



Small-scale farmers are the backbone of Tanzania’s agriculture sector: is this reality reflected in local government plans and expenditure?

Agriculture in the national economy

Agriculture is the backbone of Tanzania’s economy. It provides a livelihood to more than three quarters of the population, mostly small-scale farmers. It accounts for 15% of national exports, and contributes 27.8% of Tanzania’s Gross Domestic Product. Yet, many small-scale farmers complain that they receive little or no support from the government.

In order to assess the degree to which local governments are supporting this critical sector of the economy, the CCAP Project analysed two districts’ investment in small-scale farming.

How we conducted the analysis

Budget data were collected from Kilosa and Chamwino Districts, the two districts where the CCAP project is being implemented. Interviews were held with local government staff, mainly District Agriculture Officers, Irrigation Officers and District Planning Officers. Farmers and elected representatives were also interviewed in Kilosa District. The interviews aimed to document: how small-scale farmers’ needs and priorities are identified by District staff, particularly in the context of climate change; how those priorities are integrated into District Agricultural Development Plans; and whether farmers engage in other ways in the district decision-making and planning process.

Findings of the study

Finding 1: Data on District budgets and expenditure are difficult to access thereby undermining accountability

Firstly, the project found it difficult to obtain budgets and expenditure reports from the District Councils. Some District staff stated that such information is ‘confidential’. This highlights a lack of transparency around local government expenditure with the concomitant risks that this secrecy poses in terms of local government accountability.



Finding 2: There is a lack of flexibility in allocating funds according to local priorities

District Councils largely depend on central government and bilateral funding agencies for financial support to carry out development activities. The relatively small amount that is obtained through District Councils’ local sources of funding is often spent for running council meetings.

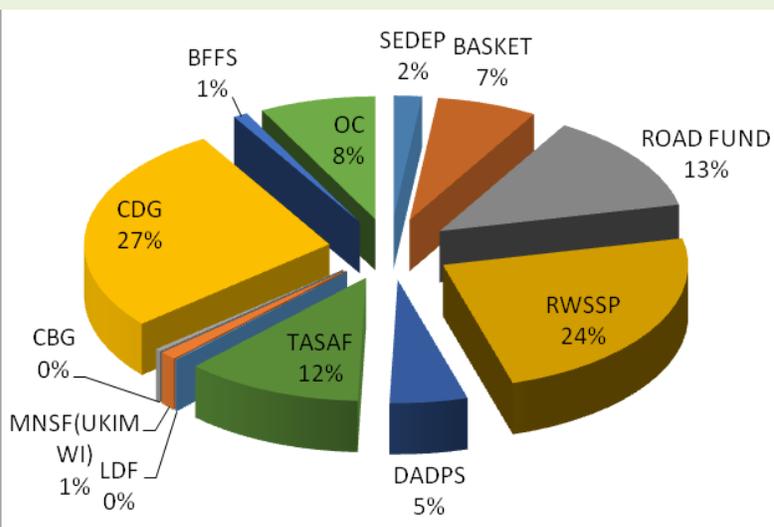


Figure 1. Funding sources for Chamwino District Council for 2013/2014 FY.

SEDEP - Small Enterprise Development Programme

RWSSP - Rural Water Supply and Sanitation Development Programme

LDF - Livestock Development Fund

SACCOS - Saving and Credit Cooperatives

CDG - Council Development Grants

CBG - Capacity Building Grants

TASAF - Tanzania Social Action Fund

DADPs - District Agricultural Development Plans

Finding 3: Limited involvement of farmers in decision-making and planning

There is still a top-down system in which the District Councils are obliged to comply with the 'one district one crop' approach. This one-size-fits-all approach limits the district councils' and communities' ability to exploit other areas with potential for investment using DADP funds. Given that communities have varied capacities and interest, this requirement significantly undermines the relevance of DADPs to many small-scale farmers.

There is a shortfall in selection of farmers' representatives for the district planning teams for DADP interventions in the sense that the selected representatives come from SACCOS or farmer groups. But not all farmers especially the poor and vulnerable segment of the community are members of SACCOS or farmer-based groups. In this way there is a bias in the priorities that are communicated in the planning process.

Finding 4: Slow release of approved funds for implementation of activities

Disbursements for the District Councils' approved financial year budget is often delayed and / or not disbursed in full. This includes funds approved for the implementation of DADP interventions. This, coupled with bureaucratic processes during procurement, significantly weakens implementation on the ground and compromises realization of the expected results. For example in Kilosa District 23% of the 2013 /14 funds for the agriculture sector were never released.

In view of this, the Districts stated that it is difficult for them to allocate funds according to their own priorities. This has a negative impact on the implementation of development activities as local governments are rarely supported to invest in priorities set by their constituents.

Table 1. Kilosa District Council Approved Budget, Released and Spent for 2013/2014

Sector	Budgeted	Released	Unreleased	% not released	spent	% Spent
Health	2,936,142,671	2,949,884,771	15,4223,772	-47%	1,693,046,636	57%
Environment and Sanitation	185,233,000	89,074,000	96,159,000	52%	87,152,000	98%
Primary Education	210,000,000	197,973,232	12,026,768	5.7%	112,269,034	57%
Secondary Education	902,149,080	950,464,278	-48,315,198	-5.4%	542,452,157	57%
Agriculture	2,380,358,400	1,844,312,356	536,046,044	23%	1,077,848,222	58%
Livestock and Fisheries	549,450,000	451,735,000	97,715,000	18%	175,438,790	39%
Works	1,273,989,508	2,153,344,167	-879,354,659	-69%	1,260,744,560	59%
Natural Resources	135,760,040	69,581,354	66,178,686	49%	55,500,000	80%
Policy and Planning	1,654,402,889	776,624,882	877,778,007	53%	502,072,766	65%
Administration	1,085,740,407	420,755,890	664,984,517	61%	152,833,172	36%
Information Technology	47,917,086	47,917,086	0	0%	29,997,899	63%
Community Development	196,897,900	172,749,297	24,148,603	12%	85,217,555	49%
Water	6,544,819,163	3,855,643,415	2,689,175,748	41%	2,771,746,269	72%
Trade	30,000,000	30,000,000	0	0%	20,482,500	68%
Total	13,929,062,236	9,560,668,205	4,536,359,903	33%	6,052,769,988	63%

Policy Recommendations

Recommendation 1: Districts should explore other income sources

Since the district budget allocations are largely being determined by central government and development partners, with budget ceilings set irrespective of the districts' priorities, it would be advisable for the district councils to put more effort into exploring other areas from which they can generate funds to fill the budget gaps and allocations to meet their priorities. The two districts have a wide range opportunities for economic investment in agriculture and livestock sectors, e.g. by improving the delivery of extension services, improving infrastructure essential for increased

production, processing for value addition, storage and market access.

Recommendation 2: Include poor farmers in the DADP planning process

The DADP planning process should take into account the interests of the poorest segments of the community through a strategic and purposeful inclusion of poor farmers in the planning process. This cannot be possible without a review of the process for the selection of community representatives provided in the DADP guidelines. This should also take into account the need for more flexibility, rather than the current one-size-fits-all approach commonly known as 'one district one crop'.

Recommendation 3: Improve fund management and transparency.

Efforts should be taken to ensure that the approved district budgets including funds for the implementation of DADPs are disbursed on time to the districts to enable efficient and effective implementation of planned development projects. More importantly, good governance principles should be adhered to at all levels from the central government to the community so as to avoid unnecessary bureaucratic procedures which create barriers to efficient and effective delivery of services and financial disbursement.

A Farmer from Mahama village in Chamwino district explains to journalists how training on climate-smart small-scale agriculture has benefited her. Promoting C3SA is a cost effective strategy that District Councils could integrate into their DADP's if given more autonomy.



About the CCAP Project

The Climate Change, Agriculture and Poverty Alleviation (CCAP) project is a partnership project between ActionAid, TFCG, MJUMITA, MVIWATA and TOAM. The project goal is that that poverty has been reduced amongst small-scale farmers in Tanzania and greenhouse gas emissions from agriculture have been reduced through the widespread adoption of climate resilient low emission agricultural practices. The project is implemented in Kilosa and Chamwino districts. For the full version of the report on our analysis of District Agricultural Development Plans and to find out more about the project, please visit the project web page through: <http://www.tfcg.org/CCAP.html>