation of the Decentralization process. The committee provides final decisions with regard to RLGSP for various matters emanating from National Decentralization Technical Committee (NDTC) and other sources. The committee is chaired by the Permanent Secretary, PMO, (Prime Minister and Parliament). PO-RALG will form the secretariat to the committee.

(PSs) for central ministries responsible for:-The committee will meet quarterly (four times a year) to review the programme's implementation progress and address all policy and strategic matters affecting implementation of the RLGSP. The key functions of the NDSC will include:

1. State House	2. Public Service Management
3. Regional Administration and Local Government	4. Vice- President's Office
Prime Minister's Office	Finance and Planning
Defence	8. Co-opted members (PSs) from other ministries

committee is composed of Permanent Secretaries

1. Review and approve RLGSP Annual Work Plans and Budget	2. Approve logistics for supporting implementation of the decentralization strategies, interventions and activities
3. Oversee the implementation of programme activities	4. Approve relevant manuals and guidelines to enable smooth implementation of the programme strategies and activities
5. Oversee the implementation of good financial management practices within the programme including timely releases of funds from the Treasury as per approved budgets.	6. Review and approve financial reports including annual statements of the programme.
7. Review and adopt audited financial statements of the programme	8. Review and approve consolidated quarterly, semi-annual and annual RLGSP progress implementation reports.
9. Approve framework and Terms of Reference for technical support to the components as well as technical support on joint monitoring and evaluation of the programme.	10. Review and approve the mechanism for collaboration and coordination across all stakeholders in the decentralization process as managed by the programme.
11. Facilitate and approve establishment of RLGSP funding mechanisms	12. Approve changes in policies and regulations to capture and/or to further improve decentralization for onward submission to higher organs as per the laid down government approval process.
13. Discuss issues of mutual concern relating to the implementation of decentralization in the country and forward them to the WMM (<i>KB-Kazi</i>).	14. Review and approve the recommended date and agenda for the WMM

Decentralization Consultative Group (DCG)

The Decentralization Consultative Group will provide advice to the NDSC by providing avenues for consultations among MDAs on matters relating to planning and budgeting as well as implementation of decentralization strategies, interventions and activities.

It is chaired by the PS-PO-RALG, co-chaired by DPs and the secretary to the group is the Director responsible for Sector Coordination (DSC), PO-RALG. Other members to the Group are Directors who are members of NDTC and DPs supporting the Programme. It will be held twice a year

National Decentralization Technical Committee (NDTC)

The National Decentralization Technical Committee (NDTC) is responsible for providing technical support to different players in the implementation of Decentralization process. The committee is composed of relevant Directors from the key ministries represented in the NDSC. The Directors from respective ministries will be appointed by their respective PSs.

The committee is chaired by the Director of Government Business Specifically, the members to the committee are (DGB) from Prime Minister's Office (PMO) and the DSC from PO-RALG is the secretary. The committee will meet quarterly and furnishing its report to the NDSC. The key function of the NDTC, is to deliberate and work out in detail and on technical matters submitted

by the National Coordination Team (NCT) and decide on appropriate proposals or recommendations to ensure informed and smooth functioning of NDSC in reviewing and approving concerned issues as necessary.

1. Director, Governance and Reform Coordination (State House)	2. Director of Policy and Planning (DPP), PO-PSMGG
3. Director of Local Government (DLG), PO-RALG	4. Director of Urban and Rural Development, (DURD), PO - RALG
5. Director of Policy and Planning (DPP), PO-RALG	6. Director of Regional Administration (DRA), PO-RALG
7. Director of Legal Services (DLS), PO-RALG	8. Director of Information, Communication and Technology (DICT)
9. Director of Policy and Planning (DPP), MoFP	10. Director of Policy and Planning (DPP), MoHA
11. Director of Policy and Planning (DPP), Defence	12. Assistant Commissioner for Budget (Local Government), MoFP
13. Director of Planning and Environment, Vice President's Office;	14. Co-opted Directors from other ministries (Health, Education, Water, Agriculture, Livestock and Fisheries, Natural Resources, Land, Energy, Minerals, Industries and Trade, Works, Transport and Communication, Youth and Employment and Disabilities, Information and Sports

Working Groups (WGs)

The WGs will provide technical and professional advice on matters of decentralization to the NDTC. The Working Groups will be established in respect of five (5) key areas i.e. (i) Regional and Local Economic Development (LED) (ii) Community Participation and Cross-cutting issues (iii) Finance and Human Resources (iv) Service Delivery and (v) Political and Central-Local Relations.

Members to these Groups are Representatives from respective ministries and representatives of DPs supporting the Programme, Non- State Actors (NSA) and Private Sector. The WGs will meet quarterly. The WGs will be co-chaired by both DPs and respective members from the Ministries. PO-RALG will form the Secretariat.

President's Office, Regional Administration and Local Government (PO-RALG)

PO-RALG is responsible for the overall coordination of Programme. It will be assisted by the National Coordination Team (NCT) comprised of five relevant experts appointed from PO-RALG and other MDAs in line with Programme Components. The NDSC will appoint members of the NCT. One Member of the NCT will be the National Programme Coordinator who will report to the Director of Sector Coordination (DSC) in PO-RALG. The NCT will be charged with day to day management and coordination of the programme. More specifically, the NCT will perform the following:

1. Coordinate the preparation of the RLGSP Annual Work Plan and Budget in close cooperation with the Regional Secretariats, LGAs, DPs supporting on and off budget activities, and other stakeholders.	2. Provide support on programme administrative services and logistics.
3. Manage, monitor, evaluate, harmonise and coordinate implementation of programme activities.	4. Facilitate M&E of Programme implementation, prepare progress reports and keep records.
5. Facilitate preparation of implementation manuals and guidelines.	6. Prepare fund request documents and follow up to Ministry of Finance and Planning, DPs and other sources to enable timely disbursement of funds.
7. Facilitate preparation of financial reports including annual statements of the programme and make them available for internal and external audits.	8. Develop mechanism for collaboration and coordination across all stakeholders in the decentralization process as managed by the programme.
9. Coordinate capacity enhancement to stakeholders on matters of decentralization	10. Facilitate and serve as the secretariat to the Programme as well as NDTC and NDC

Ministerial Focal Persons

MDAs will appoint Focal Persons who will work closely with PO-RALG through NCT to ensure that Decentralization strategies and interventions are mainstreamed and implemented across sectors in the government, non-state actors and Private Sector.

Regional Administration

The Regional Secretariats will coordinate implementation of the Programme at regional level. Regional Secretariats will perform the following roles and responsibilities: Provide technical backstopping on Decentralization matters to LGAs.

In performing these roles, the Regional Administrative Secretary will be accountable, assisted by a Focal person appointed from among competent senior officers/ experts at the regional level.

1. Capacity enhancement to LGAs on programme components.	2. Coordinate and guide operations of LGAs on Programme implementations
3. Monitor and evaluate Programme implementation at LGA level	4. Compile Programme implementation reports from LGAs.

Local Government Authorities

Local Government Authorities are mandated to perform meaningful decentralization, promote participatory and democratic decision-making and also provide local government services in an efficient and cost-effective manner. The Council Directors will oversee programme implementation at the Council

level as assisted by the Council Programme Coordinator on the day to day operations and coordination.

The Council Programme Coordinator will be responsible for the following functions:

1. Prepare programme Budget and Annual Work Plan at LGA level.	2. Coordinate implementation of the Programme components and related interventions at council level.
3. Prepare and consolidate quarterly, semi-annual and annual programme progress implementation reports at the LGA level.	4. Provide analytical and problem- solving support to the implementation of the programme to the lower level implementers within the LGA.
5. Attend and be part of secretariat during DCCs on matters related to the Programme.	

3.2.5.2.2 Programme support, supervision and monitoring

Issues to be Addressed			
(i) Programme (RLGSP) interventions are multi-sectoral and multi-institutional			
(ii) Absence of a functional institutional set up to support implementation of programme interventions may delay the expected outcomes of NDP			
(iii) PO-RALG has not been actively engaged in promoting economic empowerment through its wider network and linkages			
Strategic Intervention 1: To put in place appropriate structures for managing the programme			
Targets	Type	Activities	Key Actors
Target 1: institutional structures are in place to support programme management	Service delivery	<ul style="list-style-type: none"> a. To establish Programme management/administration at all levels (PO-RALG, MDAs, RS, LGAs,) b. To undertake supervisions by Coordination office c. To convene Cabinet Working Meeting (KIKAO KAZI) Chaired by PM 4 times a year d. To convene National Decentralisation Steering Committee (NDSC) 4 times a year e. To convene Decentralisation Consultative Group 4 times a year f. To Convene National Decentralisation Technical Committee (NDTC) 4 times a year g. To convene 6 Technical Working Groups (TWGs) along thematic functions 4 times a year h. To convene National Coordination Team meetings on monthly basis i. To convene REGIONAL Management Meetings on 4 times a year j. To convene RCC (regional forum) meetings 4 times a year k. To Convene Regional Coordination Team meetings on a monthly basis l. To convene LGAs sector review sessions in implementations of RLGSP for quality assurance m. To link the Decentralization Policy and LED in the National Development Plan 2025 	PMO PO-RALG RS MDAs LGAs Non state actors

<p>Target 2: All levels of government equipped with infrastructure, equipment and tools to perform by 2025</p>	<p>Investment</p>	<p>a. To provide vehicles for programme management, monitoring and oversight responsibilities b. To facilitate PO-RALG with equipment and working facilities - GIS, ICT, etc c. To support village/Mitaa offices with equipment and working tools</p>	<p>PMO PO-RALG RS MDAs LGAs Non state actors</p>
<p>Target 3; Supervision, Monitoring and evaluation reports produced on time</p>	<p>Service delivery</p>	<p>a. To undertake management oversight missions to the Regions and LGAs b. To support Ward and council in CSOs in GIS - based mapping, database management and coordination c. To conduct inter-ministerial programme Monitoring - M&E led by DPP - PO-RALG, 2 times a year d. To undertake oversight monitoring of RLGSP implementation in regions and Councils 4 times a year e. To conduct Programme Mid-term Review during the third the Programme implementation f. To conduct End of phase I of Programme implementation on the 5th year g. To prepare programme reports and disseminate to forums to all stakeholders at PO-RALG, RS and LGAs h. To prepare advocacy MEDIA (Radio, TV, Programs ETC) presentations</p>	<p>PMO PO-RALG RS MDAs LGAs Non state actors</p>
<p>Target 4: Programme management staff have appropriate capacity and skills for roles and responsibilities</p>	<p>Capacity building</p>	<p>a. To strengthen staff capacity in management, coordination and problem-solving skills for RLGSP b. To conduct working sessions to build capacity of programme of coordination officers at PO-RALG, RS and LGAs levels</p>	<p>PMO PO-RALG RS MDAs LGAs Non state actors</p>
<p>Target 5: Programme management support to LGAs to achieve higher service delivery and economic goals</p>	<p>Service delivery</p>	<p>a. To promote local products from LGAs in exhibitions connecting with potential markets and opportunities outside the country b. To imbue RSs and LGAs through field working sessions insights of energy efficiency skills and attributes in service delivery for promoting productivity in investment ventures</p>	<p>PMO PO-RALG RS MDAs LGAs Non state actors</p>

4.2.5.3.2: Building an Inter-face between Central MDAs' Development Partners, CSO, Private Sector and Regional Administration and LGAs

PO-RALG has a role of building the interface between Central and Sectors Ministries, Departments and Agencies, Development Partners, CSO, Private Sectors, Regional Administration and LGAs with respect to the objectives of RLGSP. The intention is to develop linkages which are effective and efficient, thus enable RA and LGAs to attend their mandated functions effectively.

Thus, PO-RALG shall ensure that RA and LGAs are properly guided, coordinated and supported when implementing directives from Central and Sectors Ministries, Departments and Agencies. They will also need technical support when engaging with Development Partners, CSO and Private Sector. On the other hand, PO-RALG will ensure that, RA and LGAs becomes accountable for their actions and results against support/resources provided by Central, Sector Ministries, Development Partners, CSO and Private Sector.

Issues to be Addressed: Operational relations, accountability, and understanding among and between MDAs, Development Partners, CSO, Private Sector and Regional Administration and LGAs are not always clear and effective			
Strategic Intervention 1: To establish effective and efficient linkages between Central and Sector MDAs, Development Partners, CSO, Private Sector and Regional Administration and LGAs			
Targets	Type	Activities	Key Actors
Target 1: Stakeholders' coordination system in place by June, 2021	Service delivery	<ul style="list-style-type: none"> a) Build interface and coordination between Central Ministries, Sector Ministries, Development Partners, CSOs and Private sector b) To conduct Local Government Sector Annual Review c) To re-define jurisdictional location demarcations to establish/strengthen vested mandates d) To install Wide Area Network in 32 LGA Headquarters located to jurisdictional areas e) To extend Wide Area Network to health facilities in LGAs 	PO-RALG

		<p>f) To install Local Area Network to health facilities using GoTHOMIS in LGAs</p> <p>g) To conduct statistics staff capacity development on data analysis in PO-RALG, RSs and LGAs</p>	
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SECTION FIVE

5.0 PROGRAMME COSTS AND FINANCING

5.1 Overall Programme Cost

The total programme (RLGS) cost for the first phase (2020/21-2024/25) is TZS 200,118,532,000 (Tanzanian Shilling Two Hundred Billion, One Hundred Eighteen Million, Five Hundred Thirty-Two Thousand). Costs involve obligations to be incurred in implementing programme activities which are in form of investment, service and capacity building. The budget was developed under the following assumptions:

<p>1. Allocation of targets to be accomplished during the programme period assumes the availability of capacity to implement the programme in full.</p>	<p>2. Policies, laws, guidelines and other framework papers developed as part of the execution of this programme will be completed and operationalized as planned.</p>
<p>3. Where an activity requires intensive technical inputs and outsourcing, external experts must be accompanied by officials from the relevant MDAs in order to build capacity, to utilize the experiences of public officials and to enhance ownership of the programme.</p>	<p>4. Rates/tariffs used in costing the target values are those currently in use in the government system.</p>

5.2 Programme Budget by Components

As the total budget for all five components is **TZS 200,118,532** the larger share is concentrated on:-

Component 1: Local Economic development constitute 41.28 per cent

Component 2: Community Participation has 5.85 per cent,

Component 3: Service Delivery constitute 32.95 per cent

Component 4: Political Decentralization and Central-Local Relations constitute 2.78 per cent, and

Component 5: Coordination and Programme Management constitute 17.15 per cent of the total budget.

The summary of cost per components is shown in **Table 3** below.

Table.3: RLGSP summary components budget requirement and percentage for five years (Amount in TZS '000)

Components		Budget requirement	% of total
Component 1	Local Economic Development	82,602,643	41.28
Component 2	Community participation and local governance	11,707,311	5.85
Component 3	Service delivery, human and financial resource management	65,929,506	32.95
Component 4	Political decentralization and central- local relations	5,555,286	2.78
Component 5	Strengthening Capacity for coordination of functions and Programme Management	34,323,786	17.15
Total Programme Cost		200,118,532	100

5.3 Annual budget

Table 4 presents the breakdown of annual budget for the programme. The programme will require a total budget of TZS 200,118,532,000 for the financial years 2021/22 to 2024/25 as shown in the Table.

Table 4: RLGSP budget for Financial Years 2020/21 - 2024/25 (Amounts in TZS '000)

Programme Components/Year	2020/21	2021/22	2022/23	2023/24	2024/25	Total Budget Requirement	% of total
Component 1: Local Economic Development	1,224,376	11,223,047	26,421,029	23,368,381	20,365,810	82,602,643	41.28
Component 2: Community participation and local governance	475,838	1,554,305	3,221,903	5,559,404	895,861	11,707,311	5.85
Component 3: Service delivery, financial and human resource	5,733,516	18,473,569	14,336,822	16,297,846	11,087,753	65,929,506	32.95
Component 4: Political decentralization and central- local relations	186,290	1,951,988	1,874,958	1,464,970	77,080	5,555,286	2.76
Component 5: Coordination and Programme Management	1,046,119	9,919,178	9,356,955	7,496,177	6,505,357	34,323,786	17.16
TOTAL COST	8,666,139	43,122,087	55,211,667	54,186,718	38,931,861	200,118,532	100.00

5.4 Budget and Expenditure Patterns

The detailed budget with sub-activities and requirements is presented in table 5. The details of budget indicate that **almost 60%** of the budget is for **investment**, **25.6%** for **service delivery**, and **16.4%** for **capacity building**.

The structure of expenditure shows that PO-RALG will utilize and manage 11.3% of the budget for coordination and programme management and central-local relations. Regions will be allocated with 28.6% of the total budget. Regions will be responsible for managing LED and some of coordination activities.

LGAs will access 60.1% of the total budget. The larger part of LGAs' budget will be directed to service delivery, community participation, LED and political decentralization.

1. Table 5: Detailed Budget with Expenditure Patterns (Amounts in TZS '000)

	Cost Item (Strategic Intervention) by Components/Financial Years	2020/21	2021/22	2022/23	2023/24	2024/25	TOTAL
	Component 1: Promoting Local Economic Development						
	Strategic Intervention1: To re-align policies, laws, and regulations to mandate RSs and LGAs or LLG to engage proactively for effective local economic development.						
1	To disseminate Decentralization Policy and allied strategies, clarify issues and guide RSs and LGAs in interpreting the policy, and identify policy and regulatory constraints for implementing LED	137,000	116,000	84,950	0	0	337,950
2	To inventorize potential policy and regulatory constraints in implementing LED by June,2021	17,500	18,250	18,825	16,200	15,125	85,900
3	To amend laws and regulations to enable RSs and LGAs to implement LED	28,000	40,000	26,000	17,500	12,200	123,700
4	To develop a guideline and operationalize LED functions in RSs and LGAs (including modality for SPVs) by June, 2021.	25,000	21,025	22,230	0	0	68,255
5	To review structure of RS and LGA in line with amended laws and regulations	31,500	441,000	564,875	0	0	1,037,375
6	To re-deploy human resource at RS	0	346,650	313,125	61,750	46,175	1,183,275

	Cost Item (Strategic Intervention) by Components/Financial Years	2020/21	2021/22	2022/23	2023/24	2024/25	TOTAL
	and LGA in line with approved changes in structure						
7	To establish formal mechanisms for RS and LGA to work with private sector in developing market-based business development services essential for SMEs	0	109,870	57,500	54,150	31,500	253,020
Strategic Intervention 2:							
To strengthen regional and LGAs data base of public, SME, community innovations and local economic initiatives based on resource endowments and the Regional Investment Guides							
1	To identify and create spatial and non-spatial database of innovations by SMEs and communities in respective sectors	19,500	91,675	43,050	22,200	16,675	48,275
2	To undertake capacity and skill needs assessment in LGAs for innovation and enhance productivity collaborating with private sector.	15,000	65,850	49,450	42,800	41,600	214,700
3	To geographically identify SMEs in LGAs using GIS to inform on needs assessment and investment options	26,250	65,050	90,100	61,000	37,550	279,950
4	To identify by GIS approach priority productive sectors (including product selection) for each LGAs for capacity development	112,500	396,375	209,125	56,450	32,550	807,000

	Cost Item (Strategic Intervention) by Components/Financial Years	2020/21	2021/22	2022/23	2023/24	2024/25	TOTAL
5	To develop the private sector-led BDS and demonstration centres in each LGA	0	321,250	321,200	0	0	642,450
6	To develop a mechanism for partnership with relevant actors (SIDO, private sector, BDSOs, and training institutions for demonstrations and skills development)	0	45,900	39,550	28,000	22,300	135,750
Strategic Intervention 3:							
To develop the skills and knowledge of leaders and other local actors on LED							
1	To undertake orientation sessions for RCC, DCC, Councils and CMT, on LED	0	133,700	83,250	21,825	19,475	258,250
2	To establish pilot SMEs support centres both in rural and urban LGAs	12,500	246,852	234,842	84,725	0	578,919
3	To support regions to prepare or review spatial investment profiles and promotion plans for RS and LGAs	19,500	59,250	0	0	0	78,750
4	To undertake training of trainers on LED for focal persons and champions for all regions	0	206,700	81,125	0	0	287,825
Strategic Intervention 4:							
To strengthen business environment and availability of funding for industrialisation (revolving or equity funds) to stimulate investment in local industrial clusters and business growth in Regions and LGAs							
1	To establish 10 innovation and	12,500	319,530	241,230	172,083	0	

	Cost Item (Strategic Intervention) by Components/Financial Years	2020/21	2021/22	2022/23	2023/24	2024/25	TOTAL
	investment support centres for five districts by June 2021						745,343
2	To promote market for locally manufactured goods.	0	130,800	121,150	94,473	78,425	424,848
3	To inventorize investment potentials and requirements for funding based on targeted sector interventions by regions and LGAs	7,250	56,150	57,200	28,100	0	148,700
4	To determine and set a ring-fenced funding model for strategic industries each financial year	0	8,500	5,700	2,550	0	16,750
5	To prepare guidelines for access and utilization of funds and undertake financial validation of investment inventories in LGAs	0	9,600	12,925	10,500	0	33,025
8	To formalize informal sector and/or link with SMEs, large enterprises and other business support services	0	90,100	90,500	75,150	0	255,750
9	To conduct training to RSs and LGAs on industrial investment and business and support local industrial investment initiatives	0	92,150	397,125	491,575	465,200	1,446,050
10	To strengthen partnership with relevant actors (SIDO, private sector, and training institutions for demonstrations	0	9,593	32,825	30,525	0	101,720

	Cost Item (Strategic Intervention) by Components/Financial Years	2020/21	2021/22	2022/23	2023/24	2024/25	TOTAL
	and skills development)						
11	To prepare plans involving geographical inventories/mapping for identified strategic industrial and business ventures.	30,500	46,500	43,100	33,875	0	153,975
12	To prepare engagement mechanism for partnerships to enable BDS providers to support SMEs in strategic sectors.	0	30,700	46,125	0	0	76,825
13	To verify and guide RSs and LGAs on resettlement Action plan, ESIA and SEA interventions in carrying-out investment ventures.	5,000	49,100	45,650	42,925	37,525	180,200
15	To establish Special Purpose Vehicles (SPVs) for LGAs strategic investments	0	32,100	31,850	0	0	63,950
16	To conduct training/awareness sessions on attributes of decentralization capturing rural and urban linkages, in the wave of urbanization in harmonizing social and economic well-being in LGAs	40,500	10,575	8,675	7,225	4,748	71,723
	Strategic Intervention 5:						
	To support investment in infrastructure to facilitate increase in productivity, value addition and access to diversified markets						
1	To identify and support geographical inventory and accessibility to land lots and priority infrastructure needs in line with priority sectors identified by LGAs	100,000	456,000	468,050	452,750	446,725	1,923,525

	Cost Item (Strategic Intervention) by Components/Financial Years	2020/21	2021/22	2022/23	2023/24	2024/25	TOTAL
2	To engage relevant infrastructure providers (TARURA, RUWASA, TTCL, TCRA, NEMC, etc) in investment for priority infrastructure needs (eg. feeder roads, irrigation facilities, greening and water reservoirs, etc)	225,000	2,712,700	5,222,100	2,684,000	2,555,850	13,174,650
3	To validate social - need/welfare justification of investment proposal.	3,750	0	7,625	0	0	11,375
4	To identify and establish database of local craftsmen (<i>fundis</i>) by quality engageable in Force Account works.	0	31,600	64,000	28,850	0	124,450
5	To prepare a guideline for craftsmen in executing Force Account works in line with PPRA guidelines.	0	21,900	18,500	0	0	40,400
Strategic Intervention 6:							
To strengthen and support LGAs to undertake and intensify formalisation of land properties, informal business, and improving business environment							
1	To support LGAs in accelerating planning and development on land and formalization for lease and acquire and allocate land for their strategic industrial and investment needs	29,726	92,500	185,000	183,075	93,250	583,551
2	To acquire and allocate land for strategic industrial and investment needs of LGAs	250,000	4,000,000	17,950,000	18,375,000	15,892,750	56,467,750

	Cost Item (Strategic Intervention) by Components/Financial Years	2020/21	2021/22	2022/23	2023/24	2024/25	TOTAL
3	To strengthen a GIS Unit at PO-RALG into a Metro-Hub and procure equipment (tooling and re-tooling) for monitoring, coordinating and guiding investment/ development undertakings in RSs and LGAs	46,250	18,150	39,000	31,000	14,800	149,200
4	To enhance data collection management in Social services at grassroots level/LGAs	0	75,500	70,750	42,876	0	189,126
5	To conduct inventory of future health facility potential investment demand in LGAs in trajectory of social, economic and environmental demands in LGAs	0	33,200	0	0	21,050	54,250
6	To establish parameters/ indicators leading to good practicing and institute a vibrant business environment	0	9,950	7,700	0	0	17,650
7	To assess competitiveness of regions and LGAs and establish good practices based on local government competitive index every two years	0	40,100	0	46,150	0	86,250
8	To set a tracking mechanism in issuance of Construction/Building Permits, adhering to Building Codes and Standards to hasten meaningful investments in LGAs	22,150	24,050	26,150	20,500	20,000	112,850

	Cost Item (Strategic Intervention) by Components/Financial Years	2020/21	2021/22	2022/23	2023/24	2024/25	TOTAL
9	To conduct vulnerability assessment of rural and urban areas in encounter of climate change impacts for investment	7,500	59,000	46,000	40,575	37,150	190,225
110	To assess performance of SPVs established in regions and LGAs	0	8,825	8,375	8,025	7,613	32,838
	Sub-total Component 1	1,224,376	11,223,048	27,486,501	23,368,381	20,365,810	82,602,643
	Component 2:						
	Strengthening community participation and local governance						
	Strategic Intervention 1:						
	To support lower level governments to improve participatory planning and budgetary process using improved O&OD guidelines						
1	To conduct training and rolling-out implementation of improved O & O D methodology to selected LLG leaders and staff including WEOs, VEOs/MEOs, extension officers in 185 LGAs	72,500	495,200	480,050	0	0	1,047,750
2	To carry-out capacity enhancement to Ward, Village, LGA and RS leaders, staff and experts on procurement practices in undertaking community-based works/projects relative to PPRA rules	0	175,000	169,500	172,425	95,125	442,550
3	To evaluate application of improved O & OD methodology in all LLGs	0	0	52,861	105,836	52,861	105,836

	Cost Item (Strategic Intervention) by Components/Financial Years	2020/21	2021/22	2022/23	2023/24	2024/25	TOTAL
4	To identify community initiatives and apply GIS tool to address immediate social, environmental and spatial development needs	34,375	22,813	16,475	16,395	0	90,057
5	To provide matching grants to support community initiatives based on established qualifying criteria	0	507,750	745,500	733,250	732,875	2,719,375
Strategic Interventions 2:							
To strengthen capacity of Ward Tribunals and Village land tribunals to effectively and efficiently resolve land disputes							
1	To conduct trainings on relevant legislations and regulations delineating functions and roles of land tribunals and mechanisms for conflict resolution	0	89,500	0	0	0	89,500
2	To review composition and criteria for qualifying members of tribunals	0	45,550	0	0	0	45,550
Strategic Intervention 3:							
To strengthen capacity of LLGs with necessary infrastructure							
1	To conduct inventory of Wards, Villages and <i>Mitaas</i> without office accommodation facilities.	0	53,000	0	0	0	53,000
2	To provide budgetary and technical support to LLGs to construct and furnish offices complimentary to community efforts	225,088	7,643,750	8,893,750	9,178,750	0	25,941,338

	Cost Item (Strategic Intervention) by Components/Financial Years	2020/21	2021/22	2022/23	2023/24	2024/25	TOTAL
3	To conduct inventory of Wards, Villages and <i>Mitaa</i> short of working tools (<i>computers, file cabinets, printers</i>), and provide financial support	0	259,500	0	0	0	259,500
4	To provide network connectivity between LGAs and LLGs, and provide basic training for use of digital facilities	15,000	40,000	17,625	15,625	15,000	85,000
Strategic Intervention 4:							
To expand and deepen community participation in management of development projects and interventions.							
1	To prepare and disseminate to LGAs, Wards, and Villages guidelines on community engagement in management of development projects b) To train communities on tracking of resource utilization in development projects	10,000	33,000	24,000	18,000	0	85,000
2	To procure working facilities (<i>furniture, computers, printers, projectors</i>) for Planning and Community Development Department	15,750	58,500	225,000	191,250	0	490,500
3	To conduct skills training on project M&E, governance and conflict management to LGAs staff (CMT)	0	62,305	47,717	27,617	0	137,638
	Sub-total Component 2	475,838	4,554,305	8,221,903	10,508,330	895,861	11,707,311

2.

Component 3:							
Enhancing Service Delivery through Improved Financial, Administrative and Human Resource Management							
Strategic Intervention 1:							
To strengthen capacity of LGAs in increasing own source revenue and equalisation grants							
1	To evaluate existing own-source revenue collection capacity in LGAs	0	202,100	0	0	0	202,100
2	To carry out assessment of new potential own sources of revenue for LGAs	416,000	512,000	0	0	0	928,000
3	To provide additional training and non-training support for capacity enhancement for revenue collection	0	0	0	586,000	0	586,000
4	To carry-out <i>strategic</i> feasibility study on tax-base and revenue potentials in LGAs	479,000	818,000	0	0	0	1,297,000
Strategic Intervention 2:							
To review framework of IGFT to further response to resource needs, equity and LGA priorities							
1	To assess current operationalization of IGFT across government levels	65,433	67,433	67,433	67,433	0.00	267,732
2	To develop and roll-out guidelines for coordinating and working on decisions made on resource sharing between Central, Regions and LGAs	21,800	28,600	24,700	24,300	21,700	121,100
3	To review existing formula, validate recommended adjustments and operationalize revised allocation of IGFT to LGAs to enhance equity among RSs and LGAs	53,300	0	0	0	0	53,000

Component 3: Enhancing Service Delivery through Improved Financial, Administrative and Human Resource Management							
4	To conduct research and develop model for LGAs revenue collection competitiveness	80,000	585,750	367,700	0	0	1,033,450
	To validate the proposed guidelines for implementation and adjust and operationalize the allocation formula	0	47,000	40,000	0	0	87,000
	To conduct inventory and impact study on defaults in deviation of funds, delays in preparation of financial reports and transfer of funds from MDAs to RSs and LGAs and; increased re-allocation of budgets in PO-RALG, RSs, LGAs and Agencies under PO-RALG	0	987,127	800,000	0	0	1,787,1270
Strategic Intervention 3:							
To strengthen existing guidelines and legal framework for transfer of resources from Centre/LGAs to Lower Level Government and Service Delivery facilities							
1	To review and disseminate guidelines for fiscal transfers from central to LGAs, from central to facilities, and from LGAs to LLGs	41,430	90,000	0	0	0	131,430
2	To develop formula for allocation of resources from LGAs to LLG	0	14,000	0	16,400	0	30,400
3	To adjust, validate and operationalize approved allocation	40,400	0	25,600	0	20,900	86,900

Component 3:							
Enhancing Service Delivery through Improved Financial, Administrative and Human Resource Management							
Strategic Interventions 4:							
To strengthen systems for managing finances at RS/LGA/LLG to comply with acceptable financial management standards							
1	To review and update existing financial management manuals for RS/LGAs/LLG and service facilities	700,300	6,566,600	5,918,760	3,826,000	7,040,950	24,052,610
2	To conduct training to users of improved manuals	460,000	360,700	0	0	0	820,700
3	To strengthen financial tracking in RSs and LGAs by capacitating internal controls	0	2,800,000	2,440,000	2,440,000	0	7,680,000
4	To procure working facilities (<i>furniture, computers, printers etc</i>) for Planning, GIS and Community Development Department/Unit	2,163,000	30,234,000	25,900,000	24,765,000	0	83,062,000
Strategic Intervention 5:							
To strengthen use of GIS and ICT in RSs and LGAs/LLG to improve own source collections, financial management and performance							
1	To assess and update existing GIS and ICT - based financial management systems for potential extension to LLGs	335,000	806,700	1,258,966	1,465,000	0	3,865,666
2	To train LLGs in application of GIS and ICT - based financial management systems	125,000	1,108,000	1,212,500	0	0	2,470,000

Component 3:							
Enhancing Service Delivery through Improved Financial, Administrative and Human Resource Management							
Strategic Intervention 6:							
To strengthen human resource capacity of RS, LGAs, LLG and MDA to effectively undertake mandated functions							
1	To assess by GIS human resource gaps for all regions and LGAs	233,000	4,284,050	1,400,216	2,141,250	0	8,058,516
2	To develop Capacity Building Programmes for RS and LGAs staff	0	300,000	140,000	0	0	440,000
3	To recruit and re-deploy human resources as per establishment requirement as informed by GIS mapping	0	2,870,900	1,972,600	1,900,100	1,480,000	9,003,600
3	To conduct assessment of RS and LGAs organizational structure	468,000	690,000	0	0	0	1,158,000
4	To adjust staff establishments at RSs and LGAs as recommended from assessment	0	1,980,000	1,720,000	0	0	2,700,000
5	To conduct training needs assessment for all sector activities in RSs and LGAs	172,400	0	0	0	0	172,400
6	To prepare and implement training programme to be implemented by respective MDAs		1,843,000	1,020,800	230,000	0	5,163,800
Strategic intervention 7:							
Strengthening human resource capacity and management systems at local and Central Government							
1	To reconcile Lawson linkages and human resource data	0	214,500	214,500	0	0	429,000
2	To undertake staff exchange	0	1,248,700	1,198,900	888,750	402,000	3,626,350

Component 3: Enhancing Service Delivery through Improved Financial, Administrative and Human Resource Management							
3	To institutionalise volunteerism at all levels of government in line with employment policy	0	260,300	610,000	0	0	870,300
4	To conduct service delivery geographical survey in RS and LGAs	312,000	978,000	0	0	0	312,000
5	To establish mechanism of tracking performance of RS and LGAs in service delivery by data validation and adjustment	0	360,000	0	0	0	360,000
6	To conduct human resource capacity enhancement and facilitate transfer in RSs and LGAs relevant to the programme	0	879,350	363,750	363,750	320,000	1,926,850
7	To facilitate staff transfer between PO RALG RS & LGAs	0	1,928,532	1,928,538	1,928,586	1,928,538	7,714,1948
8	To provide budgetary and technical support to LLGs to construct extension staff houses complimentary to community efforts	0	20,603,061	27,055,123	27,566,315	21,738,600	96,963,099
Sub-Total Component 3		10,534,063	61,494,276	44,947,286	52,791,384	31,965,188	65,929,506

Component 4: Strengthening Political Decentralization and Central- Local Relations							
Strategic Intervention 1: To create awareness on decentralization policy and strategy to political leaders across all levels of government							
1	To prepare materials for effective dissemination and orientation of decentralization policy and RLGSP	7,525	0	0	0	0	7,525

Component 4: Strengthening Political Decentralization and Central- Local Relations							
2	To conduct working sessions for political leaders (Members of Parliament, RCs, RASs, DCs, DASSs, Councillors and village and Mitaa chairpersons and relevant stakeholders) by June, 2021	50,610	1,162,500	1,076,075	840,000	0	3,129,185
3	To capacitate political leaders at grassroots with necessary working tools	0	720,243	612,275	415,025	0	1,747,543
Strategic Intervention 2: To strengthen capacity for information sharing between different levels of government							
4	To review, update, and activate online platforms at all levels of government	29,760	0	0	0	0	29,760
5	To develop capacity of GIS and ICT staff to manage on-line platforms	66,550	0	0	0	0	66,550
Strategic Intervention 1: To institutionalize impact M&E system on formative/operations							
7	To set agenda and prepare guidelines for formative research to inform implementation of decentralization	0	7,250	6,150	0	0	13,400
8	To carrying out formative research on decentralization	0	120,600	116,100	109,400	97,200	110,825
9	To disseminate and validate research findings at various levels of government	0	0	68,550	51,000	0	119,550
10	To enhance youth and women participation in political leadership	0	0	51,038	99,751	20,936	171,725
Sub-total Component 4		154,445	2,010,593	1,924,038	1,515,176	118,136	5,396,063

Component 5: Strengthening Capacity for Coordination of Functions and Programme Management,							
Sub-Component 5.1: Coordination of Functions							
Strategic intervention 1: To strengthen frame-work for designating roles and responsibilities to all levels of government and other stakeholders							
1	To develop a framework for re-assignment of roles and responsibilities in line with NDP	18,225	0	0	0	0	18,225
2	To validate proposed framework for adoption by all MDAs, RSs, and LGAs through amendment of various policies, legislations and guidelines	8,625	0	0	0	0	8,625
3	To facilitate central and sector ministries undertake relevant policy formulation, revisions and amendment of laws and regulations (Rural Development Policy of 2003, finalize Urban Development Policy, etc)	21,428	0	0	0	0	21,428
4	To disseminate approved policy revisions and legal amendments to all key actors	0	10,3925	0	0	0	10,3925
Strategic Intervention 2: To strengthen M&E systems in implementation of decentralization policy							
1	To review guidelines for harmonized M&E	31,975	0	0	0	0	31,975

	Component 5: Strengthening Capacity for Coordination of Functions and Programme Management,						
2	To train PO-RALG and sector M&E staff on the application of harmonized M&E guidelines	0	95,000	0	0	0	95,000
3	To verify and guide on application of procurement principles/guidelines in PO-RALG, RSs and LGAs	19,800	0	0	18,000	0	37,800
	Strategic intervention 3: To strengthen capacity for coordinating policy related interventions involving different levels of government and non-government actors						
1	To prepare a mini-programme and conduct training to MDAs, RSs, and LGAs on policy linkages to promote integrated productivity	6,125	0	0	0	0	6,125
2	To establish and harness data-base for maintenance of Regional Income Generation Activities and promoting micro - finance, economic leverage and connectedness of stakeholders	0	93,593	0	0	0	93,593
3	To disseminate communication strategy on decentralization to all MDAs, RSs, LGAs and non-state actors	0	212,900	0	0	0	212,900
4	To prepare guidelines for coordination of stakeholders' engagement in matters of decentralization	11,250	30,575	0	0	0	41,825
5	To orient stakeholders on coordination on decentralization matters	2,450	1,825	0	0	0	4,275
6	To conduct RSs and LGAs	0	60,550	0	0	0	60,550

Component 5: Strengthening Capacity for Coordination of Functions and Programme Management,							
	Functional/Performance Benchmarking across sectors, business processes and impact of service delivery						
Strategic Intervention 4: To Strengthen Communication Framework for informing all actors at all levels of government							
1	To develop and validate communication strategy for decentralization policy	5,575	4,350	0	0	0	9,925
2	To disseminate communication strategy on decentralization to all MDAs, RSs, LGAs and non-state actors	0	121,500	0	0	0	121,500
3	To support establishing of By-Law Management Information System to automate overall process of By-Laws establishment across LGAs and MDAs	0	33,100	0	0	0	33,100
5	To assess effectiveness of communication strategy	0	54,500	0	0	0	54,500
	Sub-Total Sub-component 5.1	125,453	811,818	0	18,000	0	955,270
Sub-Component 5.2: Programme Management							
Strategic Intervention 1: To put in place appropriate structures for managing the programme							
1	To set up programme management or administration (PO-RALG, MDAs, RS, LGAs,) by June, 2021	102,500	78,733	55,947	23,750	11,250	27,219

Component 5: Strengthening Capacity for Coordination of Functions and Programme Management,							
2	To strengthen Programme Management, Coordination and Supervision at national and region levels through acquisition of 215 vehicles for PO-RALG (4), RS (26), and LGAs (185)	0	1,105,000	420,000	4,417,500	4,370,000	10,312,500
3	To develop Programme implementation manual by June, 2021.	91,200	0	0	0	0	91,200
4	To link Decentralization Policy and LED with National Development Plan 2025	0	0	0	0	21,725	21,725
5	To convene the following sessions:						
	To conduct Supervisions by Coordination office and Management Oversight missions to the Regions and LGAs by June, 2021 by June,2021	215,000	202,500	197,500	14000	10000	639000
	Cabinet Working Meeting (KIKAO KAZI) Chaired by PM 4 times a year (70 persons per sit)	2800	2800	2800	2800	2800	14000
	National Programme Steering Committee (NPSC) meetings 4 times a year	1600	1600	1600	1600	1600	8000
	Programme Consultative Group meetings 4 times a year	1600	1600	1600	1600	1600	8000
	National Programme Technical Committee (NPTC) 4 times a year	16625	16625	16625	16625	16625	83125
	Technical Working Groups (TWGs) alone thematic functions 4 tunes a year	27425	27425	27425	27425	27425	137125

Component 5: Strengthening Capacity for Coordination of Functions and Programme Management,							
	To facilitate PO-RALG with equipment and working facilities	23250	34975	19942.5	0	0	78167.5
6	To facilitate the following sessions: -						
	National Coordination Team monthly meetings	0	38110	38110	38110	38110	152440
	Regional Management Meetings on 4 times a year	0	65000	65000	65000	65000	260000
	RCC (regional forum) meetings 4 times a year	0	156325	156325	156325	156325	625300
	Regional Coordination Team monthly meetings	0	3925	3925	3925	3925	15700
	LGAs sector review sessions in implementations of RLGSP for quality assurance	0	49675	49675	49675	49675	198700
7	To promote local products from LGAs in exhibitions connecting with potential markets and opportunities outside the country	0	130812.5	130812.5	130812.5	130812.5	523250
8	To strengthen staff capacity in management, coordination and problem-solving skills for RLGSP	0	149725	149725	149725	149725	598,900
9	To support Ward and council in CSOs in mapping, database management and coordination	0	811940	826980	846915	973665	3,459,500
10	To support Ward and LGAs and CSOs in GIS - based mapping, database management	58725	0	0	0	0	58725

Component 5: Strengthening Capacity for Coordination of Functions and Programme Management,							
and coordination							
11	To support village/Mitaa offices with equipment and working tools	0	6498940	5965475	1531641	224900	14,220,956
12	To conduct inter-ministerial programme Monitoring - M&E led by DPP - PO-RALG, 2 times a year	56500	56500	56500	56500	56500	282,500
13	To undertake oversight monitoring of RLGSP implementation in regions and LGAs 4 times a year	56258.25	58800	59675	59800	60275	294,808
14	To conduct Programme Midterm Review halfway the Programme implementation	0	0	224000	0	0	224,000
15	To conduct end of phase I of Programme implementation on the 5th year	0	0	0	0	245075	245,075
16	To link the Decentralization Policy and LED in the National Development Plan 2025	0	10000	0	0	0	10,000
17	To prepare programme reports, print and disseminate to forums for all stakeholders at PO-RALG, RS and LGAs	5500	5150	4950	4900	4500	25000
18	To prepare advocacy MEDIA (Radio, TV, Programs etc) presentations	2500	2500	12500	3000	16000	36500
19	To strengthen staff capacity in management, coordination and problem-solving skills for RLGSP	0	37525	37000	0	0	74525
20	To conduct working sessions to build capacity of programme of coordination staff at PO-RALG, RS and LGAs levels	60000	32100	0	0	0	92100

Component 5: Strengthening Capacity for Coordination of Functions and Programme Management,							
21	To promote local products from LGAs in exhibitions connecting with potential markets and opportunities outside the country	14000	18200	18425	16950	16665	84240
22	To imbue RSs and LGAs through field working sessions insights of energy efficiency skills and attributes in service delivery for promoting productivity in investment venture	7225	36150	38200	8300	0	89875
23	To conduct GIS, social and environmental sessions for programme coordination to staff at PO-RALG, RS and LGAs levels	67500	68250	0	0	0	135750
24	Conduct Local Government Sector Annual Review	65000	65000	65000	65000	65000	325000
Strategic Intervention: 2 To strengthen capacity of MDAs, RS, LGAS, including LLGAs on their roles and responsibilities in relation to Decentralization							
1	To prepare and validate training handbooks	45458	0	0	0	0	45458
2	To conduct training of trainers (ToTs) on roles and responsibilities of grass root leaders and staff in relation to Decentralization to 185 LGAs	0	84700	0	0	0	84700
3	To train WEOs, VEOs, Village/ <i>Mitaa</i> Chairpersons on their roles and	0	212575	925000	0	0	1137575

	Component 5: Strengthening Capacity for Coordination of Functions and Programme Management,						
	responsibilities in relation to Decentralization						
4	To support establishing of By-Law Management Information System to automate overall process of By-Laws establishment across LGAs and MDAs	0	44200	0	0	0	44200
	Sub -Total Component 5.2	920,666	10,107,360	9,570,716	7,691,878	6719177	35,009,799
	Sub-Total for Component 5	1,046,118	10,919,177	9,570,716	7,709,878	6719177	35,965,069
	GRAND TOTAL (COMPONENTS 1 - 5)	4,621,274	44,903,259	58,359,055	56,217,561	36017381	200,118,532

5.5 Resource mobilization plan

The total programme cost for the first five years is about TZS 200,118,532,000 (Tanzanian Shilling Two Hundred Billion, One Hundred Eighteen Million, Five Hundred Thirty-Two Thousand). The larger share of the budget is costs for implementing LED and Service delivery, human and financial resource management. These are two components vital for transforming local economies in line with the National Five-Year Development Plan. The Ruling Party Election Manifesto of 2020 and the current government agenda on socio - economic transformation with inclination of industrialization has yielded to entering

the Middle - Income economy in July 2020 earlier than the targeted time of the year 2025.

The programme will provide an impetus to propelling towards a higher level of industrial development. It is geared at making appropriate preparations for local authorities, communities, private sector and other non-state actors to transform and make better choices and act appropriately when presented with opportunities for investments through sector programmes derived from various institutional and policy reforms. The government of Tanzania is putting much thrust on mobilization of local resources for the purpose of implementing most of her investment commitments. Understanding the need for

collaboration, it has invited stakeholders in a multitude of areas of investment to join hands in a win - win situation and engaged meaningfully establish and support implementation of mutually beneficial projects and programmes considering available rules.

Both PO - RALG and MoFP, shall have the responsibility to mobilize financial resources for implementation of the programme. During implementation of the Programme the government will

take lead in soliciting potential and committed development partners, CSOs and Private sector to support the Programme. Avenue is available for partnership modality for needed funding for strategic investment in the productive and service sectors. The philosophy embedded in the O&OD approach shall be imbued for communities to realize and use the opportunity of participating and contributing towards their own development.

SECTION SIX

6.0 RISK MANAGEMENT AND SUSTAINABILITY PLAN

Risk management plan is important in ensuring that precautions are undertaken to minimize disruptions for effective implementation of the Programme. The Sustainability Plan is critical in ensuring that positive

impacts of the programme thrive even after phasing out of the programme. If the programme is sustainable then the objective of NDP will be attained.

6.1 Risk Assessment and Management

Based on consultations and document review the following analysis of risks relative to the effects thereon during implementation of the programme will likely be realized and thus, enabled to pre - designing respective mitigation measures.

Table 6: Risk Management of RLGSP.

Risk	Level	Mitigation
Programme suffers from inadequate capacity of the government to fund	Moderate	Dialogue on improving environment for private sector investment continues, and Government is committed to enhancing private

Risk	Level	Mitigation
prioritized interventions		investment to improve access and delivery of social services. Dialogue with various actors to engage on Public-Private-Partnerships to implement various programme activities. The government has put in place enabling environment for PPP
The programme will be implemented under a complex institutional structure, multi-sectoral, multi-donor environment, in parallel with several stand-alone projects. This may lead to conflicting agenda and interests, as well as inadequate capacity to effectively manage and coordinate several activities under different projects	Moderate	The programme has provided a framework for the implementation of the agreed government programme, using strengthened government systems. The sector wide coordination framework will help to harmonize implementation of various projects in the respective sectors. An MoU will be signed between all Development Partners supporting decentralization to agree on principles for operating and managing support to the sector, in accordance to the overall sector coordination framework.
Weak capacity on financial management, procurement, M&E and oversight of projects at Regional Secretariats and Local Government Authorities may undermine accountability and tracking programme results.	High	The programme is aligned with Government's initiative which emphasizes results-based management and accountability. The National Coordination Team will be established at PO-RALG to enhance accountability and tracking of results at Regional Secretariats and Local Government Authorities. In addition, there are on-going efforts by government to strengthen financial management and procurement capacity through recruitment/assignment of staff and training. The proposed programme includes support for institutional strengthening and capacity building to programme implementers. The Programme will also prepare communication strategy to improve management of information flow at different levels, decision-making, and accountability and strengthen M&E and quality of information.
Governance risks, fraud & corruption: There is potential for fraudulent payment claims, especially on procurement activities, due to inadequate transparency and limited capacity to monitor and report fraud and corruption, particularly at the local level.	Moderate	Internal auditors of implementing agencies have been trained in value-for-money auditing. Other oversight mechanisms will include regular performance reviews and regular public expenditure reviews. Social accountability mechanisms will strengthen transparency and the quality and accuracy of results.

Risk	Level	Mitigation
Social & environmental Risks: The risk is on poor compliance with environmental and social safeguard policies related to implementation of programme activities, such as LED related activities	Moderate	The government has established full-fledged Department at LGAs and Environment Officers at Local Government Authorities are being trained on safeguarding issues. At each Regional Secretariat, environmental issues have been given priority where Regional Environmental Management Expert (REME) have been appointed and are successfully executing their roles and responsibilities. Progress made so far on integration of environmental and Social safeguards in programme implementation will be strengthened further to meet the needs of the proposed programme. The Government Authorities have appointed District Environment Management Officers (DEMOs) responsible for coordination and supervision of local investments to ensure integration of safeguarding issues. The DEMOs have been trained on application of ESMF/ RPF principles, and the need to carry out Environmental and Social Impact Assessment (ESIAs) and preparation of Environmental and Social Management Plans (ESMPs) and/or Resettlement Action Plans (RAPs).
Unwillingness of donors to support the programme	Moderate	Engage DPs from the programme design so that they are able to incorporate their respective areas of interest. The government has put in place enabling environment for development partners operations and public private partnerships to enable implementation of various prioritized interventions.
Weak capacity of citizens to participate in programme interventions	Moderate	The Programme has put in place citizen capacity building mechanism to strengthen their participation and inclusion of citizen demands through component two related to community participation and enhanced O&OD
Passive reluctance of MDAs to devolve human and financial resources to effectively implement programme intervention	Moderate	The design as well as management and coordination structure of RLGSP has taken cognizance of the risk. Regular monitoring and feedback involving PO-RALG and relevant MDAs will be instituted during the implementation period.
Delay in harmonizing laws and regulations due to bureaucratic procedures	High	As above.

6.2 Sustainability Plan

The sustainability of RLGSP will depend on how the five components will be implemented to achieve quality service delivery and strengthen local economic development. It is expected that with strengthened institutional coordination, monitoring and evaluation capacity, RSs and LGAs will further continue in their respective localities with coordinating, monitoring and evaluating development interventions **beyond RLGSP**. Capacity building in various aspects is intended to enhance sustainability of programme interventions.

Harmonization of laws and regulations will entail providing enabling environment for decentralization in the country and thus, hastening operationalization of decentralized functions and powers. It is expected that enabling environment created through RLGSP will pave the way for deepened and broadened decentralization, enhanced capacity at LLG level and stronger participation of communities, private sector and other non-state actors, which

will collectively guarantee continuity even as the programme phases out.

The Programme will embark on strengthening the regions and LGAs with emphasis on community participation and local governance. That will build a foundation for community to actively indulge in social economic development and local decision-making in a manner that the capacity built over the programme execution will continue to be sustained beyond the lifetime of the programme.

Strengthening LED in the country will stimulate entrepreneurial skills which are critical for raising productivity and incomes for the people. A new thinking will be built and embracing of a new mind-set on LED will be mainstreamed and adapted by communities.

SECTION SEVEN

7.0: MONITORING AND EVALUATION FRAMEWORK

7.1 Structures of Monitoring, Evaluation and Learning

The Monitoring and Evaluation of Regional and Local Government Strengthening Programme will follow **programme management structure** and standard of monitoring and evaluation processes and procedures. Monitoring and evaluation is important for measuring performance in various areas of the programme interventions in order to meet targets and the articulated key performance indicators. This will be done following the institutional arrangement as guided by National Decentralisation Policy, where PO-RALG will monitor the implementation of the policy through decentralised framework by MDAs, Regional Secretariats and Local Government Authorities.

The programme embraces a milestone on the operation framework for delivery of services by different layers of government and other stakeholders. The layers refer to the central government and LGAs. Other stakeholders comprise of the private sector, the non-governmental sector, development partners,

financial institutions, and academia and research institutions.

The implementation of RLGSP will be monitored and evaluated to ensure that actors operate within a preset framework by this programme to avoid overlap, interferences and conflicts. The goal of monitoring and evaluation of the programme is to ensure that the roles of each actor add or contribute to improved service delivery functions in response satisfactorily to the needs of the community.

7.2 Objective of M&E Framework

The overall objective of M&E framework is to provide information that will enable stakeholders to track progress and enhance informed decision-making at all levels in the implementation of RLGSP.

The specific objectives are as follows:

- Promote the importance of systematic data/information collection and utilization of M&E results in the planning of RLGSP
- Strengthen the M&E capacity of RLGSP staff to collect, analyse and use data/information; and
- Increase understanding of trends and defining occurring changes in the levels of poverty reduction, socio-economic development and rural - urban divide over time.

7.3 Guiding Principles

The RLGSP will be under the following guiding principles.

- Harmonize the framework with other national M&E systems of the government.
- Align with the M&E systems of other projects.
- Adopt results-based management.
- Develop **Growth Indicators** to gauge levels of rural and urban development or transformation
- Use existing mechanisms of data collection and avoid ad-hoc surveys as much as possible.
- Start from the current situation
- Incremental and developing capacity built on current M&E activities.
- Recognize the dynamic nature of the BIDII-TANZANIA and be flexible in revising the M&E framework.

7.4 Scope of M&E Framework

The M&E framework covers the following scopes.

- Measurements of input, process, outputs, outcomes and impacts of RLGSP implementation.
- Database and reporting used for the RLGSP M&E framework.
 - Monitoring of planning and

implementation, including leveraging financial and

- physical progress.

7.5 Measuring of Impacts, Outcomes, Outputs, Process and Inputs

The RLGSP will use a set of key **performance and growth indicators** developed based on the mission, proposed project objectives and outcomes.

However, some of indicators are captured and customized from the Five-Year Development Plan 2015/16-2020/21 and focus on achievement of strategic goals and derived impacts of RLGSP. The monitoring system will provide all stakeholders with the information needed to track major government commitments and determine the prosperity brought by the programme.

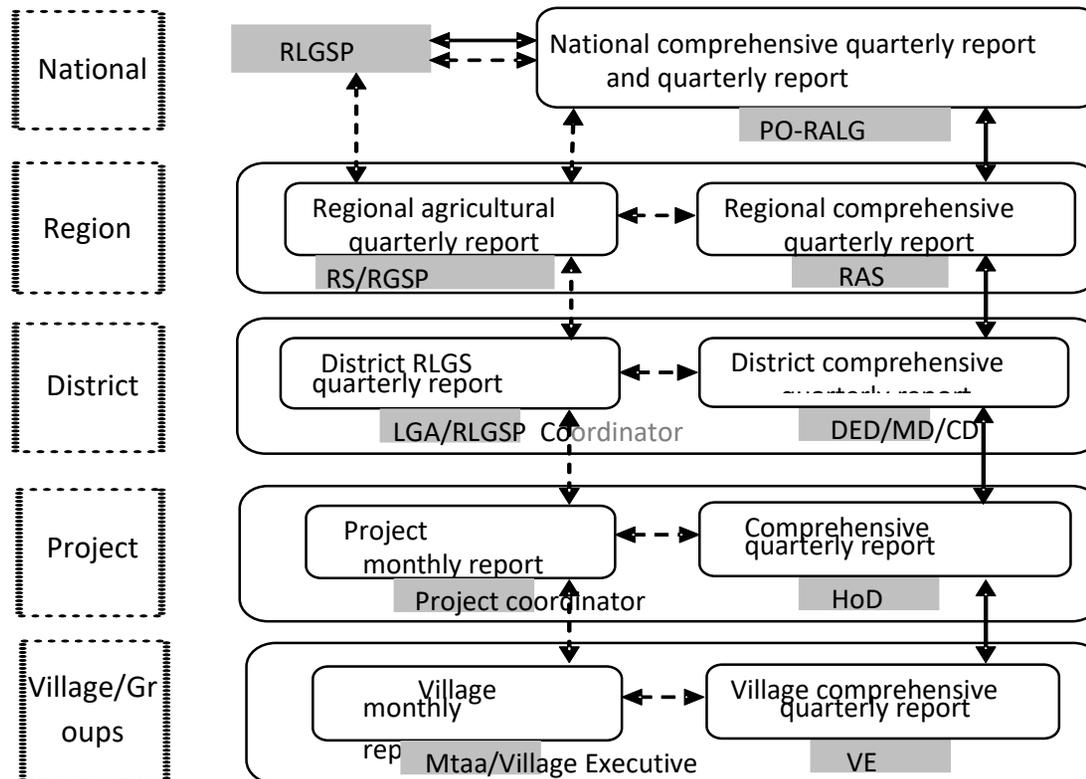
The monitoring framework for programme dwells on the stipulated routine data that will be collected to inform the implementation of the Programme. This is a tool for enabling **flow of information** from community level through to LGAs and Regional Administration as far as to PO-RALG. Routine data will be analysed, interpreted and used at different levels of the government to address challenges and problems caused or encountered in the implementation of the decentralisation policy.

7.6 RLGSP M&E Information

The M&E information collected will be used by the government, civil society organizations, implementing partners and other stakeholders for:

tracking the programme progress, better service delivery, **enhance LED** activities, demonstrating results as part of accountability to key stakeholders, decision making, planning and resource allocation. Figure 3 shows the reporting and information flows

Figure 3: Reporting flows for RLGSP progress reports



Actions/ Months 2	J	F	M	A	M	J	J	A	S	O	N	D
Disseminate the M&E framework	■	■										
Review baseline data collection for the short-listed indicators			■	■								
Prepare M&E guidelines					■							
Disseminate M&E guidelines						■						
Assist in the report preparation							■					
Improve the routine data system							■					
Disseminate Monitoring report the Technical and Consultative Committee								■				
Disseminate Monitoring Reports to Sterling Committees									■			
Review M&E framework										■	■	■

7.7 M&E Work Plan

RLGSP Monitoring and Evaluation will be guided by the work plan shown on table 6. The M&E activity is in accordance with the implementation of strategic interventions of programme components.

Table 6. Timeframe for the Action Plans (January to December)

Appendix: M&E indicator framework

Component 1: Regional and Local Economic Development

Strategic Interventions	Targets	Indicators	Source of Data	Frequency	Responsible	Reporting
To ensure that policies, laws, and regulations mandates RSs and LGAs to engage proactively in economic development	Policy and legislative framework to enable proactive engagement of RSs and LGAs to promote LED by June 2021	Policy and legislative framework in place and use	Staff using the frameworks; website and offices; progress reports	Once	MDAs PMO PO-RALG MoCLA AG RSs and LGAs	Annually
	The structures of RSs and LGAs reviewed to accommodate industrial development and investment by June 2021	Reviewed structure of RSs and LGAs accommodating industrial development and investment in place and use	Progress report	Once	PMO, PO-RALG, POPSGG; MDAs, RSs, LGAs	
To strengthen regional and LGAs database of SME, community innovations and local economic initiatives based on resource endowments and the Regional Investment Guides	Database of SMEs and community-based economic projects in place by June 2022	Database of SMEs and investment potentials in place and used	Progress report, evaluation report	quarterly	PMO, PO-RALG, MDAs, NBS, RSs, LGAs and Non-state actors	Quarterly, semi and annual reports
	Business development services (BDS), demonstration centres and Industrial Parks in	1. Number and type of Business development provided	Progress report, evaluation report	Annually	PO-RALG, MDAs, RSs, LGAs and Non - state	Quarterly, semi and annual reports

Strategic Interventions	Targets	Indicators	Source of Data	Frequency	Responsible	Reporting
	Regions and LGAs to respond to “Government Blueprint” established by June 2023	2.Number and type of demonstration centres established 3.Number and type of business and industrial parks established			actors	
To strengthen the understanding of leaders and other local actors on the concept of LED, mind-set change, and their respective roles	All RS, LGAs leaders and other key local actors oriented on LED by 2023	Number of RS, LGAs leaders and other key local actors oriented to LED	Progress, semi and annual reports, evaluation report	Quarterly,	PO-RALG, MDAs, RSs, LGAs and Non state actors	Quarterly, semi and annual reports
	Focal persons to coordinate LED in RSs, LGAs, private sector formed for all regions by 2022	Focal persons equipped with necessary infrastructure	Progress, semi and annual reports, evaluation report	Quarterly,	PO-RALG, MDAs, RSs, LGAs and Non -state actors	Quarterly, semi and annual reports
To establish national small industrial facilitation fund (revolving or equity fund) to stimulate investment in local industrial clusters and business	Funding for strategic industrial investments allocated for each Region and LGA by 2022.	1. Revolving or equity fund in place 2. Percentage of funds allocated to beneficiaries.	Progress, semi and annual reports, evaluation report	Annual	PO-RALG, MoFP, MDAs RS and LGAs and Non -state actors	Quarterly

Strategic Interventions	Targets	Indicators	Source of Data	Frequency	Responsible	Reporting
facilities in Regions and LGAs to boost productivity and investments.						
	Enhanced capacity of LGAs to undertake credible feasibility studies for identified industrial ventures by 2025	1. Percentage of LGAs undertaking credible feasibility studies 2. Percentage of industrial ventures with credible feasibility studies	Progress, semi and annual reports, evaluation report	Quarterly	MoFP, PO-RALG, RS and LGAs and Non-state actors	Quarterly
	Special Purpose Vehicles (SPVs) model established by LGA for strategic investments by 2025.	Percentage of SPVs established by LGAs	Progress, semi and annual reports, evaluation report	Annual	MoFP, PO-RALG, MDAs, RSs and LGAs and Non-state actors	Annual
Support investment in infrastructure to facilitate value addition and access to markets by non-state actors.	Mechanisms for engaging non-state actors (private sector, SMEs, Cooperatives, Communities) to invest in value addition projects developed by 2025	1. Mechanisms for engaging non-state actors in place 2. Types and number of infrastructure developed	Progress, semi and annual reports, evaluation report	Annual	PMO, PO-RALG, MoFP, MDAs, RS and LGAs and Non-state actors	Annual
To strengthen and support LGAs to undertake and	LGAs facilitated to allocate land for industrial and other	Percentage of LGAs allocated land for industrial	Progress, semi and annual	Annual	PMO, PO-RALG, MoFP,	Annual

Strategic Interventions	Targets	Indicators	Source of Data	Frequency	Responsible	Reporting
intensify formalisation of land and other properties in LGAs	priority sector development projects by 2025	and other priority sector development projects	reports, evaluation report		MDAs, RS and LGAs and Non - state actors	

Component 2: Community Participation and Local Governance

Strategic Interventions	Targets	Indicators	Source of Data	Frequency	Responsible	Reporting
To support lower level governments to improve participatory planning and budgetary process using improved O&OD methodology	LLG leaders and officials oriented to relevant skills on participatory planning and budgeting by 2023	Percentage of LLG leaders and officials with relevant skills on participatory planning and management	Progress report, semi and annual reports, evaluation report	Quarterly	PO- RALG, RSs & LGAs and Non-State Actors	Quarterly, By annual and annual
	All LLGs applying improved O&OD methodology by 2025	Percentage of LLGs applying improved O&OD methodology	Progress report, semi and annual reports, evaluation report	Quarterly	PO-RALG, RSs, LGAs and Non-State Actors	Quarterly, By annual and annual
To strengthen capacity of ward tribunal and village land council to effectively and efficiently handle land conflicts in their areas of jurisdiction	Capacity of Ward Tribunals and Village Land Councils strengthened by 2023	1. Number of ward tribunals and village land councils oriented to basics of conflict resolution 2. Percentage of land conflicts resolved	Progress report, semi and annual reports, evaluation report	Quarterly	PO-RALG, RSs, LGAs and Non-State Actors	Quarterly, By annual and annual

Strategic Interventions	Targets	Indicators	Source of Data	Frequency	Responsible	Reporting
To strengthen capacity of LLGs with necessary infrastructures	All wards, villages and <i>Mitaa</i> have fully furnished offices by 2025	Percentage of wards, villages and <i>Mitaa</i> with fully furnished offices	Progress report, semi and annual reports, evaluation report	Quarterly	PO-RALG, MoPF, RSs, LGAs and Non- State Actors	Quarterly, By annual and annual
	All wards, villages and <i>Mitaa</i> have working tools to cope with governance demands by 2025	Percentage of wards, villages and <i>Mitaa</i> with adequate working tools to cope with governance demands	Progress report, semi and annual reports, evaluation report	Quarterly	PO-RALG, RSs, LGAs and Non- State Actors	Quarterly, By annual and annual
	Digital platform for information sharing for LLGs in place by 2025	Number of LLGs using Digital platform for information sharing	Progress report, semi and annual reports, evaluation report	Quarterly	PO-RALG, RSs, LGAs, E- Government Agency and Non- State Actors	Quarterly, By annual and annual

Component 3: Service Delivery

Strategic Interventions	Targets	Indicators	Source of Data	Frequency	Responsible	Reporting
To strengthen capacity of LGAs to increase own source revenues (tax and non-tax)	Local Government Authorities' own source revenue collection increased by 2025	1. Percentage increase of LGAs' own source revenue collection 2. Number of new own source	Progress report, semi and annual reports, evaluation report	Quarterly	MoFP, PO-RALG, RSs, LGAs	Quarterly, By annual and annual

Strategic Interventions	Targets	Indicators	Source of Data	Frequency	Responsible	Reporting
		revenue identified by the LGA				
To strengthen the framework of IGFT to make it more responsive to resource needs, equity and national and local priorities	Framework for sharing resources between the central, RSs and LGAs established by June, 2022	1. Framework in place and use 2. Planning and Budget Guideline reflects the Framework	Progress report, semi and annual reports, evaluation report	Annual	MoFP, PO-RALG, Sector MDAs, RSs, LGAs	Quarterly, By annual and annual
	Formula for improved equity and adequacy in IGFT to RSs and LGAs in place by 2022	1. Improved IGFT Formula in place and used by all levels of government 2. Percentage RS and LGAs receiving IGFT based on the developed formula	Progress report, semi and annual reports, evaluation report	Quarterly	MoFP, PO-RALG and Sector MDAs	Quarterly, By annual and annual
To strengthen existing guidelines for transferring resources from Centre/LGAs to Lower Level Government and Service Delivery facilities	Guideline for sharing and transferring financial resources to LLGs updated and functional by June 2022	Availability and use of the Guideline	Progress report, semi and annual reports, evaluation report	Quarterly	PO-RALG, MoFP, RSs and LGAs	Quarterly, By annual and annual
To strengthen systems for managing finances at LLG to comply	Standardized financial system and reports for LLGs and facilities implemented by June	Percentage of LLGs and Facilities that comply with	Progress report, semi and annual reports,	Quarterly	MoFP, PO-RALG, RSs, LGAs	Quarterly, By annual and annual

Strategic Interventions	Targets	Indicators	Source of Data	Frequency	Responsible	Reporting
with acceptable financial management standards	2023	acceptable financial standards	evaluation report			
To strengthen use of ICT/GIS in RSs and LGAs/LLG to improve own source collections, financial management and performance	ICT systems for financial management installed in all levels including LLGs by June 2024	Percentage of RSs, LGAs, LLGs and Facilities using ICT based systems for financial management	Progress report, semi and annual reports, evaluation report	Quarterly	MoFP, PO-RALG, RSs and LGAs	Quarterly, By annual and annual
To strengthen human resource capacity of the RS and LGAs to undertake their functions effectively	Improved availability of qualified human resource as per RS and LGAs establishment by 2025	Percentage of qualified human resources in RSs and LGAs in place as per Establishment	Progress report, semi and annual reports, evaluation report	Quarterly	MoFP, PO-PSM&GG, PO-RALG and Recruitment Secretariat	Quarterly, By annual and annual
	Reviewed organizational structure at RSs and LGAs to respond to new operational mandates, including LED by 2024	Percentage of RSs and LGAs with reviewed organizational structures according to demands	Progress report, semi and annual reports, evaluation report	Quarterly	PO-PSM&GG; MoFP PO-RALG, Sector MDAs, RSs and LGAs	Quarterly, By annual and annual

Strategic Interventions	Targets	Indicators	Source of Data	Frequency	Responsible	Reporting
	MDAs providing relevant training, mentoring and backstopping to RSs and LGAs in their respective sectors by 2022	1. Number of MDAs providing training, mentoring and backstopping to LGAs and RSs 2. Number of staff in RSs and LGAs trained and backstopped by MDAs 3. Number of Joint plans, monitoring and evaluation undertaken by MDAs, RSs and LGAs.	Progress report, semi and annual reports, evaluation report	Quarterly	PO-RALG MDAs RSs and LGAs	Quarterly, By annual and annual
To strengthen working relationship between workforce in RS and LGAs and the elected Officials	The disciplinary authority of LGA officials separated from elected officials by 2022	Number of separated disciplinary authority and in use for LGA officials	Progress report, semi and annual reports, evaluation report	Annual	PO- PSMGG PO-RALG MoFP	Quarterly, By annual and annual

Component 4: Political Decentralization and Central-Local Relations

Strategic Interventions	Targets	Indicators	Source of Data	Frequency	Responsible	Reporting
To create awareness on Decentralization	All political leaders have a common understanding on	Proportion of political leaders trained on	Progress report, semi and annual	Quarterly	PO-RALG PMO Office of	Quarterly, By annual and

Strategic Interventions	Targets	Indicators	Source of Data	Frequency	Responsible	Reporting
policy and strategy to political leaders across all levels of government	decentralization policy and their roles in deepening decentralization by June 2021	decentralization policy and strategy	reports, evaluation report		the National Assembly, Non- State Actors	annual
To strengthen capacity for information sharing infrastructure between different levels of government and other actors	Online platform/ digital portals for disseminating policy related issues to all actors in place and utilised	<p>1. Type and number of online platform/digital portals used for disseminating policy related issues</p> <p>2. Number of users using online platform/digital portals</p> <p>3. Number of documents uploaded for sharing</p>	Progress report, semi and annual reports, evaluation report	Quarterly	PMO, PO-RALG, RSs, LGAs and Non - State Actors	Quarterly, By annual and annual

Strategic Interventions	Targets	Indicators	Source of Data	Frequency	Responsible	Reporting
To institute and strengthen consultations for enhancing common understanding on Decentralization matters between the public and non-state stakeholders	Annual Consultation Forums on decentralization at different levels of government held beginning 2021	1. Number of annual consultation forum organized at different levels 2. Number and type of media used to disseminate information (IEC)	semi and annual reports, evaluation report	Annually	PMO, PO-RALG, Other MDAs, RSs, LGAs and Non - State Actors	Quarterly, By annual and annual
To inform M&E system through independent formative/operations research	Guidelines on formative research on decentralization in place by 2022	Availability of the guideline	Progress report, semi and annual reports, evaluation report	Quarterly	PO-RALG, NBS	Quarterly, By annual and annual
	Formative research on outcomes and impacts of decentralization undertaken in partnership with independent research institutions	Number of researches on outcome and impacts of decentralization undertaken	Progress report, semi and annual reports, evaluation report	Quarterly	PO-RALG Independent Research institutions	Quarterly, By annual and annual

Component 5: Coordination and Programme Management

Strategic Interventions	Targets	Indicators	Source of Data	Frequency	Responsible	Reporting
To review, specify and develop assignment framework for roles and responsibilities for all levels of government based on NDP	Framework for harmonised roles and responsibilities across all levels of government in place and being applied by December 2020	Percentage of MDAs, RSs and LGAs using Framework for harmonised roles and responsibilities	Implementation reports, Annual reports, evaluation reports	Annual	POPSM, PMO; PO-RALG; Other MDAs; RS; LGAs	Quarterly, Bi annual and annual
	Specific recommended roles and responsibilities for central and sector ministries, RSs and LGAs with respect to service delivery in place and implemented by June 2022	Percentage of minimised overlaps and duplications in roles and responsibilities	Implementation reports, Annual reports, Service delivery surveys	Quarterly	POPSM PMO; PO-RALG; DGR Other MDAs; RS; LGAs	Quarterly, Bi annual and annual, Service delivery reports
To strengthen and adapt existing M&E systems for tracking implementation of decentralization policy	Guideline for harmonizing PO-RALG and Sector M&E in place by December 2022	M&E using harmonized guideline	M &E reports, Implementation reports, evaluation reports	Quarterly	POPSM PMO; PO-RALG; DGR Other relevant MDAs RS; LGAs	Quarterly, Bi annual and annual
	PO-RALG and Sector reporting in line with harmonized M&E systems by June 2023	M&E reports prepared as per harmonized M&E system	M&E reports, Implementation reports, evaluation reports	Quarterly	PMO; PO-RALG; DGR Other relevant	Quarterly, Bi annual and annual

					MDAs RS; LGAs	
To strengthen capacity for coordinating policy related interventions involving different levels of government and non-government actors	PO-RALG capacity for policy coordination enhanced by June 2021	Type of capacity provided to PO-RALG	State and non-state actors survey; implementation reports, evaluation reports,	Bi annual	PMO; PO-RALG DGR; Other MDAs	Quarterly, Bi annual and annual
	All levels of government and other stakeholders are aware of coordination arrangements by December 2020	Proportion of Government levels and other stakeholders aware of coordination arrangement	implementation reports, evaluation reports,	Bi annual	PMO; PO-RALG DGR; Other MDAs	Quarterly, Bi annual and annual
To Strengthen Communication. Framework for informing all actors at all levels of government.	Communication strategy in place by December 2020	Communication strategy in place and use.	Actors at all levels of government, implementation reports, evaluation report	Annual	PO-RALG MDAs GGR-State house RS LGAs	Quarterly, Bi annual and annual
	Effective communication between PO-RALG, MDAs, RSs, and LGAs realized by December 2021	Percentage of communication means between PO-RALG, MDAs, RSs, and LGAs adhering to the communication strategy.	MDAs, PO-RALG, RSs and LGAs officials, implementation reports, evaluation reports	Biannual	PO-RALG MDAs GGR-State house RS LGAs	Quarterly, Bi annual and annual
To strengthen the capacity of the LLGA on their roles	Handbooks (trainers and participants) for training LLG leaders	Existence of two handbooks (trainers and	Implementation reports, Handbook	Annual	PO-RALG	Quarterly, Bi annual and

and responsibilities in relation to decentralization	and officials on roles and responsibilities in place by June 2021.	participants)	development reports, evaluation reports			annual
	LLG leaders and officials trained on roles and responsibilities by June 2023	Percentage of LLGs leaders and officials trained on roles and responsibilities	Training Report, LLG leaders and officials	Quarterly	PO-RLG, RSs, LGAs	

Strategic Interventions	Targets	Indicators	Source of Data	Frequency	Responsible	Reporting
To provide for appropriate structures for managing the Programme (RLGSP)	Institutional structures are established to support programme implementation by 2021	Number of committees established with members appointed and meetings held	Programme coordination office	Quarterly and annually	Programme Coordinator, PORALG, MDAs, LGAs	Quarterly and annually
	All levels equipped with infrastructure, equipment and tools to perform functions by 2025	Percentage of offices set up at all levels of government and retooled with basic equipment	Quarterly and annually implementation Reports as per approved M&E system	Quarterly	PO-RALG , MDAs, RS, LGAs	Quarterly and annually
	Monitoring and Evaluation Reports produced on time	Percentage of Reports produced on time	Quarterly and annually implementation Reports as per approved M&E system	quarterly	PO-RALG , MDAs, RS, LGAs	Quarterly and annually
	Programme Management staff have appropriate capacity and skills for roles and responsibilities by 2022	Percentage of staff capacitated with essential skills for programme management	Quarterly implementation reports	Quarterly and annually	PO-RALG , MDAs, RS, LGAs	Quarterly and annually
	Programme Management leadership support LGAs to achieve economic Goals	Percentage of LGAs accessing new external markets for locally produced products	Quarterly and annual implementation reports	Quarterly and annually	PO-RALG , MDAs, RS, LGAs	Quarterly and annually

To coordinate and support on-going initiatives and interventions by MDAs, Development Partners, CSOs, and Private sector	On-going initiatives and interventions by MDAs, Development Partners, CSOs and private sector coordinated and supported by July 2020	Number of initiatives documented and being supported	Quarterly and annual implementation reports	Quarterly and annually	PO-RALG , MDAs, RS, LGAs	Quarterly and annually
To establish effective and efficient linkages between central and sector ministries, Departments agencies of the government, Development partners, CSO, Private Sector, Regional Administration and LGAs.	Stakeholders' Coordination system in place by June 2021	Guideline or framework for coordination established and in use.	Quarterly and annual Implementation reports	Quarterly and annually	PO-RALG , MDAs, RS, LGAs	Quarterly and annually

→ **Note:** Solid arrow indicates the flow of comprehensive progress reports

-> The dotted arrow indicates the flow of RLGSP progress reports