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**Poverty Eradication Programmes in
Tanzania**

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Abbreviations

BRU	Building research Unit
COBET	Complementary Basic Education
DCC	Dar es Salaam City Commission
EMIS	Environmental Management Information System
ERP	Economic Revival Programme
GOIG	Growing Old Is To Grow
LGRP	Local Government Reform Programme
MRALG	Ministry of Regional Administration and Local Government
NESP	National Economic Survival Programme
NIGP	National Income Generating Programme
PHC	Public Health Care
PMO	Prime Minister's Office
PSR	Parastatal Sector Reform
REPOA	Research on Poverty Alleviation
SAP	Structural Adjustment Programme
SCP	Sustainable Cities Programme
TAMWA	Tanzania Media Women Association
TGNP	Tanzania Gender Networking Programme
TFNC	Tanzania Food and Nutrition Centre
UASU	Urban Authority Support Unit
UCLAS	University College of Lands and Architectural Studies
UHP	Urban Health Project
URT	United Republic of Tanzania
VET	Vocational Education and Training
VETA	Vocational Education and Training Authority
WAT	Women Advancement Trust

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Poverty Eradication Programmes in Tanzania

1.0 INTRODUCTION

Tanzania is recorded as being among the poorest countries in the world. Varying figures have been presented on per capita income. The World Bank Development Report (1993) ranked Tanzania as having a per capita income of US\$ 110 in 1991 and the 1995 report showed to have fallen to US\$ 90 in 1993 and being the lowest in the world. Recent figures by the United Republic of Tanzania's reports on the country's economic situation show an improved situation of a capita income of US\$ 200 in 1997 (URP, 1997). It has also been applauded that there is an increasingly stabilising macro-economic framework and economic growth. In 1994/95 real GDP growth was 2.6% increased to 3.4% in 1997 and 1999 is expected to grow to 4.3% against a world average of 1.3% ..." placing Tanzania among the 20 fastest growing economies in the world" (United Republic of Tanzania, 1999). Therefore recent figures suggest an improvement of the living standard. Others have argued that there has always been an underestimation of the GDP of 30 to 70% (Bagachwa et al, 1994). Figures apart, other basic social indicators still show that the majority of people in Tanzania are poor and live in conditions of poverty (Shitundu et al, 1998 and Kironde, 1996).

Tanzania, has for many years been concerned with rural poverty. Nationally representative surveys and assessment of poverty in Tanzania were conducted in 1991/92 and in 1993/94. A National Poverty Profile which was prepared after these assessments still revealed that poverty is still concentrated in rural areas with a 59% shown to be poor, and only 39% of those in urban areas were poor excluding Dar es Salaam city which had only 9% being poor. During the preparation of the City Summit (HABITAT II Conference) review reports on urban areas revealed a worsening living condition of urban residents. With an increasing urban population at a growth rate of 8%, people living in urban areas is projected to reach 30% of the total population by the year 2010 (URT, 1996).

Urban poverty has manifested itself in the growth of unplanned areas, rising unemployment in the formal sector, growth of the informal sector and poor access to urban infrastructure and social services. There has also been decreasing wage incomes and an increase of survival strategies by urban residents on marginal activities. "It is increasingly realised that urban poverty is qualitatively different from rural poverty. The high level of monetarisation in urban areas means that the monetary income is extremely important for basic survival, when compared to the opportunities for subsistence available in rural areas". (Kironde, 1998). Kironde's submission on increasing urban poverty also points to the fact that decreasing employment in the public and private sector, creates "new poor" in addition to those coming in from rural areas.

2.0 EARLIER POLICIES AND STRATEGIES; THEIR IMPACT ON POVERTY ERADICATION IN TANZANIA

At independence in 1961, Tanzania identified three national enemies; "poverty, ignorance and disease". Tanzania had many strategic actions in combating poverty, ignorance and diseases through programmes in education (e.g. adult education and primary education for all), health (immunisation, maternal health care etc), and other programmes on water supply, roads and transportation and appropriate technologies in agriculture. The Arusha Declaration in 1967 and the Villagisation Policy of the 1970s brought the policy of Socialism and Self-reliance and emphasised rural development in order to bridge the income gaps between rural and urban and to reduce income differentials between regions and among wage earners. The policy directions and programmes between 1961 to early 1970s, though not explicit and not very successful, were actions for economic development and poverty eradication in Tanzania.

Mid 1970's to early 80's was the crisis period in Tanzania characterised by draught in 1973, 1974 and 1975. The break-up of the East African Community in 1977 and the war with Uganda in 1979. The oil crisis was experienced in 1973, 1974 and 1979 and the depression in export prices in 1979/80 and other factors. Between 1967 to 1973 the economy was still sound but there after a decline in economic growth was experienced. Incomes for Tanzanians were becoming lower, living standards were being eroded manifested in declining real wages, falling industrial, and agricultural productivity, and increasing informal sector activities as the main refuge to income generation. The countries declining economy reached its peak in early 1980s. In 1981 an effort was made to address poverty and its alleviation which resulted in the National Policy on Productivity, Incomes and Prices becoming operational. The objective was to

1. Reduce income differentials among groups, regions and between urban areas
2. Promote socialist production and distribution
3. Raise efficiency in resource allocation and utilisation, and
4. Speed up national economic growth.

However, at the same time, Tanzania accepted to take measures for economic survival which were being addressed by National Economic Survival Programmes (NESP), Structural Adjustment Programmes (SAP and later Economic Revival Programmes (ERP I and II)). The two programmes were contradictory in many aspects mainly because the economic survival programmes (NESP, SAP and ERP) concentrated on growth rather than on the distributive philosophy of The National Policy on Productivity, Incomes and Prices. Poverty alleviation through the National Policy on Productivity, Incomes and Prices therefore was not very successful because many of the strategies within NESP, SAP and ERP were being realised at the expense of killing the objectives listed above (Mtatifikolo, 1994). Structural adjustment programmes..." essentially dismantled, and continue to dismantle the state dominated socio-economic set-up, in favour of a market economy" (Kironde, 1998).

In early years of independence, urban poverty was linked to being an unemployed urban resident. Therefore the government policy towards incomes and employment was rural based because sufficient income generating opportunities were thought to be in rural areas. To alleviate urban poverty and declining incomes, the Government in 1976 launched a policy towards employment and income generation which required every able urban person to work ("Operation Kila Mtu Afanye Kazi"). Those who were unemployed in urban areas were taken

back to their rural areas or areas identified nearby urban areas. Although some force was used, this repatriation policy was not successful.

With increasing urban population, urban poverty and low incomes was also on the increase. This failure led the government to look for a solution to the question of urban unemployment. In 1983 the Human Resource Deployment Act ("Sera ya Nguvu Kazi") was enacted in order to find solutions on the question of unemployment in urban areas. Local authorities and The Ministry of Labour were required to plan for income generation activities, guide self help schemes, arrange for repatriation when necessary or employment of the unemployed urban residents. This policy progressively recognised small-scale operators and other informal sector activities as conducting legitimate business and issued them business licenses on easy terms ("Nguvu Kazi" Licenses). This also led to the passing of bye laws such as the Hawking and Street Trading. However, with increasing migration many activities grew more faster than the ability to accommodate thus making many people to operate without licences. The issuance of "Nguvu Kazi" Licenses had to be stopped in 1993. In addition to these government strategies there has always been efforts by NGOs and aid agencies in implementing location based or group based programmes aimed at improving the living conditions and alleviating poverty in Tanzania.

Due to failing short term fixes on poverty alleviation programmes and projects there was need to have a comprehensive and long term policy direction for both urban and rural poverty reduction in Tanzania. The Government policy to reforming the economy and therefore reducing poverty at national level is contained in the Policy Framework Paper of 1991/92 – 1993/94 and the Rolling Plan and Forward Budget for 1993/94 – 1995/96. The recommendations in this policy framework paper addressed;

- 1. Fiscal Policies and Budget Management;** Related to expenditure reforms to effect savings which can contribute towards enhancing incomes and alleviating poverty
- 2. Civil Service Reform and Parastatal Sector Reform;** This is related to the need for institutional changes in order to match the economic changes. Subjecting the parastatal sector to competitive pressure, which is needed to stimulate efficiency. It also included restructuring of the public sector management institutions by reducing its direct involvement in the national economy by liberalisation of the economy and privatisation, enhancing the private sector and reducing functions of the government in direct delivery of services. It also included legislative and regulatory reforms and revisions of a number of laws.

However, the implementations of the above reforms have started alongside newer thinking and strategies for poverty eradication in Tanzania which are discussed below.

3.0 NEW POLICIES AND STRATEGIES FOR POVERTY ERADICATION

Tanzania reached its turning point after participating in the Social Summit in Copenhagen in 1995. The government declared war against poverty and resolved to implement the International Declaration for Eradicating Poverty. In its Declaration on Poverty Eradication signed by the President of the United Republic of Tanzania, H.E. Benjamin William Mkapa on November 3, 1998, Tanzania declare to ..."eradicate poverty by 50 per cent by the year

2010 and by 100 percent by the year 2025, so that a greater percentage of Tanzanians may lead a decent life".

The implementation of this commitment to poverty eradication resulted into the establishment of a Poverty Eradication Initiative Programme under the Vice Presidents Office in 1995.

3.1 The Poverty Eradication Initiative Programme

The Poverty Eradication Initiative Programme started functioning in 1996. The programme is now a permanent Poverty Eradication Division in the Vice Presidents Office established as a coordinating body with the aim of;

1. Coordinating and monitoring poverty eradication programmes in the country. The strategy is to use regional and district authorities to establish people's priorities, monitor and evaluate the impact of poverty eradication programmes.
2. Producing Annual Poverty Eradication Reports indicating the implementation and attainment of the poverty eradication goals for the year.
3. Establishing a data base and poverty indicators.

The programme is not yet well established, do not yet have the capacity to undertake all the tasks expected from them and is not widely known. During this study, The Programme Officer Mr. S. Sagday was very optimistic and indicated that the programme is expected to grow and overcome the problems which are being experienced now. This is because of the governments present commitment and support to various actors on poverty eradication, including this Division. The programme has in its few years since its establishment, been able to make consultations with Ministries, NGOs, Regional and District Authorities in order to get views on poverty eradication measures. After this consultation and with support from UNDP, the programme coordinated the preparation of The National Poverty Eradication Strategy, which was launched in 1998. It has coordinated the preparation of a Handbook for Poverty and Welfare Indicators and established a Base Line Data for Poverty and Welfare Indicators at National, Regional and District levels. The programme has also commissioned the preparation of a directory of ongoing poverty eradication programmes and actors in the country. The report will be ready in the near future. Therefore this report was prepared in the absence of a directory of ongoing poverty eradication programmes.

3.2 The National Poverty Eradication Strategy

The National Poverty Eradication Strategy was launched in June 1998. The long-term goal is to provide a framework to guide poverty eradication initiatives in order to reduce absolute poverty by 50% by the year 2010 and eradicate absolute poverty by the year 2025.

3.2.1 Specific Objectives of the Strategy

In order to measure progress achieved in eradicating poverty, specific goals of the strategy focus on;

1. **improved economic growth and peoples income;** - with a long term target to have the economy growing at a rate of 8 -10%, increasing the share of the manufacturing sector in the GDP from the current 8.4% to 20% by the year 2010 and diversifying the structure of the economy by reducing dependency on agricultural sector and enhancing agro-industries. The target of the strategy is also to increase income levels to US\$ 300 - 500 (current levels in medium income countries).
2. **provision of gender sensitive education;** - by achieving universal primary education reducing illiteracy to both gender, expanding technical and secondary education and encouraging expansion of private secondary schools
3. **water and sanitation;** - by increasing access to water up to a coverage of 90% within a distance of 400 meters, increase access to sanitary services particularly to urban dwellers.
4. **health and nutrition;** - by reducing incidences of diseases, deaths, maternal mortality rates by half and increasing life expectancy, increase access and reduce distance to health facilities, reduce severe malnutrition among children under 5.
5. **employment;** - by reducing the level of unemployment to less than 10% and reduce unemployment among women and youth.
6. **housing;** - achieving decent housing for all.
7. **infrastructure;** - by improving existing roads, strengthening district and rural roads, mobilisation and allocation of resources for roads.

3.2.2 Policy and Strategy Areas/Elements

In addition to these specific goals, the government has approved various macro and sector policies and strategies, which focus on poverty eradication. Other policies are at different stages of formulation and approval. These policies and strategies are categorised into three groups;

- Policies and strategies for creating an enabling environment for poverty eradication (i.e. governance, coordination, and participation)
- Policies and Strategies for building capacity. This include economic growth and peoples income, agricultural, industrial and mining development, cooperatives, infrastructure development and resource mobilisation.
- Sector policies for eradicating poverty i.e. education, health, water and sanitation, employment, environment, housing and settlements.

3.2.3 The Institutional Framework

In implementing the strategy, the institutional framework has been clearly spelt out. The Vice Presidents Office has the central role of monitoring and coordinating the implementation by sector ministries and the interaction with other government organs and other stakeholders. A Poverty Eradication Advisory Committee with representatives from Ministries, the private sector, NGOs and donors will advice on the implementation, supervision and coordination.

The committee is expected to meet three times a year. Other institutions are all central ministries, sector ministries, regional and district governments through regional and district secretariat. Local government authorities including village councils, development committees at ward level, district council, town councils and city councils will plan and implement poverty eradication initiatives in collaboration with stakeholders within their areas of jurisdiction. Stakeholders recognised by the strategy as playing and has played an important role in poverty eradication are the donor communities, NGOs, the private sector, trade unions, cooperatives and associations, grassroots self help groups, extension workers and change agents.

3.2.4 Monitoring, Evaluation and Research

Last in the strategy document, the need for monitoring, evaluation and research for the purpose of determining impact and effectiveness of the implementation of the strategy is emphasised. It is also stated that the design and implementation of the poverty eradication strategy will make use of research findings. Participatory approaches in research are recommended and the Government commits itself to provide an enabling environment and timely dissemination of research findings.

3.3 Future Poverty and Welfare Monitoring Indicators Programme

Since independence in 1961 the government has implemented programmes aimed at eradicating poverty in various sectors. However it has not been easy to tell in quantifiable terms to what degree the programmes have improved the welfare of the communities or otherwise. The Vice Presidents Office in collaboration with other stakeholders and with support from UNDP, Government of the United republic of Ireland, The Government of Japan and UNICEF have identified poverty and welfare monitoring indicators along with the necessary institutional set-up for generating and collecting them. After a long participatory process of consultations and brainstorming a handbook has been prepared and released in June 1999. In this handbook 14 items or sectors have been identified and a total of 73 indicators were established. These items are as listed below and ordered according to their priority (with key indicators for each item in brackets);

- **food security** (cereal equivalent levels),
- **income and production** (proxy unemployment rate and GDP per capita)
- **education** (school age children not in school and female illiteracy rate),
- **health status** (infant mortality rate, maternal mortality rate, life expectancy at birth and crude death rate)
- **water and sanitation** (population access to safe water, percentage with toilet facility),
- **health services** (population per dispensary, health facility and hospital beds)
- **nutrition status** (severe malnutrition and low birth weights)
- **transport and communication** (km road per land area, % of villages with access to roads,)
- **housing** (average person per sleeping room, % living in squatter areas or temporary houses)
- **environment** (deforestation rate, reported incidences of illegal fishing, livestock per sq. km)

- **household and family relation** (economic dependency, average hh size, ratio of working hours by gender etc.)
- **energy** (% using firewood, charcoal etc., distance covered searching for energy)
- **empowerment and participation** (% of men and women participating in decision)
- **tradition and norms** (extent at which it influences food use, investment, gender relations).

The handbook also provides indicators to be collected at each level and by regional priorities. It also provides existing data and regional poverty and welfare ranking as a basis for monitoring impact on future poverty reduction programmes. However the Vice Presidents Office considers the analysis of this data and ranking as very preliminary and a further refinement is still needed because of its unreliability of its sources and previous collection methods.

The above specific goals, policy statements and strategies are all-relevant to urban poverty reduction. The following section of the report, presents a few examples of ongoing programmes and projects related to all the three main areas or elements of the National Strategy i.e enabling **environment, capacity building and sector strategies.**

4.0 CURRENT PROGRAMMES/PROJECTS ON URBAN POVERTY ERADICATION

The above section provides a general view of long term country strategies and programmes for both rural and urban poverty reduction while the following section will highlight some specific country programmes and projects for urban poverty reduction. Cases presented below cover both programmes, which are neighbourhood or group based and those of wider geographical coverage.

4.1 Programmes for Creating an Enabling Environment

4.1.1 Good Governance and Participation

One of the principles under this overall policy is to promote good governance and participation. A strategy on institutional reforms and strengthening local government capacity through technical and financial support and rationalisation of their functions will allow the LA to effectively facilitate implementation of poverty eradication programmes. Usually Local Government Acts give powers to urban authorities to deal with urban poverty as it is their duty to promote the welfare and economic well being of all persons within their areas.

Tanzania has started a Local Government Reform Programme and the Restructuring of the Dar es Salaam City Authority presented below is considered here as one of the pilot programmes to facilitate implementation of poverty eradication strategy by an urban authority:

CASE I: LOCAL GOVERNMENT REFORM PROGRAMME(LGRP); An enabling Environment for Poverty Eradication

In 1996 a Local Government Reform Agenda was prepared and is now under implementation through the LGRP. The regional and district administrative functions have been placed under the local authorities. The decentralisation and democratisation process taking place makes it possible for Local Authorities in Tanzania to engage in strategic planning for poverty eradication in their areas of jurisdiction. Initially, LA had no planning, financial and administrative autonomy and power. The LGRP is quite clear in its requirement for decentralisation not only to local government level but also below that into Civil Society, calling for a review of relations between service outlets and NGOs and the rest of Civil Society. The government chose the city of Dar es salaam to be a pilot project in testing the implementation of Local government Reform Agenda. In the reform process, the City Council was dissolved and the City Commission was put up instead. The move was meant to see that the inefficient and ineffective city government would not be entrusted with the task of bringing the strategic changes that were expected in this pilot programme (COWI Consult, TZ, 1997). The commission was required to prepare a strategic plan for the restructuring of the city government, an inward plan for the efficient management of the roles and responsibilities ahead. The Dar es Salaam restructuring process addressed issues of human resource development and identified performance oriented training needs, resource base and how the city could realise the full potential of its revenue sources. The city has adopted the participatory approach in the strategic planning of the city developmental and environmental issues. A partnership by residents and private sector has been established. A lot of improvement has been recorded in the management of waste collection, revenue collection and development control. The reform process in Dar es salaam is to be replicated in other municipalities not necessarily desolving the existing councils though!. These reforms will provide an enabling environment for poverty eradication.

NGOs have also taken up the role in supporting and promoting good governance and participation. Below is a case where an NGO which has been active in enabling and supporting this process.

CASE 2: COMMUNITY PARTICIPATION IN PLANNING FOR URBAN POVERTY REDUCTION BY POVERTY AFRICA

Poverty Africa is an acronym of Global Corporation Against Poverty in Africa. Poverty Africa – Tanzania was established in 1991 and its main objective is to sensitise, create awareness and advocate for poverty reduction in Tanzania. Poverty Africa has many urban poverty alleviation programmes but discussed below are those which seek to;

- support cities, municipalities and towns to combat poverty in a sustainable way
- provide work premises, credit, markets and train informal sector operators and
- integrate and help women to strengthen their urban networks and supporting their survival strategies through access to productive resources, technology and fair wages.

Mpangokata is one of the Poverty Africa projects aimed at supporting the city, municipalities and towns to combat poverty in Tanzania. It is a grassroots focus Development Plan Integrating all priority poverty alleviation programmes and initiatives at ward level. It is also known as "Battle Field for Poverty". The programme started in 1993. Poverty Africa in close collaboration with the local authority facilitates the formation of an Executive council of 12 members. Usually the Divisional Secretaries become Patrons Ward Executive Officers become Chairpersons and Councillors become Resource Mobilisers. Each Ward establishes a Centre For Poverty Alleviation (Known as CENTAPOA) CENTAPOA are thus meeting places where poverty alleviation partners meet to network, plan and exchange views, give advise, disseminate information formulate programmes for implementation at ward level and sensitise the public. Mpangokata enables the ward to prioritise projects to be executed. Those who attend are usually those who already have been sensitised, are in groups or have a common problem, which they want to discuss in the presence of LA staff and strategize together on how to solve it e.g. informal sector operators such as Women Food Sellers("Mama Ntilie"), those with "Nguvu Kazi" licenses and Street Traders popularly known as "Machingas" (in Swahili). The "Machinga" are being harassed while seeking a premise in the city for their activities. Poverty Africa does facilitate working in partnership and dialogue between the above groups, communities and the LA for poverty alleviation and sustainable strategies.

4.2 Programmes for Creating Capacity Building for Poverty Eradication

Poverty eradication requires enhanced economic capacity. The target in Tanzania is to increase the average people's income per annum to a level equivalent to that of current medium countries by the year 2010. To achieve growth targets, both macro economic as well as sector policies are implemented. The government collect revenues in order to meet its recurrent obligations and mobilises resources so as to support poverty eradication initiatives. To achieve this, the government's role is to put in place an enabling environment for investment in productive and social services sectors. It also encourages the private sector to increase investments and create more employment opportunities and environment for people to raise incomes. Below are two cases in line with this strategy.

4.2.1 Development of the Industrial Sector

Agriculture is the backbone of Tanzania's economy and will remain the major source of economic development and poverty eradication. Agriculture improvement will lead to food sufficiency at household and national level. This call for enhanced promotion of investment in agriculture. However, the urban economic growth is mainly dependent on the development of the industrial sector as most of the industries both large and small scale are based in urban areas. The government has approved the Industrial Sector Policy. For further development of this sector, the government provides an enabling environment for investment by the private sector. In both, there is insistence on the use and promotion of environmental friendly technologies and the industrial development which focuses on increased productivity. The development of this sector has a direct relationship to urban poverty eradication measures.

The main strategies for the development of the industrial sector include:

- improving and rehabilitating existing potential industries in order to enhance performance and increased productivity
- raising the level of production in industries by using modern technology and expertise

The Parastatal Sector Reform (PRS) is one of the measures to implement the development of the industrial sector. The government has decided that the private investors and operators be invited to play a role in the provision of services and production of goods in the industries. The facilitation of this is being done by the Parastatal Sector Reform Commission (PSRC), which started operations in 1993. The liberalisation of trade and elimination of price controls has removed most of the privileges that parastatals used to enjoy. Most government subsidies to parastatals have been effectively eliminated by the reforms. Initially, parastatals were characterised by operational inefficiencies with declining contribution to GDP and the overall result being a negative fiscal impact on the government. Parastatals used to extract more resources from the government than they paid back hence many parastatals have been failing to contribute to the government revenues and have been operating at a loss despite the duty and tax exemptions granted. This situation made parastatals become a real burden to the government. It is this situation which led the government through the PRSC to liquidate, close or privatise some of the parastatals. Since then there has been steady progress with the reform efforts beginning to bear fruits. The investment climate now is more inviting than before. The Tanzania Cigarette Company is a case in point.

CASE 3: THE PRIVATIZATION OF TANZANIA CIGARETTE COMPANY (TCC)

The TCC was privatised in 1995 where a Switzerland based Company was granted 45% of the shares with an option for a further 6% upon satisfying certain conditions over a specified period. When this is accomplished, the government's share was to be 49%. TCC privatisation remains the largest post independence private foreign investment in Tanzania. Fruits of privatisation as demonstrated by TCC are:

- Total gross sales in 1996 increased by 27% compared to 1995.
- Exports went up by 50%
- Cash dividend paid to the shareholders was more than total dividend payments made over the previous four years.

- TCC's total contribution to government revenues approached Tshs 40m
- Over a half of the two year USD 25m rehabilitation and modernisation programme has already been implemented.
- Tobacco blending processes have been upgraded
- Modern cigarette making machines have been installed generating a 30% increase in actual plant capacity
- The factory can now make products to international quality standards and
- The manpower and skills have been developed in various areas.

Such enhanced performance and increased productivity of industries in the long run is expected to eradicate poverty in Tanzania.

4.2.2 Raising People's Incomes

Strategies to raise people's income among others are:

- to create, promote and strengthen credit provisions in urban areas and encouraging people (including those in informal sector activities) to establish savings and credit schemes
- and to strengthen other funds such as those for youth, small scale businesses and women development so as to provide loans for the target groups.

The National Income Generating Programme is one of the programmes which implements this strategy with a lot of support from both the local and central government.

CASE 4: NATIONAL INCOME GENERATING PROGRAMME (NIGP)

The National Income Generation Programme (NIGP) is a trust fund whose mission is poverty alleviation and stimulation of economic growth through the creation of sustainable income generation activities linked to productive work opportunities. NIGP helps to create and expand sustainable income generation projects. It helps people to eradicate their poverty and creates employment by enabling people to engage themselves in income generating activities. NIGP targets at poor communities who are marginalised in terms of economic development in both rural and urban areas. With activities ranging from imparting skills to creating productive work opportunities to enhance incomes, NIGP projects are in the areas of agriculture and rural development, infrastructure and small businesses or informal sector. The projects are implemented through NGOs and private business operators while ensuring consideration of women needs. NIGP project activities target people who are not working. Target beneficiaries include, among many, women and youth entering the labour market and wishing to increase their income through self employment. The youth who comprise 21% of the country's population, constitute a vital human resource whose contribution in development cannot be ignored. The extent of youth unemployment in Tanzania is severe, more than 60% of the unemployed are youths. NIGP works in different urban areas and two projects are presented as examples:

1. A three year milk distribution project in DSM is an intervention by NIGP to increase incomes of the youths. The project costing about US\$ 522,000 is financed

by NIGP and the Dutch government with the intention of establishing milk distribution network. This project will enable eight (8) agents to sell milk and milk products from Tanga Dairy Co-operative Union (TDCU) and Tanga Fresh in Dar es Salaam thus creating about 184 jobs in DSM market by recruiting youths as bike persons. The bike persons will be able to increase their incomes by about US\$ 120 per month per person. Other planned benchmarks of the project are the increase of incomes to sales agents by about US\$ 1,635 per month per person, while 900 milk producers will register with TDCU in Tanga region.

2. The support project for women food vendors popularly known as "mama ntilie" in DSM is undertaken by NIGP in collaboration with the DCC. The project, which is financed by the Swiss government aims at creating a conducive business environment for women micro-entrepreneurs involved in food vending in Dar es Salaam. The project assists women to improve and expand their business through provision of appropriate infrastructure and training in food preparation and environmental hygiene. The project creates conducive business environment for women. When the President visited this project in March 1999, women demonstrated the use of mobile push carts for "mama ntilies". It is expected that by the end of the project, about 1000 women will be gainfully employed.

(1 USD = TShs 800/=, September 1999 exchange rates)

4.3 Sector Programmes for Poverty Eradication

Education, health, employment, environment and settlements developments are among the sectors which have a direct bearing on poverty eradication. The following are examples of sector programmes which, attempt to ensure that the national goal of poverty eradication is achieved.

4.3.1 Health Sector Programme

The government has put in place a Health Policy. The overall objective of the health policy in Tanzania is to improve the health and well-being of all Tanzanians, with a focus on those most at risk, and to encourage the health system to be more responsive to the needs of the people. The objectives of the policy are to be achieved through Primary Health Care (PHC) which is the central element of health promotion aiming at co-ordinated action by all concerned: health and health related sectors, local authorities, industry, non-governmental and voluntary agencies, the media and the community at large. Another major concern for Tanzania is on food and nutrition. Malnutrition is an indicator of poverty contributing to high infant and young child deaths. It reduces the physical and mental capability of an individual. Malnutrition therefore threatens the survival and development of communities, the nation and future generations. Many Tanzanians suffer from under nutrition and many are affected by micro nutrient deficiencies due to nutritional illiteracy. The national nutritional goal is to reduce severe malnutrition from 6% of 1990 to 2% and moderate malnutrition from 46% in 1990 to 22% in the year 2000.

The National Poverty Eradication Strategy has among other strategies the strengthening of

institutional capacity to implement health sector programmes, particularly primary health care and nutritional literacy. Below are two cases under the Health Sector which have an impact on poverty eradication among Tanzanians. One on urban health development and another one on the improvement of both rural and urban nutrition.

CASE 5: THE URBAN HEALTH PROJECT (UHP)

This project started in 1990 with the purpose of improving the health situation of the urban population. The project started in Dar es Salaam City and if successful and if resources are available will be extended to other urban centres. The project is implemented through three sectors; **The Curative Sector:** The aim is to **cure** diseases by developing health facilities and to ensure a sufficient supply of drugs focusing central or local government health facilities and institutions in urban areas. **The Preventive Sector:** The aim is to **prevent** diseases by emphasising health education and preventive and promotive health programmes. The actors here are the government (central and local) institutions and the urban community. **The Non Medical Sector:** In this sector the aim is to introduce other urban health related activities, which directly affect the health status of the urban population. These activities are on water supply, sanitation, waste management and other urban environmental activities. UHP is a programme funded by the Government of Tanzania and The Swiss Government. The following activities have successfully been implemented in Dar es Salaam.

- Rehabilitation of all 4 district hospitals in the City
- The rehabilitation and construction of more than 20 new health centres in the city.
- The provision of medical facilities and equipment in all the hospitals and health centres.
- The institution of incentive package to doctors and nurses
- The decentralisation of financial and administration functions for the hospitals and health centres
- Establishment of construction and maintenance brigades
- Provision of health education to mothers and environmental related health issues to city residents eg. Malaria control and sanitation related issues.

The project has not been replicated in any other town.

CASE 6: NATIONAL NUTRITIONAL PROGRAMME .

In response to the problem of malnutrition among Tanzanians, the government created the Tanzania Food and Nutrition Centre (TFNC) in 1973 which has mandate to initiate and catalyse food and nutrition programmes aimed at addressing hunger and malnutrition. Alongside this, a national food and nutrition policy was adopted in 1992. TFNC is a parastatal under the Ministry of Health. It has six directorates namely Planning, Nutrition Education and Training, Community Health and Nutrition, Food Sciences and Technology, Laboratory services and Finance and Administration. Among its functions the centre plans and initiates food & nutrition program for the benefit of the people. It undertakes review and revision of food and nutrition programmes and provides facilities for training in subjects relating to food and nutrition. It also carries out research in matters relating to food and nutrition and stimulates and promotes amongst people awareness of the importance of balanced diet and of the dangers of malnutrition. Specific nutritional programmes have been implemented so as to reduce the high rates of malnutrition and mortality.

The Iringa Joint WHO/UNICEF Nutrition Support Programme though implemented in the 1980s is a case which has been widely replicated in other parts of the country. Iringa region was proposed because comprehensive surveys had already been done and malnutrition found to be high and that the region has a diverse agro-ecological zones to enable it develop a broad base of experience for other regions. The objective of the programme was the development of community based improvements in nutrition and health through a fundamental change in process. The evolution of the programme was shaped by lessons learned at all levels from household and village to Central government. The programme covered 168 villages in 7 divisions. Management and implementation was done in a way which enabled the expansion and strengthening of national capacity to address issues bearing on nutritional improvement at all levels. The approach gave way to programme flexibility. The 1988 evaluation showed that the programme enhanced the national capacity in many ways.

4.3.2 Education Sector

Education has a direct bearing on poverty eradication and is one of the priority sectors. Without education, people cannot implement poverty eradication programmes properly or as required. The government has already passed the education policy, which stipulates on the equality of opportunities between men and women in school enrolments at all levels with emphasis on the quality of the education offered. Apart from increased emphasis on Science and Technology in training institutions, primary and secondary school girls who fail to complete their education because of pregnancies will be given chance to complete their programs and be given family life education. One of the strategies to promote education is to promote adult education programmes as a means of promoting adult literacy.

CASE 7: COMPLEMENTARY BASIC EDUCATION IN TANZANIA (COBET).

COBET is a programme whose prime objective is to provide basic education to the disadvantaged groups of youth, who missed the opportunity to get or are school drop outs. This programme is under the Adult Education- Ministry of Education and Culture. It is an attempt to ensure effective implementation and achievement of children's right to education especially girls. The primary beneficiaries are children of between 8 and 18 years of age. Two districts namely Kisarawe (3 Wards) and Masasi (1 Ward) have been identified to be piloted. These areas have been selected because of great number of truant children, high illiteracy rate, poverty stricken and poor accessibility. In 1997 a needs assessment survey was carried out in the districts and a dissemination workshop to key education stakeholders done late in the same year. Designing, writing and production of COBET curriculum syllabus and materials was done in 1998 as well as writing and production of training manual for trainers. The training of district teams and centre facilitators was done in June and July,1999 respectively. Five modules have been designed to suit the needs and interest of the children. These are:

- Communication skills
- Mathematics
- Vocational skills
- General knowledge and
- Personality building

This is a pilot programme which will last for 3 years (1999-2001) with a plan to replicate to both urban and rural areas. It will cease once children are mainstreamed into formal education or world of work. The advantages include the fact that no uniforms is required for children attending this programme, no school fees imposed and its flexibility in the delivery of the education.

4.3.3 Employment Promotion

The increasing unemployment in urban areas has led to the growth of street trading and forms of informal sector activities. The urban authorities have been responding to this development in a hostile way with the intention of removing the street traders by force. The reason for this hostility is that street traders are a public health hazard and nuisance and are law breakers as they operate without licences, pay no taxes etc. Apart from producing goods and services, the sector generates income and employment for the people involved. The activities however, are performed with low capital investment, skills and technology and are operated in areas not legally planned for.

The informal sector activities contribution to decreasing unemployment and reduction of urban poverty has been recognised in Tanzania. There has also been an increasing number of organised groups for small and informal business entities. These groups get support and backing from NGOs like Poverty Africa, NIGP and organisations like ILO. Through these groups it has been possible to negotiate and strategize with LA.

The National Poverty Eradication Strategy has as one of its strategies, employment promotion by;

- Reviewing national legislation on urban sector development with a view of promoting informal sector activities
- Providing appropriate training for operators in the informal sector.
- Simplifying licensing procedures for small scale and micro enterprise operators in the formal and informal sectors.

Guided by this strategy and efforts by other actors who are in favour of on going in come generating activities in urban areas a more positive attitude by LA for informal sector activities is being adopted. A programme for the development of the informal sector by the Dar es Salaam City Commission is a case in point.

CASE 8: PROGRAMME FOR THE DEVELOPMENT OF THE INFORMAL SECTOR

Among the Dar es Salaam City Commission's strategies to promote the Informal Sector includes;

- earmarking areas of operation
- establishing "Nguvu kazi" Committees and unit at the Headquarters, Zones and Wards, and
- issuance of identity cards for small business operators.

Areas of operation for the Informal Sector activities have been earmarked and guidelines for operation of small businesses have been prepared and issued. A "Nguvukazi" unit has been re-established and committees formed in each Zone under the chairmanship of the District Commissioner. Until Dec. 1998, 1528 identity cards were issued to small business operators according to type of business operated. There is now a registry with data on small businesses and their records.

According to the current City restructuring process, "Nguvukazi" units will be established under the Ward Development Committee and the Ward Community Development Officer will coordinate the activities, which are currently coordinated by the Ward Executive Officers. Problems: Lack of legal areas of operation has resulted into operation in areas deemed for other activities or dangerous to people involved. This has resulted into Environmental pollution, increase of illegal behaviours and inability of the Authorities to collect revenues. The official recognition of the Informal Sector was contrary to the DSM master plan of 1979, which did not plan for the operations of these activities. This had some delaying effects to the implementation of the informal sector activities as more efforts and time were needed to change the institutional framework and actors' outlook before accepting the informal sector concept.

Another comprehensive programme for employment generation in Tanzania is the Vocational Education and Training Programme

CASE 9: VOCATIONAL EDUCATION AND TRAINING PROGRAMME

Tanzania has established many Vocational Education and Training Centres. These centres are coordinated under the Vocational Education and Training Authority (VETA) under the Ministry of Education and Culture. The role of this authority is to regulate vocational training centres by setting standards for different trades. The areas of training are those that give students marketable skills for obtaining employment in both the formal and informal market. Vocational education is open to both males and females although some of the courses are earmarked for one type of sex e.g. nursing, handcraft and hotel and tourism courses, which are attended by mainly female students. Where mechanical trades like masonry, electrical and other technical trades have male students as the majority.

There are constraints faced by the centres, which include, lack of teachers, training materials and equipment. Fees are also not affordable to many. The Government, religious institutions, NGOs, and individuals either run VET Centres. Below is an example of an NGO run VET Centres.

Growing Old Is to Grow (GOIG)- is a voluntary NGO which brings together retired officers mostly women to share talents/knowledge specifically handcraft to the young generation. The objective is to utilise skills and knowledge and share these for the future generation by establishing Vocational Training Centres. Trades offered are stone cutting, weaving of sisal carpets, batik and tie and die, candle making, carpentry and computer. Other activities performed include training and sensitisation of the public on ageing people. Beneficiaries contribute by paying small amounts of money for the course. GOIG operates a revolving loan fund geared towards loaning members and graduands from the GOIG training Centres to enable them start an their income generating projects and forms of self employment. The project is in its infancy compared to many other VET centres in the country. However its positive aspect is in the transferring of skills by the ageing group and at same time keeping them active when they are still able to do so.

4.3.4 Sustainable Urban Development Programmes

Urban development issues are complex as they encompass the activities of many sectors. Similarly urban poverty can not be tackled in a sustainable manner if sector activities are uncoordinated. The Sustainable Cities Programme(SCP) of UNDP and UNEP, which is being implemented in Tanzania, is presented below as a case which provides an avenue for a sound urban environmental management for the improvement of the well being of urban residents and improvement of economic growth. The programme started as a pilot project in the city of Dar es Salaam (Sustainable Dar es Salaam Project). It is being replicated in nine other municipalities and is now called "The National Programme for Promoting Environmentally Sustainable Urban Development".

CASE 10: THE NATIONAL PROGRAMME FOR PROMOTING ENVIRONMENTALLY SUSTAINABLE URBAN DEVELOPMENT

The National Programme for Promoting Environmentally Sustainable Urban Development was officially launched in July 1997. The programme is coordinated by the Urban Authority Support Unit (UASU) under the Ministry of Regional Administration and Local Government (MRALG). Its objectives are;

- To facilitate the process of integration of Environmental Planning and Management into the Municipalities and councils under this programme.
- To assist in the development of Environmental Management Information System (EMIS) as a facility for data capture, storage and management.
- To build capacity of urban authorities
- To create gender awareness
- To support poverty eradication initiatives and to assist municipalities in resource mobilisation for sustainability.
- The whole approach and philosophy of the project is for poverty reduction.

Projects carried out in Municipalities, which have started implementing the programme like Dar es Salaam city, Moshi and Mwanza, have an impact on poverty. These include the privatisation of solid waste collection, encouraging recycling, composting, upgrading of unplanned areas, management of open spaces, integrating the informal sector into the urban economy management of coastal area resources (e.g. Dar es Salaam City) and Lake zone resources (Mwanza Town) etc. Besides these areas of activities the programme is committed to participation of all interest groups of the municipality. It also lays emphasis on cross sector approach.

4.4 Advocacy Programmes on Gender Equality On Land

Tanzanian women are poorer than men despite them being the major actors in productive and reproductive activities. Their contribution to society notwithstanding, women have not been receiving adequate remuneration for their work and the traditional and cultural barriers have been blocking their access to and control of land and other property. Poor division of labour between men and women and unequal accesses to land and property causes poverty. Equality and empowerment to women can have a major impact on poverty reduction.

Urban poverty eradication and access to land have a direct relationship. Without land being accessible to the poor and especially poor women, poverty reduction efforts cannot be successful. Land in urban areas is needed for economic activities, access to planned and serviced land is equally important. This land however, is rarely accessible to the poor and women who cannot afford to pay for the "costly" formal land. The urban poor live on informally obtained and sometimes marginalised land which also lack infrastructure (unplanned settlements). This problem cannot be solved in isolation of an overall land management policy (Kironde, 1998)

One of the overall strategies for implementing the National Poverty Eradication Strategy is to ensure equality of access to and control of land. Many institutions have played the advocacy role for equality on land especially during the preparation of the new Land Policy and Land Law. This report recognises the efforts by many institutions, NGOs and groups like, the

Tanzania Media Women Association (TAMWA), The Gender Networking Programme (TGNP), HAKI ARDHI, The Faculty of Law, University of Dar es Salaam and many others. But presented below are advocacy activities by Women Advancement Trust (WAT) during the formulation of the Land Policy and Law.

CASE 11: ADVOCACY PROGRAMMES – THE CASE OF WOMEN ADVANCEMENT TRUST

Women Advancement Trust is an NGO, which has played a big role in campaigning for equal land rights. In 1992 a baseline survey was conducted in DSM to measure women's economic and social status, their access to services and infrastructure and their access to land and shelter. The objective was also to see whether shelter regulations are discriminative to women and how they participate in social groups and organisations. The results of this study have helped in the preparation of policy issues related to Human Settlement Development. In June 1995, WAT through its Chief Executive who is also a member of Parliament, managed to convince Members of Parliament to make a correction in Chapter 4, Section 4.2.6 of the National Land Policy. The policy now states that inheritance of clan or family land will continue to be governed by customs and traditions as long as they are not against the Constitution and human rights. In January 1996, WAT organised a brainstorming meeting of the Campaign on Land Rights to women. This meeting and other efforts thereafter led to the official launching of the land rights campaign in 1997 on the International Women's Day. WAT then organised a number of awareness raising workshops on land rights whose proceedings formed part of the land rights campaign. It is these efforts which contributed to the Parliament passing the new land law in 1999 which gives women legal rights to land ownership. The new Land Act growing out of the new land policy has proposals that may have, in the long run, positive impacts on poverty reduction among poor women. Among other things it includes the validation of land acquired informally.

4.5 Operations Research

Carrying out research is part of an implementation strategy on poverty eradication. The Strategy states that, research to be carried should be with an objective of;

1. Making poverty assessment at community level and assisting in the search for a comprehensive understanding of the nature, extent causes and trend of poverty.
2. Identifying appropriate measures that can be used in the eradication of poverty.

Actors for the above strategy are institutions and universities where there is the technical capacity to undertake research, research oriented NGOs and International research organisations working in collaboration with local institutions. Below a project is presented as a case in Tanzania, which facilitates the understanding of the nature and extent of poverty through research.

CASE 13: RESEARCH ON POVERTY ALLEVIATION (REPOA) PROGRAMME

This is a unique programme in Tanzania, which arose from concerns regarding the existence of a wide gap between demand for and supply of policy oriented research, high degree of donor driven research and policy agenda, inadequate quality and quantity of local capacity to undertake policy oriented research. The high level of poverty in the country also required an effective policy response. REPOA was therefore established as a long-term research programme to support policy relevant research in the area of poverty and build and strengthen local research capacity in this area. REPOA was registered as an NGO in 1994 and effectively began operating in 1995. Poverty alleviation is the main research theme for which research funds are made available to qualified researchers. The programme is mainly funded by the Netherlands Government but REPOA has been able to establish research collaborations with other institutions and been able to mobilise resources for research from sources like Harvard Institute of International Development (HIID), The African Economic Research Consortium (AERC) and the World Bank. REPOA programme activities consist of four main elements:

1. Administration of research projects carried out with REPOA grants
2. Providing assistance in the training of researchers for postgraduate level studies and in research methods, and widening their accessibility to relevant literature.
3. Organising workshops and seminars to review research proposals, present research reports and discuss commissioned papers.
4. Dissemination of research results mainly through publications, workshops, seminars and round table discussions etc.

Since its establishment REPOA has supported a total of 34 research projects. It has been able to publish one book, titled Poverty Alleviation in Tanzania: Recent Research Issues; 23 Special Papers, covering issues on; poverty assessment, public policies, environmental issues, use of technology, labour, gender, informal sector activities, youth migration, population dynamics and social and cultural factors on poverty. Books and special papers are sold while REPOA Newsletter is distributed free. REPOA participates in various committees and task forces. The more notable is REPOA participation in the Team of Experts for the formulation of the countries "Poverty and Welfare Monitoring Indicators and in the "Public Expenditure Review working group". REPOA programme is therefore assisting to build capacity of researchers and through them facilitates the search for a comprehensive understanding of the nature, extent, causes and trend of poverty. Through its publications and forums for discussion REPOA makes available research findings, which are used to design and implement poverty eradication strategies in the country.

5.0 CONCLUSION

Earlier policies and strategies had noticeable impact on poverty alleviation but with some shortcomings. The efforts made to alleviate poverty were not very successful because there was poor involvement of the people themselves at different stages of planning hence leading to unsustainability of the efforts. This means the initiatives were top down in nature thus lacking people's support. The efforts were of campaign type and not socio-economic development plans. They lacked proper guidance and coordination and programmes as such could not be sustained after the campaigns

Currently poverty alleviation is a national issue, which is being coordinated by the Vice President's Office (VPO) and envisaged to be implemented by all Ministries, Local Government Authorities and the local communities. The process involves understanding the role, involvement and participation of beneficiaries and the promotion of this participation at different levels. Beneficiary participation is emphasised because it ensures sustainability. Through decentralised monitoring systems, the impact of poverty alleviation programmes is constantly evaluated. This allows for revision of the strategies. However, the problem of coordination at national level is the fact that Ministries are under the Prime Ministers Office, thus making it difficult for the Vice Presidents Office to effectively enforce the implementation of the poverty alleviation strategy which it has been mandated to. Generally there is under capacity to coordinate because poverty is widespread and programmes are many. Problems which can be experienced during the implementation of the National Strategy can be varied but only a few can be pointed out at the moment and hoping that the coming discussion during the workshop in Nairobi will enrich and widen the thinking and understanding of the issue at hand.

Poverty Alleviation strategies after independence failed because it was alleviation through redistribution of meagre resources. Present programmes are in many ways also a "... mitigation or protection of adjustment policies" and .."fostering greater participation by the poor and the vulnerable groups" (Kironde, 1998).

The implementation of the poverty strategy through participation and partnership should not mean burdening the poor and relieving government of its responsibility as it has been experienced in many other development programmes. While capacity building in industries should not mean loss of control of major sources of economic development to foreign investors. Implementation of sector programmes means the integration at Ministry level of poverty eradication strategies in the Ministry's activities and not the segregation by group of targets and certain areas. It is relatively a new phenomenon, which requires time for the implementers to adapt. The projects and programmes currently being implemented for specific groups or which are area based should provide a learning ground only and if successful be incorporated as comprehensive programmes by the relevant sector Ministries. However there is a very positive government commitment towards poverty alleviation and this is the most important conducive environment which will guide the integration of poverty eradication programmes in all sectors in Tanzania.

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