

# North-South Local Government Co-operation Programme

Susanna Myllylä

## Evaluation of the Hartola-Iramba and Vaasa-Morogoro Co-operation in Tanzania

Kuntaliiton  
VERKKOJULKAISU

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# North-South Local Government Co-operation Program

## Basic facts

The North-South Local Government Program is coordinated and administrated by the Association of Finnish Local and Regional Authorities, the AFLRA (Suomen Kuntaliitto in Finnish) and funded by the Ministry for Foreign Affairs of Finland. The Program is an initiative by the AFLRA and it has started in 2002.

The overall objective of the Program is to strengthen the capacities of local governments to provide basic services and to promote good governance and local democracy, all by taking into consideration the principles of sustainable development. Through the Program is also promoted awareness-raising, tolerance and development education.

The Program supports co-operation between Finnish local governments and local governments in Southern countries (OECD/DAC list). The geographical focus in 2008–2010 was Africa. The Program also produces information – researches, studies and organizes training – on issues of local governments and decentralization in African countries. This study is part of the North-South Local Government Co-operation Program's publications.

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# Executive summary

This report investigates the local government collaboration in the two North-South co-operation linkages in Tanzania within the North-South Local Government Cooperation Program. It is co-ordinated by the Association of Finnish Local and Regional Authorities (AFLRA) and funded by the Ministry for Foreign Affairs of Finland. The objective of the Program is to strengthen the capacities and responsiveness of local governments to provide good quality basic services, good governance and equal decision-making opportunities in order to reduce poverty. This is aimed at improving the well-being of local residents and promoting sustainable development.

The Vaasa-Morogoro co-operation focused on the social work and the situation of orphans, while the Hartola-Iramba co-operation consisted of an environmental component, a library and cultural heritage component and a vocational training and small business training for women and youth groups. The emphasis was on the year 2010 but in the Vaasa-Morogoro linkage, the whole cycle (2002-2010) of the Orphans Project was assessed. In Tanzania, evaluation was based mainly on interviews and focus group discussions with key officials of local government authorities, the Morogoro Municipal Council, and the Iramba District Council. Interviews with the final beneficiaries, the inhabitants, were also conducted. The representatives of Vaasa and Hartola municipalities were interviewed before the field mission, and further discussions were carried out afterwards.

The goal of the Vaasa-Morogoro co-operation was to improve the position of orphans in Morogoro by creating a specific support system or social work model. The orphans' vulnerability is the consequence of numerous societal problems related to the lack of basic human rights. Therefore, improving the position of orphans lies at the very core of the United Nations Millennium Development Goals (MDGs) – aiming at eradicating extreme poverty and hunger, increasing children's education, and combating malaria and HIV – as well as being Finland's development policy. Since Morogoro has too many orphans to be taken care of by the municipal social work, it is important that the official local municipal units, the Ward Development Committees, are involved in caring the orphans. In the Orphans' Project, it appeared that the community-level work functioned well, but the management of the collaboration funds and reporting left much room for improvement. The project has operated with a very small annual budget in general. The major results of Vaasa-Morogoro collaboration are the following:

1. Best Practice concept created. A community-based support system for caring for orphans, in which foster families are empowered through microlending. The system relieves the social sector's workload, and the community workers can concentrate on other, new areas and cases. This social work model could also be replicated in other municipalities of Tanzania.
2. The original objective of the project was achieved relatively well. The living situation of 1,570 orphans was substantially improved by taking them out of poverty and offering them a home, schooling and health care.
3. Social workers started to compile basic statistics on the orphans' location and living situation.

4. The municipal service provision situation has improved. The project has also helped increase the number of social workers in Morogoro Municipality: their number has risen from 16 to 29, and will soon rise to 73.
5. Social work has earned more positive reputation among the inhabitants, because they are more aware of their rights to demand and receive tangible services from the municipality.
6. The project continuation has been hindered due to a lack of the audit report and financial reports from 2008-2009. Additionally, the municipal administration's slow removal of co-operation funds for the use of social work has caused hindrances to project implementation. The executive department's role has not been central enough.

Recommendations for the Vaasa-Morogoro co-operation are the following:

1. The Orphans' Project has been a valuable, municipal-level collaboration effort between Vaasa and Morogoro, thereby its funding should be continued. The project is an example of a small-scale grassroots development work that does not require great sums to improve the lives of the most marginalized in the population.
2. A crucial requirement for the continuation of future Vaasa-Morogoro collaboration is the institutional efficiency question in the management of project funding; it should be internally monitored and revised. The authority of the main executive department and the role of the Project Co-ordinator should be clarified and strengthened.
3. The street-level loan system requires more systematic documentation and monitoring of results is necessary. A baseline survey is needed in order to examine the current situation of the orphans.
4. Project planning and reporting require more of a joint efforts between South and North.
5. Co-operation should be strengthened by involving Vaasa's social sector in collaboration. More active staff exchange would help greatly.

In the Hartola-Iramba co-operation the long-term development goal was eradication of poverty and strengthening of local democracy and participation of inhabitants. The collaboration has had some impact on both poverty reduction and people's participation targets. Many of the long-term co-operation objectives – good governance, mutual learning of councilors and officials, improving the living conditions of the neediest, and people's participation in environmental issues – were met. At the general level, the added value provided by Hartola's participation was the following:

1. It has contributed to the rise of standard of living in Iramba and thereby the co-operation supports the IDC in the target of reaching the MDGs.
2. The collaboration has functioned as a gap-filler in financing service provision in various sectors.
3. The co-operation has helped increase people's participation in local administration, which is one of the prerequisites for enhancing good governance. Other impacts in regard to the good governance goal were difficult to trace.
4. The collaboration has strengthened the key departments' position within the IDC administration.
5. Development of the partners' experiences: the councilors and officers have learned skills, technology and culture from each other. The colleague-to-colleague communication requires some development, so that the viewpoints and expectations of both partners are made clearer. The overall participatory approach of the Finns was also considered an asset in the co-operation.

Results according to the three main components of the co-operation in 2010 were as follows:

#### Environmental program:

1. In schools and surrounding villages, environmental education (on cleanliness and greenery) and providing school meals (improved stoves, which also reduce the need for firewood) increased student attendance. Tree planting activities not only disseminate green thinking, but in the long run, may improve the microclimate and alleviate some local climate change impacts. Rotating fund systems introduced in the environmental conservation training improve environmental and economic sustainability of schools.
2. Achievements in household modernization were less ascertained. Appropriate modes of action were still searched for this new co-operation subcomponent. Household modernization was understood as a long-term development project, which not only requires the participation of the district, but also the government officers. The Southern partners emphasized a need for more practical assistance.
3. Training for 70 people starting solid waste enterprise was implemented but its results leave room for improvement. The facilitators' learning goal was not entirely realized, because they lacked proper methods and skills in the evaluation phases in particular. Nor did the training generate sufficiently new business activities, so its results were rather weak and some consequences were unexpected. There is need for better methods in training activities concerning environmental and also human rights sectors.
4. The goal of developing a waste management system in the surveyed areas of Kiomboi town was not realized, and a suitable model was not yet found.
5. The unused, temporary waste collection site at Kiomboi is out of order, and therefore, it should be cleaned up and landscaped.

#### Library and cultural heritage:

1. The Iramba District Library was in active use, particularly among youth, and the librarians kept records on the visitors. One hindrance was the gender imbalance among the users.
2. The cultural heritage project was very relevant, but developing sites for tourism poses a challenge because of Iramba's location outside the main tourist circuits. However, these areas do have special local characteristics, which may attract visitors interested in new cultural sights in Tanzania.

#### Development of vocational training and small business training:

1. Poor women could have been involved in VICOBA savings groups to improve their living conditions. The women had better control of money for the household, contributing to gender equality and women's independence. The number of village banks was steadily increasing, also spontaneously through self-organization.
2. Human rights training has many societal and educational challenges and hence it is developing slowly. The relationship between the local government and the inhabitants has become closer, and the IDC enjoys increased trust among the inhabitants, who are also more aware of their rights and the IDC's responsibilities.

The concept of Best Practice could be found especially in participatory village plans, environmental conservation in schools (including improved stove manufacturing), and women's village banks. The library project is expected to be sustainable, which is reinforced by the cultural heritage project. The number of the main components in the co-operation is relevant, but a few subcomponents could be checked and possibly revised in the environmental sector.

Recommendations for the Hartola-Iramba co-operation are the following:

1. VICOBA groups and people's self-organization should be supported and encouraged; an in-depth internal evaluation of them is necessary in order to learn more about their benefits and deficiencies, particularly concerning the position of the poorest and their possibilities to participate in savings groups.
2. Environmental conservation and manufacturing improved stoves should be continued and expanded to new schools and villages, particularly to critical ecological areas to prevent further deforestation and erosion. The parents' ability to offer food to school and the help from the World Food Program should be investigated.
3. Training activities in waste management systems and human rights need capacity-building within the IDC. Training in modernizing the household environment should be further developed (e.g. made more practically oriented).
4. Creating environmental enterprises and proper solid waste management systems as a preventive measure for urban growth problems would have a significant relevance. This requires capacity-building both in Iramba (know-how) and Hartola (strengthening ownership). Additionally, an innovative waste management system in Kiomboi's new housing areas should be integrated into the plans as soon as possible.
5. The Iramba District Library should join the Tanzania Library Association, which would increase the sustainability of the component; measures to attract more users and achieve better gender balance should be developed; assistance from the North in classification of books should be offered. The cultural heritage project should be supported by the expertise from the Itä-Häme museum of Hartola.
6. More work visits would be needed to strengthen mutual collaboration, increase ownership in Hartola and guarantee that the activities proceed according to plan. On the other hand, since work visits are expensive, and choices must be made between limited resources, sending as much funding as possible for the projects in Iramba has been chosen as more important.

To sum up, concerning both North-South linkages, all partners were highly motivated to continue the collaboration. In the case of the Northern partners, ownership should be strengthened.

# Introduction

The aim of this evaluation was to investigate the possibilities, realities and results of local government collaboration in the two North-South Local Government co-operation linkages in Tanzania, and to make recommendations concerning the content of the co-operation. The Vaasa-Morogoro co-operation consists of one component; social work focusing on the situation of orphans. The Hartola-Iramba co-operation consists of an environmental component, a library and cultural heritage component and a vocational training and small business training for women and youth groups. The emphasis was on the year 2010 but in the Vaasa-Morogoro linkage, the whole cycle of the Orphans Project was assessed.

The representatives of Vaasa and Hartola municipalities were interviewed before the field mission to Tanzania, and further discussions were carried out afterwards. Additional information was gathered via telephone and email correspondence, also from Tanzania.

The field mission to Tanzania was conducted by the evaluator Susanna Myllylä (Dr. Adm.Sc.), November 30–December 11, 2010. She visited Morogoro December 1–4 and Iramba December 5–10. This evaluation phase was based mainly on interviews and focus group discussions with key officials of local government authorities, the Morogoro Municipal Council, and the Iramba District Council. Additionally, interviews with the final beneficiaries, the inhabitants, were conducted whenever it was feasible to visit the urban areas and the villages. However, the limited timeframe restricted further participatory evaluation approaches.

The specific tasks of the evaluation were the following:

- Analyze the implementation of the projects in each municipality in light of its set objectives.
- Analyze the results and impacts of the components in question.
- Evaluate the above-mentioned components in light of their set objectives.
- Interview various stakeholders involved in the operations: representatives of the municipalities of Vaasa and Hartola, representatives of the Southern municipalities involved in the mentioned components and their implementation.
- Analyze the use of colleague-to-colleague co-operation in the components.
- Analyze aspects of ownership, effectiveness and sustainability.
- Make recommendations on the working of the components in question.

# Vaasa-Morogoro co-operation

## Background of co-operation

The Partner City Agreement between Morogoro Municipality and the City of Vaasa was established in 1990, in which the major partner from Vaasa was an NGO, the Vaasa Association for Developing Countries. At that time Finland's Ministry for Foreign Affairs provided financial resources only for NGOs and not municipalities. Officeholders from the healthcare and education sectors were also involved at the time. In the early 1990s when the NGO was involved, hospital equipment and school desks were provided to Morogoro. A teacher training program was established by the Åbo Akademi at Vaasa University in co-operation with Morogoro Teacher's College.

Vaasa City became involved with the North-South Local Government Co-operation Program in 2001. Initially a dozen different projects were proposed by Morogoro Municipality, but five projects were chosen for the co-operation for 2002–2004: 1) Comparative Administration, 2) Information Bridge, 3) Quality Improvement in Learning and Teaching, 4) AIDS Prevention Program in Primary Schools, and 5) the Orphans Project. In 2005-2007 the projects were: 1) Traffic and Traffic Safety Plan for Morogoro CBD, 2) Information Bridge Phase II, 3) Good Educational and Administrative Practices on Primary and Secondary Schools, 4) Financial Administration in Morogoro and Vaasa, and 5) the Orphans Project Phase II. The Orphans Project was the only component that has endured from the beginning. The others were completed due to fulfillment of the project objectives, retirement and moving of people.

## Component and objectives

The main component of the Vaasa-Morogoro co-operation in 2008-2010 was the Orphans Project. It was aimed at improving the position of orphans in the city by creating a specific support system or social work model. Orphans were identified and placed in foster families, which are given microloans for income-generating activities. This system was aimed at enabling the families to take care of the orphans' basic

The Kilakala urban neighborhood.



needs, including education. The main idea was that the project would become self-supporting through the repayment of the loans, which would then be granted to new guardians. The project has also assisted foster families in the orphans' schooling from the secondary to the vocational levels. The scheme is considered a pilot project, because before 2001, the orphans' situation was not generally well known in the city and orphans have typically remained on the margins of Tanzanian society. Hence, the aim was to develop practices and models for the immediate beneficiaries – the officeholders in social work. This in turn, could improve the position of the final beneficiaries – the orphans.

## Relevance

In Tanzania, according to the 2002 National Census Report, about 10 percent of all children under 18 are orphans and other vulnerable children. Their vulnerability results from a lack of basic rights including access to education, health care, clean and safe water, security and community support. Furthermore, the HIV/AIDS pandemic has increased the problem for orphans at the same time that the extended family network is collapsing, stretching capacities and resources to their limits. (Mtunguja 2002.)<sup>1</sup>

The orphans issue is also an urgent problem, if not the most critical issue, in the municipality of Morogoro, which has 304,000 inhabitants. Annual population growth is 7.2 percent. Morogoro Municipality is administratively divided into 29 wards. The city functions as a transportation hub, through which a large number of people pass annually, including from the neighboring countries. The Municipal Medical Officer of Health pointed out that as a result of people's intermingling, high levels of HIV/AIDS infections have taken place. The estimated HIV/AIDS rate in the city is estimated at 5.9 percent, while the national average is 5.7 percent.

The situation of the orphans is due in large part (although not in all cases) to HIV/AIDS. The orphans may i) have lost one or both parents because of infection; ii) have to take care of the only guardian who carries the infection; iii) be at very high risk without proper guidance on sexual behavior; iv) already be HIV-positive. In many cases the widow-headed or child-headed families do not have a place to stay because they cannot by themselves afford to pay rent. The retired Educational Officer, who was a key person in the municipality's HIV/AIDS project, pointed out that "the orphans do not want to come out", for instance, in school fee issues; they tend to hide in order to avoid stigmatization. She has also observed that voluntary community help for orphans often varies among regions; in Morogoro the orphans' situation has been difficult because communities do not have sufficient resources such as house space.

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1 Mtunguja, Salome 2002, "10% of children are orphans", National News (<http://www.theexpress.com/express%20363/news/news2.htm>, 15.2.2011)



The number of orphans in Morogoro is increasing very rapidly. In 2004 there were approximately 2,705 orphans, but by 2007 the amount was more than doubled, 4,500. By 2010 their number again doubled, to 9,000. Furthermore, these figures illuminate just part of a wider problem, since they do not contain the most vulnerable and marginalized orphans: those living on the streets. Hence the statistics include only those who are cared for by their siblings or otherwise avoided the streets. These types of orphans have also been the main target group in the Vaasa-Morogoro collaboration.

## Implementation

In Morogoro Municipality, the implementing authority of the Orphans Project is the Department of Community Development and Social Welfare and Youth.

The orphans were divided into those who need support most urgently i.e. the most vulnerable orphans, and those who live in better conditions. The project has supported income-generating activities by offering microloans to foster families, by developing a model that was gradually improved:

The co-operation started (2002-2004) by monitoring the orphans' situation: they were identified and their living situations were monitored, and their number was calculated by the officeholders (social workers) of Morogoro Municipality, with the assistance of the Project Component Co-ordinator, a health care expert from Vaasa. The social work departments of Morogoro and Vaasa exchanged knowledge, experiences and practices. New homes were found for almost 100 orphans. Training was given to the guardians in housekeeping, health care and house-hold budgeting. Small loans were given to (mainly) women, by starting the project in three streets (or urban quarters, *mtaa*<sup>2</sup>). However, after the lenders failed to pay back (due to illnesses, such as AIDS), it was realized that the model had to be developed and that more emphasis needed to be put on community groups.

In the second phase (2005-2007) the aim was to increase self-support at the street level. Loans were offered to women's groups. Three more streets were involved in the project. This model was an improvement over the previous one, but there were still some problems that questioned the model's local relevance. The model was developed even further, because a considerable part of the microloans were non-performing, which drew negative feedback for the Council from the National Audit Office. However, the project also put a lot of emphasis on capacity-building of the communities, which was seen as a necessary step at this point. In all, 272 streets were identified and street committees to address the issue of the most vulnerable children were created in 19 wards (currently in 29). All street leaders were trained in order to strengthen their position within the communities. Furthermore, street committees, guardians and other support persons and orphans were trained in health care and economic issues among others.

In the third phase (2008-2010) loans were given to entire streets (or urban quarters). This implies that each *mtaa* contains several subgroups, among which the loan is distributed. As a total of 272 streets were identified by the end of 2010, funding has been implemented in six streets of six wards. The streets were selected according to their socio-economic status: low-income, high-income and mid-range. The profit, 10 percent interest, is intended to support the orphans. According to the Southern Project Co-ordinator, who is a social worker, Phase III has proven to be the soundest option so far, because it offers a new way to capacitate local communities to take care of the orphans. – During the evaluation, a visit was made to Kilakala Ward in order to examine how a street-level microloan is used and how it could improve the orphans' situation. (See Box 1.)

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2 Subward, urban neighborhood, part of town, quarter of a city, streets, suburb.

The Project Component Co-ordinator of Vaasa continued to participate in the development of the model throughout the project 2002-2010.

The Ward Development Committees (WDC) select orphans and the proposals are sent to the Municipal Director who makes the final decisions. The social worker sends payment checks to the schools, with the names of the selected children. This guarantees the orphans' continuous schooling. It is considered important that WDCs themselves take care of the entire process, from selection and monitoring, because there are not enough resources (in South and North) to carry out the process in all wards, as the Southern Project Co-ordinator states: "Ownership is given to those who know the orphans the best, and I am just supervising; the ward identifies the child and then social work assists in the next step. In this way our workload also decreases." The Project Component Co-ordinator of the Northern partner pointed out that the WDCs need more training in order to guarantee the orphans' equality; so that those children and youth in critical situations have priority. The duty of the social workers, or community development workers, is to monitor the situation and visit the foster families.

Box 1.

#### **Case: Street level microlending in Kilakala ward, Morogoro**

Economically, Kilakala constitutes a mid-range area and it is one of the six pilot project streets (mtaa) that were given microloans. Kilakala has a ward committee of 10 elected members, and it is responsible for the most vulnerable children, including orphans. The committee has been operating since September 2009. Kilakala was offered a 1 million Tsh<sup>3</sup> (522 €) loan, of which 200,000 Tsh was allocated to four separate women groups. Each group has five members, so there were a total of 20 lenders by the end of 2010 in Kilakala ward. In 2009 the project organized a pre-training for leaders on the management of funds. The Treasurer made a rough estimation that approximately 360 inhabitants are more or less benefiting from the microlending system in Kilakala area. The number of ultimate beneficiaries, the orphans, is 80. The street committee selects members for the lending groups. The loans have been used for selling fruits, fish, juices, oil and other products in the local marketplace. The groups pay 10 percent interest and the payments have functioned quite well, except for in one group, which has had some difficulties due to sickness of a member. After 1.5 years in operation, the street has generated (from 1 million Tsh) a profit of 300,000 Tsh (157 €) and as capital remained intact, the total sum was 1,300,000 Tsh (679 €) by the end of 2010. This microloan system was considered a good way to raise funds when capital rests within the community and the generated profit can be used for orphans' school fee payments and purchasing uniforms as well as medicines, such as antimalaria drugs, all of which are important because orphans often suffer from many illnesses. The street committee, in turn, goes from house to house to monitor orphans' condition and the foster parents' capacity to take care of the child. It was also mentioned that the street-level lending system is useful because it offers a chance for many persons to participate and people have become used to applying and handling small loans due to women's microlending system experience. The social worker generalized the impact of street lending on people's lives: "After receiving a loan people can afford to have three meals daily – previously there was only one meal per day."

3 Tanzanian shilling (Tsh); 1 euro is approximately 1,915 Tsh (as of December 16, 2010).



Maria Augustino of the Kilakala microloan group is selling her products in the local market.

The Vaasa-Morogoro co-operation mainly supports secondary-<sup>4</sup> and vocational-age orphans in governmental schools. Below are some examples of the school payments in different cases concerning children in critical situations – in the latter case support is given in larger amounts to guardians because of extra costs such as transportation fees due to distant school trips (see also examples of diverse family cases in Boxes 2 and 3):

- “Children from the street, critical situation, secondary school fees in 2010/2011, total sum 7,100,000 Tsh (3,707 €), total number 256 orphans in 21 secondary schools.”
- “Orphans in critical situations, 130,000–180,000 Tsh per child (8); total sum 1,140,000 Tsh” (595 €).

To sum up, Vaasa-Morogoro co-operation has created a microlending system, which is community-based and self-financing through interest payments, and which is administered by Morogoro Municipality. In addition, schooling is paid for the selected children in critical conditions.

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<sup>4</sup> There have been no fees for primary schools since 2001; in secondary school the annual fee is 20,000 Tsh.

## Box 2.

### **Case: Child-headed family livelihood, Morogoro**

Bakari Athuman Ndeke (25) is a guardian for his two younger brothers (15 and 21). He was 20 years old when their parents passed away and suddenly he became the head of the family – a situation he was not prepared for. Bakari is a law graduate, one of very few orphans who have succeeded in obtaining a university (first) degree. He is searching for an opportunity to continue law studies in Mzumbe University, but finding financial support for the school fees is difficult. The youngest brother is in secondary school and his schooling (form four) was funded by the North-South co-operation in 2009. The middle brother is most definitely going to vocational school. The boys attempt to make their living from various casual jobs and activities. Bakari has worked as a part-time teacher in the secondary school. He considers it useful despite the low pay. But existential uncertainty prevails: they cannot be sure they will secure daily food and other necessities. Last year the boys had a *genge* (a small food stall) beside their house but “our business collapsed, since we ate all the stuff”. Sometimes it was profitable to sell food, but in quieter times they found the stall an easy way to organize food, without cooking. It constitutes a large share of their resources: the price of charcoal has risen in Morogoro due to forest conservation. Now the price is 400-500 Tsh per tin and the daily need is two tins. The family has to use approximately 30,000 Tsh per month for purchasing charcoal, which amounts to as much as 20-30 percent of their available monthly funds. On the worst days the boys do not have any food and they have to turn to their social network in the city. They have a grandmother living in Singida, 500 km from Morogoro. The boys consider their neighbors in Morogoro sympathetic towards them as orphans – however, they understand that people cannot offer much help due to lack of money and space. The boys’ house is inherited from their parents and it contains three rooms, one of which is not used because it is in bad condition. The small room, which Bakari shares with the youngest brother, contains items necessary for living: a package of rice beside a pile of school books, clothes and two bicycles hanging on the wall, as well as shoes well organized in a shelf. The room, like the whole house, needs repairing. Furthermore, the only bed is broken, as well as its mosquito net, exposing the boys to malaria. The cooking stove of a “three rock” system is located outside in the yard.

## Box 3.

### **Case: An Elderly guardian for orphans, Morogoro**

Hadidja Mohamed is a widow and takes care of her late daughter’s two children, who became orphans after both their parents died within a short period – from meningitis and a heart attack, respectively. The grandmother’s personal history and life situation is rather common to the families living in Morogoro, where many orphans are reared by the elders. At times, the grandmother has to visit social workers and ask about the situation of the delayed school fee payments by Morogoro Municipality. In addition to the school fees, she has difficulties raising money for her two granddaughters’ uniforms. Morogoro Municipality has paid the girls’ school fees since primary school. Hadidja has supported the family by selling charcoal. She used to buy a larger piece that was cut into smaller ones for sale, but after the price of charcoal rose she stopped selling it. Nowadays she tries to manage by preparing and selling *mandazi* (fried bread). She considers the North-South co-operation of the utmost importance for the family; without this support neither of the girls would be attending the school.



The Social worker Devota Nkwera and Hadidja Mohamed, who is a guardian for her two grandchildren.

## Impacts according to the social workers

The Department of Community Development and Social Welfare and Youth has four units: research and planning, gender and children's affairs, social welfare, and the youth unit. According to the Head of the department, their mandate is "to implement participatory planning; to prioritize actions and convince the management level of these priorities". The role of the department is to translate and implement the policies on community development; child development; gender; land (women's land rights); the elderly; and the disabled, and in all, to make linkages in cross-cutting policies, particularly in the issue of poverty.

Since 2002, the co-operation project has helped increase the number of social workers – most of whom are community development workers – in Morogoro Municipality: their number has risen from 16 to 29. This also includes the HQ staff. The community development workers are each responsible for two wards. The aim for the near future is to have one ward for each officer, a total of 73 officers. According to the interviewees at the Municipal Council and the focus group discussion with 19 community development and social workers representing various wards, the North-South collaboration has led to other improvements in the social sector:

- It has helped to locate orphans and document their number; without the Project, these children would be on the streets.
- The orphans issue (“the orphan discourse”) has been upraised, including different administrative levels: from the capacity building of mtaas to the councilors’ awareness.
- It has had “a big impact; before there were no players”. In other words, the Project has made social sector an important, piloting actor in the orphan issue.
- It has greatly improved the orphans’ educational situation. Having an opportunity for schooling is of great importance to orphans, because it can offer a way out from their poor lives. Those who have managed to obtain higher education, such as at Teacher’s College, serve as role models to the younger ones.
- To some extent, it has alleviated the budget deficit of the social sector.
- The municipality has more responsibility: people now expect services in other sectors as well, such as waste management, health care, or fire rescue work.
- The guardians of the orphans are assisted in new ways: they form groups in order to empower themselves through income generation.
- It has paved the way for other actors, such as NGOs, in the field, and a possibility to cooperate with them, also in the wards.
- It has assisted the department in the national decentralization policy target.
- The workload in the social sector has reduced since local communities have established their own model for social services. On the other hand, the number of orphans is continuously rising, and thus there are new cases to work on.
- People’s trust in the municipality and its social work has increased.
- The visits to Finland have widened the councilors’ and officers’ horizons and given them new ideas to be implemented in Morogoro.
- “Most people respect you only if you give services”. In other words, social work must show tangible benefits for the residents.
- The department is more empowered, even though there are still some administrative issues to be improved.
- One benefit to involving entire communities in social work has been the decrease in discrimination against the orphans. They also learn self-reliance, particularly from their guardians.

This focus group discussion also brought up several challenges in collaboration that need to be addressed, as discussed in the next chapter.

## Challenges and problems in project implementation

### Financial and operational challenges

The annual budget of Vaasa-Morogoro co-operation has been very small in 2008-2010, 20,000-25,000 €. Due to a lack of audit reports and financial reports from 2008-2009, the project has not received new funding since 2009, and it operated in 2010 with 13,000 €.<sup>5</sup>

The annual reporting of the North-South co-operation has been a major problem in the project management in the South. AFLRA has also reminded the Morogoro Municipal Council to submit the annual reports. By the end of 2010, they were unable to provide the audit report and financial statements from 2008-2009. The long delay has been a severe hindrance for the project implementation and planning of new activities. This is also deeply frustrating for the Department of Community Development and Social Welfare and Youth. According to the Senior Economist, the

5 Five components, approximate funding: 103,000 € in 2005, 107,000 € in 2006, 90,000 € in 2007. One component (social work) 24,800 € in 2008, 27,000 € in 2009, 13,000 € in 2010 (transferred from the previous year).

Morogoro Municipal Council has done everything possible to receive the audit report as soon as it can. In June 2010 a request for a separate auditing was made to the National Audit Office. After the reply from the Auditor General in October, the required financial statements were offered for the audit. The cost for the separate audit was 2,755,000 Tsh (1439 €), which was paid in November, after which the audit (could be) commenced. The national audit report is usually free of charge for the local governments.

Vaasa-Morogoro co-operation has not specifically addressed good governance practices. Concerning the project funding and decision-making, openness and collaboration between key departments could be improved in the Morogoro Municipal Council. Hence the major challenge in the co-operation project is located at the management level:

- The executive department's role has not been central enough: it does not possess sufficient information, nor power, concerning the management of North-South co-operation finances.
- The Southern Project Co-ordinator should also have a more central role within the project administration, which would be essential to carry out collaboration more efficiently.
- The municipal administration's slow removal of co-operation funds for the use of social work has caused hindrances to project implementation.

In the latter case, delays in managing project funding require, in turn, extra time and effort from the executive department and its social workers. For instance, more paper work is needed when the school fee payments, which the social worker needs, are late; she has to write letters to the schools in order to guarantee that the payments are in process and the checks will be sent there later: "You never get results before the school fee is paid, and this may cause a lot of trouble for the young person, in terms of further education options and employment". In addition, the social workers have to deal with the worried guardians, who come to visit the headquarters.

The lack of vehicles and funds for fuel is a problem in an area where streets are widely scattered. Social workers have to reach the orphans in order to monitor their situation: the officers must often rely on their own vehicles and finances, for which they seldom receive compensation.

Furthermore, concerning the needs of the growing urban population and the orphans in the city, the social sector's small budget as a whole was considered a severe obstacle, and also an indicator that the national government did not recognize its value, as pointed out by the Head of the social sector: "We make good plans, but there is little money for implementation from the national government. If it did not provide sufficient funds, the department must find other sources – a reason why the North-South collaboration was originally sought." Thus it seems that although the sector is not highly valued by the national government, Morogoro residents have started to respect the social sector's efforts more than before.

## Ownership and sustainability challenges

The co-operation model is a result of interaction between South and North. The aim has been to develop local ownership, which in turn increases project sustainability. The Southern partner has usually made proposals for the project, based on its needs, while the Northern partner has formulated the documents. In the beginning of the project it was debated whether the target group should include street orphans. This need was addressed by the Northern partner; however, street orphans did not become the main target group for the collaboration. This sensitive issue brought up some differences between the two societies.

In general, colleague-to-colleague co-operation has functioned very well particularly at the fieldwork level. The social workers in Morogoro were content with the long-term co-operation with the Project Component Co-ordinator of Vaasa. Her input was highly valued, particularly at the street level. Both partners learned new viewpoints and practices in the process. The opportunity to visit the social sector in Finland, organized by Vaasa city, has motivated the officeholders from Morogoro to develop their practices.

Project reporting, in turn, has proved to be rather strenuous for the partners, because of the deficiencies in reporting skills and communications problems, mainly due to poor internet connections. Additionally, the limited number of work visits between North and South pose challenges to better interaction. Ownership in the South has been strong, but Northern ownership also needs to be strengthened by involving new expertise from the city of Vaasa in the social sector. However, according to the Chief Secretary of Vaasa City, the Project Co-ordinator, they are very interested in continuing the cooperation and thereby sustaining a motivation to establish more ownership in the city. The Northern Project Component Coordinator remarked that it would be ideal to find an expert from Vaasa city to develop a training system in the social sector based on the achieved model.

The issue of institutional memory was brought up in the interviews, since Morogoro Municipality has experienced staff changes, particularly in managerial posts. In the discussion with the Acting Municipal Director and the Project Co-ordinator, this was not considered an important hindrance for the collaboration project, because they referred to teamwork as a factor that sustains project knowledge and continuity. On the other hand, it also became clear that the Project Co-ordinator holds knowledge on the project and communities that may be lost if she leaves this post. Furthermore, discussions with various actors in the municipality also indicated that perceptions and attitudes of the upper management level concerning the Orphans' Project may vary and thus affect the functionality of the whole project. The current Municipal Director was believed to have a very positive view of the project.

According to the Southern Project Co-ordinator, who carries the main responsibility of the project in practice, the future focus would be to continue supporting orphans by empowering the streets in diverse ways, which increases sustainability and ownership in the South: 1) to put more effort on the street-level actors' committees, leaders, guardians, and support persons; 2) to assist in new businesses: capital creation for various groups, so the profit would remain at the street level, to purchase school equipment and other necessities; 3) pilot assistance for widows; and 4) interlinking with the health sector by creating a health insurance payment system for the orphans, which could increase sustainability in their lives, especially when there is no one to take care of them. This takes place when the only guardian has passed away, or when, in a child-headed family, the eldest one has malaria. A person may suffer bouts of malaria many times. The Project Co-ordinator also addressed the need for more frequent visits to Finland, in order to learn new practices in social work. In addition, the Co-ordinator and the Head of the executive department hoped that future co-operation would contain a short course on project management.

In the focus group discussion with the other social and community workers, many suggestions were made concerning future co-operation. Because discrimination against orphans still exists, further awareness-raising within communities is needed in order to decrease stigmatization of the orphans. It was hoped that the future collaboration would assist with this, particularly in the cases of a "double-burden", where an orphan is also disabled or albino. The social officers also identified a need for more training for primary-school teachers, so the teachers could better educate pupils on sexual-behavior issues. Additionally, more training in the psychosocial field is needed to better assist the orphans. The group of social and community workers also expressed interest in exchange trips to Finland, in order to learn about the social sector in Vaasa.

## Major results

Considering the relative effectiveness of the Orphans Project in Morogoro, and the added value provided by Vaasa, it should be noted that the project has operated with a very small annual budget. In terms of organizing homes and education for the orphans, the results of Vaasa-Morogoro collaboration are the following:

- Pilot project in social work: recognition and identification of a marginalized societal group, the orphans. Initiating the new practice, the officeholders went to the street level to find the children and assessed how urgently they needed help. Social workers started to compile basic statistics on the orphans' location and living situation.
- The total number of orphans who received home and school fees in 2002-2010 is 1,570 (while in the beginning approximately 100 orphans were identified and given a home).
- The number of orphans who received home and school fees in 2010 is 305 (approximately 3.4 per cent of the estimated 9,000 orphans in the city).
- The number of orphans supported by the street-level loan system is 480.

The major results of the North-South collaboration can be thus summarized:

- Best Practice concept created. Since orphanages are a rather new phenomenon in Tanzanian culture, and there are so many orphans in the country, building orphanages is not a solution for all orphan cases. By involving foster families, entire urban quarters and their leaders, the inhabitants become more aware of their roles in alleviating these children's difficult situation. At the same time the system relieves the social sector's workload in the municipality. A community-based support system for caring for orphans, which includes microlending to foster families, appears to be a feasible model for Morogoro. This model could also be replicated in other municipalities of Tanzania.
- The original objective of the project – to improve the position of orphans in the city by creating a specific support system or social work model – was achieved: the living situation of 1,570 orphans was substantially improved by taking them out of poverty and offering them a home, schooling and health care.
- It has helped increase the number of social workers in Morogoro Municipality: their number has risen from 16 to 29, and will soon rise to 73.
- It has succeeded in disseminating awareness of the issue of orphans within the Municipal Council as well as within the local communities.
- Social work has earned more positive reputation among the inhabitants, because they are more aware of their rights to demand and receive tangible services from the municipality.
- The municipal service provision situation has improved, because due to the Best Practice, social workers can concentrate on other, new areas and cases.
- The development of the experiences, both in South and North, due to the operational fluency in colleague-to-colleague work at the street level.

## Recommendations for co-operation

- Based on the results and benefits achieved for the orphans in Morogoro, support for the Orphans Project is justified and its funding should be continued. The project is an example of a small-scale grassroots development work that does not require great sums to improve the lives of the most marginalized in the population.
- The street-level loan system is a promising concept, which deserves further development and scaling up to include more areas. Systematic documentation (statistics)

and monitoring of results is necessary.

- A baseline survey is needed in order to count how many orphans there are compared to in Phase I: where they are now, how many orphans are in schools, and who are the beneficiaries.
- Efficient co-operation requires institutional efficiency and other good governance practices. Institutional efficiency in the management of project funding should be internally monitored and revised. Furthermore, the positions of the executive department and the Project Co-ordinator need to be strengthened throughout the project cycle. The institutional efficiency issue has to be solved locally in Morogoro without assistance from Vaasa.
- In order to guarantee equality between partners, and also more and better documents, project planning and reporting require more of a joint efforts between South and North. On Vaasa's part, the Project Co-ordinator should take the main responsibility for project documentation.
- Co-operation has been focused on one component and the ownership of Vaasa needs strengthening at the moment. Co-operation should be strengthened by involving Vaasa's social sector in collaboration, and possibly monitoring one to two new viable components in other sectors, based on the needs of the South. More active staff exchange would help greatly.
- Besides paying school fees for secondary level and vocational education, it would be justifiable to finance higher education studies for a few selected orphans, particularly if they were, after having finished their studies, interested in assisting their communities or other orphans in human rights, education, environmental health or income generation issues.
- Including street orphans would improve the project's relevance, given the policy environments of the partner countries and their poverty reduction targets as well as MDGs.
- It would also be relevant to examine, what the role of the project is within a wider operational context, the actor network, of the orphans' issue in Morogoro.

# Hartola-Iramba co-operation

## Background of co-operation

Co-operation partners are the Iramba District Council (IDC) and Hartola Municipality. In the background there has already been some municipal and parish level collaboration since 1991. The co-operation started in 2002 between Hartola, Janakkala, Hauho and Iramba District. The main emphasis was on capacity-building for the officials on all administrative levels. The projects started from Msingi ward, and due to the request of the IDC, activities were extended to other wards in 2003. PAR (Participatory Action Research) planning was initiated in the villages, and also women's groups were organized. In 2005-2007 the program sought to improve the living conditions of the poorest inhabitants and strengthen the capacity of the local government. In addition, citizens' rights, gender equality, principles of democracy, and environmental development were highlighted. Training was organized for the villagers and officers. Ndalla dispensary, Lulumba dormitory, Kiomboi waste transfer bay and the District Library were established.

## Components and objectives

In the 2010 Hartola-Iramba co-operation the long-term development goal was the eradication of poverty and the strengthening of local democracy and participation of inhabitants in Iramba District. The co-operation activities were chosen from those suggested by the IDC. The long-term co-operation goals focused on 1) developing good governance through practical co-operation planning and implementation, 2) intensifying mutual learning by government officials, councilors and experts through participation in project planning and implementation, 3) improving the living conditions of the neediest groups, and 4) promoting people's active participation and interest in their own environmental conditions.

The co-operation consists of three components and their goals (Kuusi 2010, 42-44):

### 1) Environmental program:

- to help Iramba District inhabitants and officeholders learn about the environmental issues that need special attention in Iramba; through training and practical measures the inhabitants are able to take better care of their own environment;
- training in manufacturing improved stoves in three wards, so that these stoves could be used to reduce the need for firewood;
- training in environmental conservation (composting and waste management) in two wards;
- training for 70 people on starting waste-collection enterprises in five wards;
- the waste management system is developed in the surveyed areas of Kiomboi;
- training women's groups to improve the household environments in Msingi FDC.

## 2) Library and cultural heritage:

- collection and preservation of oral history and historical material which are quickly disappearing in the district;
- short course of the Librarians in Librarian College in Bagamoyo, on basic library knowledge, selection of materials and library arrangements;
- history course in Morogoro for three staff members, consisting of gathering, recording and analyzing oral history;
- procurement of books for the Iramba District Library according to the needs of the students and other inhabitants.

## 3) Vocational training, and small business training for women and youth groups:

- for women and youth groups, organize training that empowers the groups to start or further develop their own enterprise or facilitate the groups vocationally;
- through training the groups acquire skills and knowledge and learn to defend themselves against social injustice;
- the facilitators are mainly Iramba District officeholders who also gain new training experience and learn about the circumstances of the groups;
- the development of village community banks (VICOBA) will help the groups to get loans and start their business.

## Relevance

Iramba is one of four districts of the Singida Region, located in central Tanzania. The Iramba District is divided into seven divisions, 26 wards, 126 villages and 775 hamlets. Its total population is 450,000. Agriculture (cereals, legumes), livestock-keeping, mining, fishing, trade, logging and small-scale industries constitute the most important sources of livelihood. This semi-arid, 'drought-prone' region has several environmental constraints, such as erosion, deforestation, and lack of fuel wood. Furthermore, urbanization is aggravating the phenomenon of squatter settlement and pollution due to solid waste. Poverty is a problem, and the whole Singida region, like other parts of central Tanzania in 2006, has suffered from severe food crises. The district's average domestic annual income is just half the country's national average<sup>6</sup> (Social Watch Program in Tanzania 2005, 11)<sup>7</sup>. Skewed land ownership – certain traditions and customs prevent women from owning land, even though they are the main participants in food production – reflects severe social inequalities in Iramba. Furthermore, women and girls have the weakest position in the economic, political, educational and health sectors. School attendance is poor and dropping out is common, due to poverty; families often fail to get resources for food, school fees and uniforms. The increasing number of young adults increases the need to create income-generating activities.

The three co-operation components, taken as a whole, can be considered relevant for Iramba's social, economic and ecological context. Two components – the environmental program and vocational training and small business training for women and youth groups – correspond with the strategic key result areas in the Strategic Plan of the Iramba District Council, while the library and cultural heritage component corresponds with the national level strategy highlighting history as an important development area (Kuusi 2010, 40).

6 In 2002, Iramba 140,000 Tsh; national average 270,000 Tsh.

7 Social Watch Program in Tanzania. 10 years of Implementation of Copenhagen Commitments, Beijing Platform of Action and 5 years of Millennium Development Goals (MDGs). The Case Study of Iramba and Kibondo Districts. Novic & WLAC 2005. Dar es Salaam.

## Implementation

### Environmental program component

Environmental training aims at environmental protection by empowering local communities, which use firewood and charcoal as their main source of energy. Two sub-components of the environmental program in particular are interlinked: Training in environmental conservation consists of tree-planting and raising environmental awareness in schools and villages, organized by the District Forest Officer and the Environmental Health Officer. Training also includes sensitization of school committees on hygiene and sanitation issues, and thereby preventing contagious diseases. In 2010 the training was implemented in two wards (Ibaga, Nduguti). Training in manufacturing improved stoves took place in three wards (Ntwike, Mpambala, Mwangi), where a total of 90 people participated. The training was organized by the Assistant Community Development Officer, the Teacher of Msingi Folk Development College (FDC), and the District Technician. Manufacturing improved stoves decreases fuel wood consumption, which is vital in dryland environments and which also reduces deforestation. Improved stoves have been built not only in several households but also in primary and secondary schools in order to offer meals for pupils and thereby increase school attendance. Hence it has been acknowledged that food can boost learning, particularly in areas suffering from drought. The pupils concentrate in class and perform better in national examinations, which offer a way to the next level. The World Food Program's "Food for Education" initiative in Tanzania has ignited local interest in establishing improved stoves for schools, also in Iramba. However, so far the initiative's impact in the Iramba District has been slight. At the moment six schools are offering meals. Parents attempt to offer food to schools, but they have very limited resources. In this dryland area, grasshoppers serve as an important protein source, too.

To cite several examples of environmental conservation, the Mapinduzi primary school has three tree nurseries, which are located in the school yard and also by the riverbank. Each student plants two or three trees and takes care of them for two months. There were 11,000 trees (approximately 30 cm tall) and the price was 50-100 Tsh per tree. Various tree species are grown for human and animal food, fences, logs and for vegetative erosion barriers. According to the school-teachers, their rotating fund system improves sustainability when trees are sold to villages and other schools annually; so far a total of 10,000 trees have been sold. The school had 2,000,000 Tsh (1044 €) cash in its bank account, and the profit is used to purchase new trees. The teachers wish to continue the program, because "it is tangible and improves the immediate environment, and the school is a catalyst for other schools, which buy trees and seedlings from them". Many trees have also been planted around the Ntwike primary school and the village area, and many are full-grown. The school has improved the stove system with five cooking places. In the Bomani primary school, pupils' clubs are responsible for tree nurseries and other environmental sites. Pupils each have their own tree to take care of, which is meant to increase their sense of ownership. Teachers and students from other schools visit Bomani to learn about their activities. As one of the teachers put it, "they imitate us". In the Igumo primary school, the general state of the environment (greenery, cleanliness) has been improved. According to the Head Teacher, the dynamics or co-operation between teachers and pupils has improved accordingly. They have good student attendance, because pupils enjoy a green and clean environment. The challenge is that there is not sufficient water for plants, and thus their green areas depend on rains.

The third subcomponent, training in improving household environment, aims at modernizing homes and adopting environmentally friendly practices in the entire district area<sup>8</sup>. The Chair of the Steering Committee in Hartola Municipality pointed

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8 This subcomponent is in line with the UNICEF WASH program, which is designed to contribute to the Millennium Development Goal for water and sanitation questions.



The Head Teacher Sirili Shirima of the Mapinduzi Primary School introduces a tree nursery to the Project Co-ordinator Helena Mäkinen and the District Environmental Officer Deogratius Isagara.

out that equipping households was understood as a long-term development project, which not only requires the participation of the district, but also the government. She has negotiated the issue at the ministry level, but in practice household modernization is aimed at making improvements through the Msingi FDC. Furthermore, she has observed that planning houses in Tanzania merely means building walls and does not take into account functionality nor cooking or environmental considerations. It is difficult to train people in constructing houses during the short work visits, but they will continue to develop this subcomponent by, for example, developing housekeeping education in Lulumba<sup>9</sup>.

Training was first implemented among three women's groups at Msingi FDC. Training was carried out by the District Community Development Officer, Msingi FDC Teacher, and the Community Development Officer. The basic idea in introducing modern household structures and practices was taken from the Finnish Martta-Association, for instance, by addressing the importance of a kitchen and building improved stoves. First they were manufactured using mud and some metal for the pipe, grill and supporting structures. It was an important observation that it is necessary to use smaller bricks and cement in order to build more solid stoves, whether inside or outside homes, although cement increases costs. In addition, cleanliness issues and rainwater collecting have been dealt with, as well as purchasing cabinets for household items, and the importance of mosquito nets. The FDC buildings operate with solar energy and rainwater is harvested. Training seminars may include, for instance, sessions in which a group produces posters based on discussions about daily, weekly and monthly household cleaning needs. The women also learn to make household cleaning equipment such as brushes. HIV/AIDS is also discussed, since it is part of the current national agenda. The women mentioned that after training, they better understand the importance of good ventilation, instead of the custom of keeping the windows closed (according to a local traditional belief, evil spirits may enter the house through open

<sup>9</sup> There was also a remark about housekeeping education; that it was generally provided straight after the end of the colonial period, but it was then stopped. Now schools lack basic equipment, space and trained teachers.

windows). The trainees also spread awareness by telling their neighbors about new issues. The courses were considered relevant, and the women hoped they would continue. However, it was also stated that they need more practical help and training, as some courses have been too theoretical.

Training people starting waste-collection enterprise, the fourth subcomponent, was aimed at income generation among the villagers. In 2010 a total of 70 people from five wards participated in training, organized by the District Forest Officer and the Environmental Health Officer. However, people's movement after training has been a problem; it diminishes the sustainability of the training impact. The fifth subcomponent, monitoring and supervision on environmental training projects, was carried out by the District Forest Officer, the District Environmental Officer and the Project Coordinator. Training consisted of environmental education, coping strategies (in agriculture), tree nurseries, tree planting, forest reserve establishment, and natural vegetation conservation. For instance, the evaluation of environmental seminars in 10 villages (2009-2010) used 24, mainly quantitative, indicators for assessment. These included the presence of village environmental committees (the chairman and the community treasurer) and the presence of water sources or forest reserves within the village. The District Environmental Officer concluded that training in these 10 villages was quite successful; for instance, the number of planted trees, in particular, has risen from 700 to 67,000 (2007-2009).

Environmental plot in Kiomboi and a waste management system, the sixth subcomponent, aims at preventing slum-type habitation in Kiomboi town, and two sites are under a planning process by the Land Surveyors of the IDC. These plots ought to serve as well-functioning areas and also experimental areas of waste management, which would involve small waste-collection enterprises. Land Surveyors have measured a total of 400 plots in Old Kiomboi and New Kiomboi, but construction was not yet initiated. The process is slow, since all parts of the plan must be accepted by the Ministry for Land, Housing and Human Settlements. The new sites consist of two types of plots, to be sold to inhabitants in the municipality; for low-density and high-density housing (the latter costs approximately 200,000 Tsh, 104 €), made of bricks and cement. The plans also include market areas, mosques, car parks, and public buildings. However, a new type of a household waste-collection system was not yet integrated into the plans. The land surveyors expressed interest in environmental concerns, but seemed to lack knowledge of how to plan and implement such a system. Nor has the Northern partner had an expert in the field at this point, due to personnel changes in the North. Furthermore, not only electricity infrastructure but also the water delivery system in Kiomboi town is very vulnerable and daily interruptions in service are common.

Solid waste management in Kiomboi is in a poor state because recycling is non-existent and the waste is dumped outside the town. Unrecycled garbage is spreading into the environment and plastic bags in particular pose a hazard for children, as well as for domestic and wild animals. For these reasons fencing the Salala dumping site (six kilometers from Kiomboi, along Misigiri road) was funded by the North-South collaboration through 2008-2010. The unused, temporary waste collection site at Kiomboi is out of order, since it has been broken and waste has spread out. Therefore, it should be cleaned up and landscaped. The issue was also discussed with the District Executive Director who promised to organize a cleanup of the site. The Northern partner suggested improving household waste collection in Kiomboi by adopting a Finnish-type management collection system, where waste is separated into different containers.

## Library and cultural heritage component

The library component in the Hartola-Iramba co-operation was started as a result of the co-operation framework. It was initiated by the model that the Iramba councilors saw in Hartola. The Iramba District Library is the only library that the IDC has built with its own finances.

The following three subcomponents were implemented in 2010: short course of the librarians at the Librarian College in Bagamoyo; history course in Morogoro for three staff members; and procurement of books for the Iramba District Library.

The library has three librarians, and a permanent librarian is still being sought. The North-South program finances materials for the library, which also receives books from the National Central Library (NCL) in Dar es Salaam. Additionally, some books are donated by foreign associations and private persons. In 2009 the library had 3,408 books. Because of a lack of funds, newspapers could no longer be purchased, causing the number of patrons to decrease. The librarians keep statistics on the number of patrons: on average, 300 people use the library per month.

In 2009, the library had a total of 5,661 patrons, mainly youth:

- Students 3,717: male 2,155, female 1,562.
- Adults 1,944: male 1,439, female 505.

The gender imbalance among the library patrons and also the time of the year affect the number of patrons. The rainy season sees a decrease in patrons, especially among women and girls, who are occupied in agricultural production. During school holidays there are fewer patrons.

Young patrons' library needs typically involve additional information for their studies; they are looking for books that cannot be found in schools, such as encyclopedias. The internet was not mentioned in this brief discussion of pupils visiting the library. The user group that was particularly interested in internet facility was the school teachers. The internet connection was organized by the Northern Project Co-ordinator. However, there were some initial problems in getting it to functioning. One of the two library computers is meant for public use.



The Iramba District Library.

The cultural heritage component supports the library, particularly as a learning center for the youth. Space for a history unit has been reserved in the library building. Officeholders have been trained to collect and preserve oral history and historical material, which are gathered in local villages, concerning handicrafts, narratives from the past, and so-called “areas of attraction”. According to the Acting District Cultural Officer, these are culturally important areas for potential tourism in Iramba, and their descriptions are based on local informants. (See Box 4.)

Box 4.

#### **Areas for potential cultural tourism in Iramba District**

- The old German Boma: Situated in Mkalama village, Iraga ward, Kirumi Division. The boma (fortification) was used under German rule as an administrative office and was constructed in 1905.
- The cave with drums: Situated in Matongo village, Kirumi Division (Isanzu tribe). The chief of Nyisanzy tribe, Omari Juma stayed in the village. A guide is needed to reach the cave, as the local villagers believe one could easily become lost or injured on the way there.
- The cave with iron drums: Situated in Kisana village, Kisiriri ward. The ancient iron drums with animal skins were used during Mbutu sessions among the Nyiramba tribe.
- Animal drawings: Drawings on elephants, giraffes, and other animals in stone rocks. The places are called as “No. 3” and “No. 4” located in Kisana village, Kisiriri ward.
- Human footprints on stone rock: Situated in Ruruma village (Lowa Street), Kiomboi ward. An early human being stepped on the hot stone rock and left a footprint.
- Chief Shulua’s chair: A “chair” of stone, located in Kisharita village, Kinampanda ward. The chief used the chair during discussions with his commanders to set strategies for local wars. He managed to resist colonial rule without surrendering. According to the narrator (the grandson of the chief), “he was believed to have strong magical powers and thus was neither seen nor captured by the colonial government. During an ambush by the enemy, the chief was able to fly in the air. And his house was believed to become invisible when necessary.”

## **Development of vocational training and small business training component**

The training in basic human rights and legislation subcomponent was implemented in four wards. The training focused on the most vulnerable groups: women, the disabled and youth. Training activities includes preparing people, including village leaders, to become key people in their areas, and materials are disseminated for group meetings. Training has had development impacts, for instance:

- Empowering families: particularly giving women improved access to land and livestock; children also benefit, as the families can send them to school.
- The majority of the inhabitants are aware of the decision-making tribunals where they can assert their rights – this represents a new issue in the region. (Due to a great number of cases, the district land and housing tribunal was established, which is part of the decentralization process. Previously people had to go to a regional tribunal in Singida).

According to the District Legal Officer, many societal challenges can be addressed through these training courses:

- Land ownership is still the most important concern, as men are owners (“women work hard, but men take the biggest share of the profit”); polygamous marriages (“the land ownership issue is more difficult for the second or third wives”).
- Domestic violence (“men tend to treat women like property”).
- The street children phenomenon is prevalent; they do not get the land share, but depend on the leftovers; they cannot pay school fees, nor for a uniform (“they form dangerous, roaming groups since they are not involved in any production”).
- Decision-making is problematic because people’s many issues are handled in an informal manner, and not within the administration.
- Making a will is not common (“people think it brings bad luck”); however, without testaments, widows and children can be evicted from their homes<sup>10</sup>.
- Implementation of the law is sometimes difficult.
- The year 2010 saw a decline in people’s participation to politics: at least half of Iramba’s population did not vote in the local elections, which is an issue the IDC should focus on in the future.

The Village Community Banks (VICOBA) subcomponent has been established in order to improve the livelihoods of the most marginalized women in five wards through co-operatives. In 2010 there were six groups operating. The aim is to help them at a low level, and consequently the groups have succeeded in increasing their income sustainability. In 2011, 10 new groups are expected to form, bringing the total to 16. The revolving fund system implies that each group receives 450,000 Tsh (235 €) from the IDC. Members selected by the Community Development Department officers who visit the villages and inquire people’s interest to join the groups. Group size varies between six and 35 members. For a three-month loan, a 5-10 percent interest rate is paid (placed in the safe), and the profit is used, usually quite rapidly, for commercial, social or economic purposes, decided on by the group. In this evolving or rotating fund each member has a chance to get a loan. In the process one person receives the loan, while the others’ role is to guarantee it, and the share depends on the number of persons involved. Each group also saves money for a special social fund. VICOBA groups have been formed in very poor areas; people do not have long-term plans and do not have the opportunity to take a formal bank loan. Usually these banks charge very high interest rates – even 25 per cent. The groups consist mostly of women, but the share of men is increasing slightly, and in one group the men constitute half of the members.

Of the six groups the most successful one is located in Nduguti village. The Mshikamano -group in Iambi village has generated the smallest profit, because it has operated only a short time and the village is in very dry area. The group has worked just a half-year, but another group is already evolving from it. This indicates the viability of the VICOBA concept, as poor people are self-organizing to get out of poverty. The District Co-operative Officer considered VICOBA a Best Practice model to be adapted in other villages in Iramba. (Box 5.)

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10 According to the matrilineal system in Iramba, the second most important adult for children after their mother is the maternal uncle and not their father. Therefore, if the mother is able to collect some resources, she gives them to her brother. If the father dies and has not made a testament, his nearest relatives can demand the family’s possessions in their entirety and the children are left without anything.

### **VICOBA Mshikamano -group in Iambi village, Iramba**

The Mshikamano -group consists of a chairman, a secretary, a treasurer, and 29 women members. The IDC's Agricultural Officer visits the village and advises the group. Three members are nominated to hold the keys to a safe, in order to guarantee that nobody can open the safe alone. In 2010 the group received a 450,000 Tsh loan from the Iramba District Council. A maximum six members can take a three-month loan (50,000 Tsh, 26 €) simultaneously, and the loan is paid back in three installments, once a month. The bigger the share, the bigger the loan that can be received. Every Saturday the members contribute their share to the collective bank; the amount is calculated and marked in the member's "green book". Then the sum is put in the safe, which is closed by the three key-holders. Most of VICOBA members are women, but a few men have also become interested in joining after seeing the results of the group. Income generation is based on producing handicrafts and selling cooking oil, kerosene and firewood. The members also sell tomatoes, juices, eggs, ground nuts and honey. The head of the village has provided one building for the group's use to preserve the artifacts and food. The focus group discussion with five members brought up their experiences from the group's half-year operation. The women listed some benefits, indicating that their quality of life has improved:

- they learn to co-operate with each other; those who have not participated, after having witnessed the progress, also want to join the group
- they can afford to buy kitchen utensils and other items lacked at home
- they can afford to purchase school materials for the children
- when a member needs help, they can assist her; however, in case of illness, they could not yet raise sufficient funds for more expensive medicines
- the way they can save money is feasible – formal banks are not available to them
- due to the use of a safe, they cannot spend or waste money easily – they must wait for the pay day, which makes it easier for them to save some money and to wait for the next circle in which the share is divided
- people are proud to join VICOBA
- before joining the group their life was very tough and they had to rely on diverse and uncertain livelihood strategies
- the loan has also helped them in their marriages, since they are more independent and can bring more resources to the family.

It was also mentioned that the ideal size for a group is 15-30 members; groups larger than that become difficult to manage. Their relationship with the IDC is quite good; training has been offered, and some problems solved, and the group reports to the IDC once a month. Hence the women did not bring up any notable points of criticism, even when specifically asked. This microlending group appeared to function well; however, a more in-depth evaluation is needed in the future, particularly concerning the position of the poorest and their possibilities to participate in savings groups. It is also important to examine the impact of microloan activities on women's general workload and other internal dynamics in the family; in other words, gender aspects must be considered.



A sample of handicrafts made by the Mshikamano microlending group in Iambi village.

### Other components: Lulumba girls' dormitory

Because this evaluation focused on collaboration activities in 2010, previous projects (for instance, the village plans) were not included in the evaluation. One exception was made: the Lulumba girls' dormitory was visited in order to examine its progress.

The construction of a girls' dormitory was an element of the co-operation in 2005-2007. The opening of the Lulumba dormitory for schoolgirls was delayed. An opening ceremony was held in 2008, but actually finishing the building took two more years. By the end of 2010, the main structures were ready: the buildings, furniture and basic infrastructure. So far 20 pupils have been registered; total capacity is 80. These girls represent a vulnerable group: many of them are orphans, and have been selected by the School Board. In addition, a matron will be in the dormitory to take care of the girls, who arrive alone from distant places and thus may be at risk without a shelter<sup>11</sup>. This

11 The District Educational Officer (secondary) stated a high level of girls' pregnancies is a problem throughout Iramba: for instance, a 50 percent dropout rate from school is common. If a girl gets pregnant, she is usually dismissed from the school. The pregnancy must be reported to the police, and it is the parents' duty to find the father, who may face up to 30 years in prison. Nevertheless, the men responsible often pay the parents off, and the case is closed. It has been debated whether the girls should be allowed to complete the exams and earn their degrees. In the schools the nurses provide some guidance concerning health and sexual-behavior issues.

circumstance underlines the importance of investing in the dormitory. New pupils were expected to register and the dormitory was slated to be opened in January 2011. A dormitory for boys, beside the girls' dormitory, was also under construction.

## Impact on the Iramba District Council departments

The mandates and roles of the key departments, in regard to the added value provided by the co-operation of Hartola and Iramba, were pointed out by the officeholders:

- **Educational Department:** Education constitutes a very large sector in the IDC and includes a multitude of targets for support. The mandate is to improve education through the Primary Education Development Program and Secondary Education Development Program. According to the law, every ward should have a secondary school, but in practice this is very difficult to implement. The North-South projects have functioned as a gap-filler in the issues that the IDC administration could not have otherwise fulfilled as a service provider. In addition, “the departments aim at mutual co-operation, as well as transparency, accountability and responsibility in providing educational services”.
- **Community Development Department:** The mandate is to mobilize communities to establish co-operatives; to co-ordinate their registration; to supervise and evaluate them; to collaborate with community development in general; and to support funds for savings and credit purposes. North-South collaboration has strengthened the department's position within the administration of the IDC: the co-operation has helped the department provide services, since they have had only a small budget for reaching all the villages. Hence co-operation has, overall, eased living difficulties for villagers in Iramba.
- **Lands, Natural Resources and Environment Department:** Their role is to integrate environmental issues into other sectors. The environmental sector did not exist before 2010. Although the sector would have been developed in any case, the co-operation has strengthened the position of the department within the administration.

Some general impacts mentioned by the officials:

- The standard of living has risen in Iramba.
- Making the government more sensitive to women's position especially in the land ownership question, as well as in income generation: in the past, beekeeping was the men's job, but now women have been involved in new activities.
- In the education sector, it has helped the position of the most vulnerable groups – the poorest, many of whom are orphans.
- The relationship between the administration and the inhabitants has become closer: people are more aware of their rights and are capable of demanding them; many applications or requests from the villagers come to the IDC, which has lacked resources for rural areas.
- People are expected to create collective action, savings groups, but some people do not like to form groups due to the experience of cooperative unions in the past. After observing the benefits of groups, they want to participate.

# Challenges and problems in project implementation

## Financial and operational challenges

The average annual budget in the co-operation is 80,000 € (2008 60,000 €, 2009 80,000 €, 2010 94,000 €). Some of the officers in the IDC stated that the fund flow is fine, but the money is not sufficient. This may refer to the need for revising the sub-components.

Training activities and their follow-up make a considerable challenge for collaboration in environmental activities and also to some extent in human rights, which, in turn, poses both societal and educational challenges. According to the District Environmental Officer and the Southern Project Co-ordinator, evaluation of training is a challenge, particularly in preparing indicators to assess training activities. For example, after waste-entrepreneurship training sessions, people do not always put into practice what they were taught, or they may move out of Iramba. Training appears to be based heavily on mere information dissemination and quantitative indicators. In addition, the lack of vehicles also undermines the monitoring of Hartola-Iramba co-operation projects in the distant villages. This is a more general problem within the IDC, and not only linked to the collaboration.

Waste management activities in the environmental sector require capacity-building both in the South and the North. If the IDC aimed at strategy according to which the number of dumping sites is kept low, it would require a combined effort to develop feasible and small-scale waste management solutions for local needs. To create circular systems – from household separation and collection to final treatment – is a most challenging task, but it also has much potential for a Best Practice innovation.

The District Co-operative Officer stated that the major challenge is that community development receives a relatively small portion of funds from the budget. On the other hand he also pointed out that generous financing does not automatically lead to better results, especially in small-scale projects such as in co-operative development. He highly values the Hartola-Iramba collaboration but hopes for some increase in funding for the community development sector, particularly when more savings groups are forming due to people's enthusiasm and self-organization.

The financial year differs in Tanzania and Finland: in Tanzania it is from July to June, while reporting on the co-operation project is based on the calendar year. According to the District Economist the differences between the fiscal years of the partners do not pose a big problem for collaboration. However the situation was considered rather problematic by the Northern partner in regard to project reporting. The use of the electronic bookkeeping EPICA-system has faced some problems in the IDC and thus the officers need some training.

Other challenges, indirectly linked to the Hartola-Iramba co-operation, were also pointed out. In the Educational Department, one of the main challenges is at the basic implementation level; despite the existing school buildings, they lack basic equipment and materials, such as desks or laboratory equipment.

Furthermore, concerning the sustainable social and environmental development of the villagers in Iramba District more generally, globalization is having negative impacts locally – impacts that may soon intensify. Foreign corporations, which make profits from local natural resources, often function without social responsibility practices. The field visit to the local schools passed by the Sekenke mining site in Nkonkilangi, a small village situated in Ntwike ward. It appeared that child labor from the village was used; the overall working conditions were very poor, particularly due to the high noise level from mining machinery; and minimal payments for workers. The District Environmental Officer pointed out that their department is powerless in regard to foreign companies that may harm local communities and the environment. Environmental and social impact assessments are often lacking from the companies and it is

difficult to find the firms responsible, if their names were known at all. This problem obviously requires, among other things, training in civil rights, when the villagers encounter foreign companies. The District Executive Director also confirmed that the IDC lacks power and the district level is bypassed, because the companies and foreign investments enjoy the national government's support, which makes the situation very complicated.

## Ownership and sustainability challenges

Colleague-to-colleague co-operation is based on the principle of equality. The project ideas come primarily from the South. In some cases, the North has made proposals concerning training and education. The villagers bring their own plans to the IDC planning process, and the IDC presents them to the Northern partner. The participatory approach of the North was considered good because the villagers can decide what they want, and the North has not imposed projects. It turned out that the Southern partner is open to the ideas coming from the North. However, the fact that there are rather long breaks between North-South visits may cause a situation where a project proceeds in a direction that does not correspond to the basic idea of the subcomponent, and the North attempts to fine-tune the project management. This would require more work visits. To cite one example, Kiomboi urban plans lacked waste management systems. The Northern Co-operator pointed out that those IDC councilors and officers who have visited Finland can better understand the viewpoints of the North.

The Northern Project Co-ordinator has a relatively good understanding of the state of projects, and the documents are well prepared. Taking into account the limited time during the work visits and the scattered villages with long distances in Iramba, it is challenging to have current information on all ongoing, constantly developing activities and changing situations, not to mention following up on the finalized projects. The Southern Project Co-ordinator is a new officer in the IDC but is adapting well to his duties. In collaboration projects, he has a central role in the IDC where he co-operates with key departments and disseminates information. Generally speaking, communication has improved with the partners, but some misunderstandings arose that required clarification. There are also severe technological problems with internet connections, which hamper communications. As mentioned in the earlier mid-term evaluation report, the rural character of both partners seems to have facilitated collaboration (Virtanen et al., 2007, 5). Learning each others' ways of working poses a challenge, but it was generally seen as an asset in the collaboration and mutual learning between the South and North.

Southern ownership and interest in further collaboration are strong. There is also rather good ownership in the North and a high-level interest in continuing co-operation. Northern expertise has been most obvious in participatory village plans, honey production, household modernization, improved stoves, and library activities. The participatory village plans were supported by the pioneering expert in the field, a Professor Emerita, who is the Chair of the Steering Committee in Hartola Municipality. The village plans were included in the co-operation from the beginning and they covered the entire district. Making the village plans has functioned as a background force for many other North-South projects and initiatives originating from the villages in the district. A village meeting represents one formal decision-making level of the district administration, and therefore, its initiatives should be acknowledged.

Northern expertise for the cultural heritage project is strong due to the participation of the Itä-Häme museum. According to the Municipality Manager of Hartola, collaboration has been based on the contributions by the Project Co-ordinator and a few councilors. There are two limitations on the officeholders' participation: firstly, the Municipal Executive Board has stipulated that the officers cannot use their working

time for the co-operation projects, and secondly, a lack of language skills is a hindrance for some persons. The Municipality Manager pointed out that there have been many prejudices towards North-South collaboration, but after visiting Iramba, many have changed their opinions.

The District Commissioner pointed out that practical assistance would be most welcome in Iramba. Southern expectations or wishes for future co-operation consisted of diverse ideas varying from agricultural machinery and movable school equipment (e.g. for science classes) to greater support for the co-operative movement in Iramba. In the library project classification was regarded as a challenging task, which required more training from Finland.

## Major results

In Hartola-Iramba co-operation the long-term development goal – eradication of poverty and strengthening of local democracy and participation of inhabitants – is ambitiously, if not too widely, formulated mission. However, the added value provided by Hartola's participation has had some impact on both poverty reduction and people's participation targets. The interviews at IDC brought up a general conclusion that the standard of living has risen in Iramba. The co-operation has helped increase people's participation in local administration, which is one of the prerequisites for enhancing good governance within an institution. Furthermore, the co-operation supports the IDC in the target of reaching the MDGs. The long-term co-operation goals – good governance, mutual learning of councilors and officials, improving the living conditions of the neediest, and people's participation in environmental issues – have achieved various results. As mentioned before, people's increasing participation in local administration is in line with the good governance goal; however, other activities could not be traced towards this goal within the IDC administration. At the general level:

- The collaboration has strengthened the key departments' position within the IDC administration.
- The collaboration has functioned as a gap-filler in financing service provision in various sectors; it has helped to cut budget deficits from the government.
- In the educational sector, the collaboration has helped, to some extent, the position of the most vulnerable groups.
- The delayed project, Lulumba girls' dormitory, is a justified investment since it provides female students with a safe environment and the possibility to improve their school performance. This case also points to the complexity and societal entailments of development co-operation projects and the need to view them holistically.
- Development of the partners' experiences: the councilors and officers have learned skills, technology and culture from each other.
- The colleague-to-colleague communication requires some development, so that the viewpoints and expectations (on contents of activities, reporting, timetables, etc.) of both partners are made clearer. It is about finding out common practices and merging two diverse working cultures, all which can offer a fruitful learning experience for both.
- The overall participatory approach of the Finns was also considered an asset in the co-operation, as opposed to "top-down" development co-operation approaches by other partners of IDC.

Results according to the three main components of the co-operation in 2010:

### 1) Environmental program:

- In schools, connecting environmental questions, education and training (on cleanliness and greenery) as well as school meals (improved stoves) has increased student attendance. Also, establishing tree nurseries and selling their products to other schools and areas is not only disseminating green thinking but will probably alleviate climate change impacts and erosion and improve the microclimate to some extent if more schools and villages adopt the practice.
- Rotating fund systems introduced in environmental conservation in schools improves environmental and economic sustainability.
- Improved stove manufacturing decreases fuel wood consumption, which is vital in dryland environments, and which also reduces deforestation and climate change impacts.
- Achievements in household modernization were less ascertained. Appropriate modes of action were still searched for this new co-operation subcomponent. Household modernization was understood as a long-term development project, which not only requires the participation of the district, but also the government officers. The Southern partners emphasized a need for more practical assistance. Seminars were organized on household cleanliness, several rainwater collection tanks, improved stoves and solar energy systems were built.
- Training for 70 people starting solid waste enterprise was implemented but its results, from planning and implementation to evaluation, leave room for improvement. The goal, concerning the facilitators' learning, was not entirely realized, because they lacked proper methods and skills in the evaluation phases in particular. Nor did the training generate sufficiently new business activities, so its results were rather weak and some consequences (e.g. people's movement) were unexpected.
- Generally, training by the officeholders was based mainly on mere information dissemination, theories and quantitative methods. The officeholders pointed out the need for better methods in training activities concerning environmental and human rights' sectors.
- The goal of developing a waste management system in the surveyed areas of Kiomboi town was not realized, and a suitable model was not yet found.
- The unused, temporary waste collection site at Kiomboi is out of order, and therefore, it should be cleaned up and landscaped.

### 2) Library and cultural heritage:

- The Iramba District Library is in active use, particularly among youth, and the librarians keep records on the visitors. One hindrance is the gender imbalance among the users.
- The cultural heritage project and its preservation of local traditions is very relevant, but developing sites for tourism poses a challenge because of Iramba's location outside the main tourist circuits. However, these areas do have special local characteristics, which may attract visitors interested in new cultural sights in Tanzania.

### 3) Development of vocational training and small business training

- Poor women could have been involved in VICOBA savings groups to improve their living conditions. The women have better control of money for the household, contributing to gender equality and women's independence. The number of village banks is steadily increasing, also spontaneously through self-organization. The next step, SACCOS groups are also functioning well.
- Human rights training has many societal and educational challenges and hence it is developing slowly, despite the fact that the District Legal Officer has placed emphasis on it. The relationship between the local government and the inhabitants has

become closer, and the IDC enjoys increased trust among the inhabitants, who are also more aware of their rights and the IDC's responsibilities; they are more able to demand and articulate their needs to the IDC.

To compare the results of the collaboration with the IDC Strategic Plan, a few implemented activities were not sufficiently in concordance with the strategic plan: solid waste enterprise training; officeholders' own training experience; and the waste management system of surveyed areas in Kiomboi. Household modernization training and human rights training (e.g. will-making) also leave room for improvement. To sum up, the environmental sector in particular needs revising.

The concept of Best Practice could be found in participatory village plans, environmental conservation in schools (including improved stove manufacturing), and women's village banks. Furthermore, the library project is expected to be sustainable, which is reinforced by the cultural heritage project.

## Recommendations for cooperation

Recommendations for co-operation are the following:

- VICOBA groups and people's self-organization should be supported and encouraged; an in-depth internal evaluation of them is necessary in order to learn more about their benefits and deficiencies, particularly concerning the position of the poorest and their possibilities to participate in savings groups. It would also be relevant to examine the impacts of microloan activities on women's positions in the overall economic, social and even political arenas.
- Environmental conservation and manufacturing improved stoves should be continued and expanded to new schools and villages, particularly to critical ecological areas in order to prevent further erosion and deforestation. The parents' ability to offer food to school and the help from the World Food Program should be investigated.
- Training in modernizing the household environment should be further developed (e.g. made more practically oriented); impacts of the previous activities concerning the introduction of solar energy and rainwater harvesting systems should be monitored.
- Training activities in waste management systems and human rights need capacity-building within the IDC; the Northern partner's presence in training sessions is needed, as well as pedagogical experts, in order to support the IDC officers adopt new training methods and carry out post-training evaluation based on more qualitative indicators, including participants' feedback.
- In regard to Iramba's growing urban settlements and existing poverty (and connected to the youth and employment question), creating environmental enterprises and proper solid waste management systems would have significant relevance. Iramba's urban centers have not yet severely deteriorated, as has occurred in larger settlements, thus preventive measures could still be taken at this stage.
- Planning waste management systems and business training in the environmental sector requires capacity-building both in Iramba (know-how) and Hartola (strengthening ownership). Solutions in Iramba should be locally appropriate; feasible, circular, small-scale, combining traditional and modern solutions, suitable for the local ecosystem, and deriving experience from the Southern contexts, particularly in the case of generating entrepreneurship<sup>12</sup>.

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12 See, e.g., UN-HABITAT Best Practice database search: recycling (<http://www.bestpractices.org/>).

- An innovative waste management system in Kiomboi's new housing areas should be integrated into the plans as soon as possible, in order to fulfill the goal of the sub-component to serve as a model site for urbanization in Iramba.
- The Iramba District Library should join the Tanzania Library Association, which would increase the sustainability of the component; measures to attract more users and achieve better gender balance should be developed; assistance from the North in classification of books should be offered. Joining the Tanzania Library Association requires contact from the District Executive Director.
- The cultural heritage project should be supported by the expertise from the Itä-Häme museum of Hartola.
- More work visits would be needed to strengthen mutual collaboration, increase ownership in Hartola and guarantee that the activities proceed according to plan. On the other hand, since work visits are expensive, and choices must be made between limited resources, sending as much funding as possible for the projects in Iramba has been chosen as more important.

The number of the main components in the co-operation is relevant, but a few sub-components could be checked and possibly revised. On the other hand, very relevant interlinks can be found between the subcomponents. In addition, concentrating on only a few activities would limit the initiatives and demands originating from the South, which would be against the principles of North-South co-operation.

## Annex 1. List of people interviewed

### FINLAND

Ms. Anna-Maija Iitola, Project Co-ordinator, Chief Secretary, City of Vaasa  
Ms. Maisa Kivisalo, Project Component Co-ordinator, Nurse (retired), City of Vaasa  
Ms. Maija-Liisa Mamia, Councilor, Hartola Municipality  
Ms. Helena Mäkinen, Project Co-ordinator, Hartola Municipality  
Ms. Raija Rissanen, Municipal Manager, Hartola Municipality  
Prof. Marja-Liisa Swantz, Chair of the Steering Committee, Hartola Municipality.

### MOROGORO MUNICIPAL COUNCIL

Mr. John Aloyce, Senior Municipal Economist  
Mr. Isaac Khama, Acting Municipal Director  
Ms. Monica Lindi, Head, Department of Community Development and  
Social Welfare and Youth  
Dr. Abraham Mahiso, Municipal Medical Officer of Health  
Ms. Devota Nkwera, Project Co-ordinator  
Ms. Ramla Wengi, Educational Officer (retired), HIV/AIDS project.

Community development and social workers, focus group discussion in Bigwa FDC:

Ms. Josephine Charles  
Mr. Elias Upendo  
Ms. Nangela Melkisedeck  
Ms. Joycerebecca Paul  
Ms. Elineeka Kimanmbo  
Ms. Sarah Lipinga  
Mr. Reuben Ndimbo  
Ms. Zainabu Masoud  
Ms. Lilian Mkenda  
Ms. Jamila Onnatu Malinza  
Ms. Emeliana Kasweswe  
Ms. Devota Komba  
Mr. Yusta Siriwa  
Mr. Etedy Mwanakatwe  
Ms. Jasmeen Massengi  
Mr. John Rutahiwa  
Ms. Ngolla Salum  
Mr. Danty Urrio  
Ms. Monica Lindi.

Ms. Emma Machenje, Principal, Bigwa FDC.

Morogoro inhabitants:

Ms. Hadidja Mohamed, beneficiary of the orphan support loan scheme  
Mr. Bakari Athuman Ndeke, representative of a child-headed family  
Mr. Denis Nicholas, member of Kilakala ward committee  
Ms. Maria Augustino, member of Kilakala microloan group.

### IRAMBA DISTRICT COUNCIL

Mr. Mugeta Chisumo, District Co-operative Officer  
Mr. Fortunatus Fwema, District Executive Director  
Mr. Deogratius Isagara, District Environmental Officer, Head of Environmental  
Sector

Mr. Jumanne Kabuhu, Land Surveyor  
Mr. Dorence Kalemile, Project Co-ordinator  
Mr. Jeremiah Lubeleje, Economist, Acting District Planning Officer  
Mr. Amani Mangesho, District Legal Officer  
Ms. Grace Mesaki, District Commissioner  
Ms. Augenia Minga, Ilunda ward Agricultural Officer  
Mr. Peter Mwangilo, District Community Development Officer  
Mr. Gabriel Paul, District Educational Officer, Secondary  
Mr. Frank Samike, Librarian  
Mr. Jackson Shango Shila, Environmental Health Officer.

School personnel:

Mr. Mkoma Kitundu, Teacher, Mapinduzi Primary School  
Mr. Amude Mussa, Head Teacher, Igumo Primary School  
Mr. Sirili Shirima, Head Teacher, Mapinduzi Primary School.

Ms. Beatrice Mrema, Teacher, Msingi FDC

Educational department, focus group discussion:

Mr. Leonard Ngaharo, District Educational Officer, Primary  
Mr. Mathew Masanja, School Inspector  
Mr. Charles Kingu, Acting District Cultural Officer  
Mr. Emmanuel John Mungulu, District Audio-visual Officer.

Mshikamano VICOBA-group members in Iambi village, focus group discussion:

Ms. Janeth Janga  
Ms. Veronica Issack  
Ms. Fatuma Hatibu  
Ms. Josephin Yoma  
Ms. Ulumbi Mpanda.

## Annex 2. List of reports reviewed

*Correspondences between the Strategic Plans of the Southern Local Governments and the Co-operation Project Plans for 2010*, by Suvi Kuusi. North-South Local Government Studies 3. Local and Regional Government of Finland. 2010.

*Mid-term Review of the North-South Local Government Cooperation Programme, Final report*, by Juho Uusihakala Consulting and Advisory Services & Athumani J. Liviga, University of Dar-es-Salaam & Ari Sihvola, HAUS International. 2009.

*Mid-term Review of the North-South Local Government Co-operation Programme (2005-2007)* by Pekka Virtanen & Tuire Nikulainen & Revocatus Sangu & Gregory Jacobs. 2007.

Program material provided by AFLRA and the local governments.