

Policy Engagement for Enhancing Local Food Security Plan in Ileje District, Tanzania

Francis Mwaijande* & Festo Maro**

Abstract: This policy engagement study was carried out in April, 2012 as a follow-up to the situational assessment of food security study conducted in Ileje district in May, 2011. The study collected information at two focus group discussions (FGDs) in Ilulu and

* Francis Mwaijande is a Fulbright Scholar at the University of Arkansas, U.S.A. He is a Senior Lecturer of Public Policy Analysis at Mzumbe University in Tanzania. He worked as an Adjunct Instructor, Department of Political Science, University of Arkansas, in 2008 where he taught Comparative African Politics focusing on social policy reforms including democratization process and the Millennium Development Goals in the Sub-Saharan Africa. He is also a Research Associate with Economic and Social Research Foundation (ESRF) and the American Center for International Studies (AMCIPS). His research interest areas include: Agriculture development and food security, Social development policy:-urbanization and development crisis, poverty, program evaluation, governance and democratic reforms, and public-private partnerships in Sub-Saharan Africa. He is engaged in national, regional and international research groups; currently actively engaged as a P.I for the Food Price Trend Analysis and Policy Options for Enhancing Food Security in Eastern Africa. E-mail: fmjande@yahoo.com.

** Mr. Festo Maro has a background in Science and Economics with Masters of Science Degrees in Agricultural Economics from Sokoine University of Agriculture Tanzania. He has a postgraduate diploma in Poverty Analysis for Socioeconomic Security and Development from the International Institute of Social Studies of the Erasmus University of Rotterdam (The Netherlands) in collaboration with Economic and Social Research Foundation (ESRF) and REPOA. He is an UNCTAD-Vi trainee in Teaching and Research of Economic and Legal Aspects of International Investments Agreements. Maro's research, consultancy and publication covers in the area of Applied Economics such as Agriculture Economics, Value Chain Analysis, Regional Trade, Development Economics, Benefit Incidence and Programme Budget Analysis. E-mail: marofesto@gmail.com.

Mbebe villages of Ileje district as well as from key informants at the District Finance and Planning Committee. The study question is: how policy engagement for local food security is guided in Ileje district. The study combines the findings of the FS report, a desk review of current local government planning process, district planning guidelines 2011, district development plan, district agriculture development plan, district agricultural planning processes, and focus group discussions with relevant stakeholders in the district development plan planning process. The first part of the paper revisits the district budget and how the District Agriculture Development Plan (DADP) accommodates the concept of food security. The second part of the paper looks at the policy engagement and the decision making process regarding District Development Plan (DDP) by answering questions of who is involved in the local food security planning, how local food security is attained, and how best policy engagement can ensure food security at the district level.

Keywords: food security, poverty, Tanzania

Medium Term Plan and Budget for Ileje District Council

This section revisits the evolving definition of food security (FS) and associates it with how district council medium term plan considers the engagement of stakeholders into food security plan. Devereux and Maxwell (2005, p. 15) examine 32 evolving definitions over time from 1975 to 1991, from the “global and national to the household and individual meaning of food security”. The UN (1975) defined food security as the “availability at all times of adequate world supplies of basic food-stuffs to sustain a steady expansion of food consumption... and to offset fluctuations in production and prices”; whereas Siamwala and Valdes (1980) define food security as “the ability to meet target levels of consumption on a yearly basis”. The wide range of food security definitions calls for the broad stakeholders’ understanding as well as

engagement in addressing food security at the sub-government level such as the district.

To determine how policy engagement for local food security is guided in Ileje district, the study examined the district planning process. We established that the total budget in the District Development Plan (DPP) during the 2010/2011 was Tsh. 3.3 billion and the budget for agriculture including food security was only 0.16%. While the 2011/2012 budget shows a decline to Tsh. 3.1 billion, the budget for agriculture including food security was only 0.12%. The trend has been slowing down for 2012/13 whereas the budget allocated to agricultural development is 0.1% (Table 1).

Table 1: Ileje District Agriculture Budget against District Total Budget

	2010/11	2011/12	2012/13
Total Budget	3,310,733,000.00	3,148,240,000.00	3,134,711,000.00
Agric. Budget	540,402,716.00	384,236,000.00	317,460,137.00
Agric. %	0.16%	0.12	0.1

Source: Ileje DED. Medium Term Expenditure Framework (MTEF) - 2010/2011 – 2012/2013

Enhancing food security requires stakeholders' engagement in relevant development activities including investment on construction of irrigation schemes, power tillers and purchase and distribution of agricultural inputs (seeds and fertilizers). In our examination of the Medium Term Plan (MTP) and budget for Ileje District Council (2010/2011 – 2012/2013), we realized the specific food security interventions targeted to increase the area under irrigation from 745 ha to 1540 ha by June 2012. The actual implementation report indicates that 2 main canals at Ikumbilo / Chitete and Mbebe irrigation schemes were completed and food crop production is projected to increase from 170,450 tons to 372,245 tons by June 2013 as well as mother fish ponds at Itumba village by June 2011, which will increase the nutritional intake in the villages. The planned food security interventions at district follow the guidelines for the preparation of Medium Term Plan and budget

framework for 2010/11 – 2012/13 that requires district development plans to “allocate the maximum of 20 percent from the Block Grant for the administration of agricultural and livestock extension services at the council level and 80 percent of the agriculture Block Grant for funding agriculture and livestock extension activities at the village level” (Ministry of Finance and Economic Affairs, 2010 p. 78).

The district agricultural plans also include increasing milk production from 2 litres to 8 litres per animal per day by June 2013. The on-farm activities are planned to be facilitated by extension services from the current 6430 farm families to 29540 farm families by June 2013.

How District Agriculture Development Plan (DADP) is Related to the 4 Dimensions of Food Security

Finding how the Ileje District agricultural development plans relate to the four dimensions of food security was crucial in the understanding of policy engagement on food security at the district level. According to FAO (2008) and Devereux and Maxwell (2005), food security is defined or attained “when all people, at all times, have physical and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life.” It implies that a household is food secure when it has access to the food needed for a healthy life for all its household members. For the attainment of food security, district agriculture development plans need to engage various stakeholders in a variety of strategies. One of the key stakeholders for ensuring food security at a district level is the government, whose engagement is allocated on the ratio between 50 percent and 100 percent through district agricultural development grant (DADG) depending on the performance of the district (Ministry of Finance and Economic Affairs, 2010 p. 88). The guidelines instructs district to allocate Block Grants fund for agriculture extension services that are very pertinent for

increasing farm productivity. Table 2 provides a summary of strategies for attaining the four food security dimensions.

Table 2: Strategies for Attaining the Four Dimensions of Food Security

Availability	Access	Stability	Utilization
• Improve land access • Timely distribution of farming input • Market/trade facilitation to enable exchange of surplus • Removal of trade barriers • Post harvest management • Improving Distribution	• Enhance trade/market (cross border) • Crop marketing board • Market information • Advocacy on Intra household food Distribution and abandonment of bad food taboos • Economic empowerment-cash to buy	• Enhance ability of NFRA to buy surplus from surplus farmers and timely response to food shortage victims • Disaster management policies • Irrigation investments and farming skills • Infrastructure to connect to deficit to surplus areas • Supply of drought resistance seeds • Training on Integrated farming systems (diversification) • Improvement of agronomic practices to farmers • Entrepreneurship training (Off farm/ on farm employment)	• Nutrition programmes • Training on importance of balanced diets • Emphasis on crop diversification

Source: Food and Agricultural Organization (2008).

Food security at a household can be attained when a combination of the four dimensions – availability, accessibility, stability, and utilization or assimilation prevail. Accordingly, food availability implies the ability of a household and its members to acquire enough food through production, exchange or transfer.

Food accessibility on the other hand, means a household has the ability to reach a market and has food purchasing power all the time. Accessibility is attained when food is able to physically reach markets.

This is a function of infrastructures like roads, railways, airways, or waterways that facilitate access to food market.

Food stability refers to the temporal determinant of food security and nutrition that can eventually affect all other dimensions of food security. Therefore food stability means availability of food all the time without hindrances. In many ways, food stability might be caused by different factors happening at macro, meso and micro levels. For instance, food price fluctuation and regional price differences, pre-post harvest factors, and pre-harvest food practices, migration (Gross, *et al*, 2000) are among the causes of food price stability.

Food utilization on the other hand is attained when a household is securely prepared in a manner that yields the best nutritional value. Looking at the Ileje district DADPs, there is too much emphasis on the first 3 dimensions of food security while neglecting the utilization aspect of food security. However, this is not accidental; it is culturally perceived that a household is food secure if it is able to feed itself by either producing or purchasing all the time. Lack of understanding of the food utilization has become the cause for malnutritional problems in many households, although this is not a severe problem in Ileje district at the moment. Nevertheless, to enhance food security in the Ileje district, the district agricultural plans need to include availability, accessibility, stability, and assimilation dimensions of food security.

It is also important to note that the concept of food security is inadequate if it does not take into consideration the vulnerable groups. Devereux and Maxwell (2005, p. 30) argues that food security planning should *inter-alia*, supply vulnerable people and households with secure access to food. Although their suggestion of supplying puts the vulnerable groups into a permanent dependency, we think that a decentralized food security planning should engage some of the vulnerable groups into the means of production and access to food. This study therefore aims at understanding the extent the DADPs pay specific attention to the vulnerable groups. According to ESRF, 2011 every surveyed village in Ileje was found to have elders, disabled, orphans and

widows who were the most vulnerable groups to food security.

The number of orphans in particular is increasing mainly because of the HIV/AIDS problem. A close assessment of the DADPs reveals that there is no focus of the vulnerable groups, to the extent that there is a likelihood of the district not qualifying to the definition of “when all people, at all times, have physical and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life”. This is a challenge where the DADPs need to review its inclusive planning that engages the vulnerable groups for food security.

The second part of the paper looks at the decision making process regarding District Development Plan (DDP). Interviews with people involved in the district development plan committee were conducted to get an idea of how decisions are made in regard to allocation of budget and the stakeholders’ view on the process itself.

We asked who was involved in the Village Development Plan. The villagers revealed that they have village development plans and they are involved in a whole process of planning through hamlets, where each hamlet is supposed to submit plans to the village council. After this process, the village meeting is called via the village chairman and they all make decisions on which plans or projects to be implemented. Moreover, the villagers participate in different village plans and implementation. For example, in 2011 they were involved in training of maize production. Furthermore, they mentioned different plans for 2010/2011 which include building schools, dispensaries and office building, and irrigation schemes.

The focus group discussions (FGDs) managed to capture the information regarding who is involved in the development plans. It was learned from these discussion that Ilulu village development plans are made through the village council which plans for the whole year, thereafter the information is provided to the village meeting or sometimes the information is provided through hamlets, then every villager get informed of the village development plans.

It was also learned that, during the *Opportunities and Obstacles to Development* (O&OD) meetings, villagers do participate in the identification and prioritization of development plans. Examples were drawn from dispensaries, building of classrooms and irrigation projects which evolved with input from the village members, and all other members of the community were positive about all those projects. It was observed from the discussions that for Ilulu village, the order of priority for the planned development projects include health, education, water and irrigation. Food security activities did not feature high in the priority list of development plans.

The discussion on villagers' engagement in the Mbebe village development plans revealed different views. Some argued that they are not involved at all, and they said that only village council and other members (about 25 people) are engaged. Other members argued that they are engaged in various levels of implementation for example in school buildings. No specific food security engagement emerged in their discussions.

Regarding the *Opportunities and Obstacles to Development* (O&OD), the villagers commented that they used to participate (done two years ago) in village meetings that identified village projects. A few of them have never participated in the O&OD meetings, while some observed that the O&OD involvement is done by NGOs and they are just given information.

Those who had participated in the *Opportunities and Obstacles to Development* during the past two years (2009 – 2011), mentioned the priorities of the villages were on domestic water, market, agriculture, irrigation projects at Kisenga and Mbande areas, and health facilities. At least here the food security concerns featured in the development plan in which the villagers were engaged.

It can be noted from Mbebe village that food security planning emerges in the village priority list, but does not seem to get adequate community engagement. The citizen engagement in development projects is mostly limited to physical contribution. This is because most

of the villagers do not participate in the problem conceptualization and project identification as the *District Agricultural Development Plan* guideline stipulates. A good example was made of the Mbebe village where villagers' participation for school building was through their representative because they are the ones representing them in different meetings. Conceptually, the District Development Plan provides a framework for food security as given out from the grass roots; that is food security plans are done at hamlets, village council up to the district level which contribute to the district food calendar.

The Engagement of District Development Plan for Food Security in Ileje

The District Agriculture and Livestock Development Office (DALDO) has developed guidelines for managing the planning process from in the District. The district is implementing the agricultural National Strategy for Growth and Poverty Reduction (NSGPR- commonly translated in Swahili as MKUKUTA) and the Agricultural Sector Development Strategies through the District Agricultural Development Plans (DADPs). The DADPs pays attention to the community development priorities in addition to the national agricultural focused activities implemented such as the the Southern Agricultural Growth Corridor of Tanzania (SAGCOT), Feed the Future USAID project, and NGOs.

The district is encouraged to develop DADPs in the framework of a value chain, in which every district is required to select one or two crops during the preparation and implementation of commodity investment plan while paying attention to the available opportunities, profitability, and involvement of many stakeholders in the value chain process. For the years 2012/2013, rice is in the commodity investment plan that best suits the district's food security as well as food chain framework.

Preparation of District Agricultural Development Plan (DADP)

For an effective value chain agricultural plan, the district council calls for an all agricultural stakeholders meeting to discuss and select one or two crops that will become the district basis for planning the commodity investment plan. The composition of the district agricultural stakeholders meeting includes the Farmers Association, NGOs and private sector dealing with agricultural, Councilors, Extension officers, DED officers, and the district facilitation team (DFTs).

The selection of villages that implement the DADPs depends on subject to the village's opportunity and probability to implement value chain projects as well as the availability of grants allocated for the district. Other criteria include:

“Village leadership readiness to participate and contribute in agricultural (crops and livestock) activities; ii) villages that have never had agricultural projects supported by the district; iii) availability of incomplete agricultural projects; possibility of having market opportunities” (URT, 2010 p.88).

The selected villages receive budget allocation from district grants including *District Agricultural Development Grant (DADG)*, which receives local agricultural development expenditure of 50%- 100% to support the implementation of community priorities identified in the DADPs on cost sharing basis, with the beneficiaries contributing labour and materials.

“Agricultural Extension Block Grant (AEBG) provides funding for both public extension services and Non-state actors, or Agricultural Capacity Building Grant (ACBG), which finances the LGAs for capacity building in the context of agricultural development such as improving district agricultural planning process, agricultural investment appraisal, agricultural services

reform, and enhancing stakeholder engagement (URT, 2010)’’.

At the district level, the DADPs committee is composed of: the District Agricultural Officer, District Livestock Officer, Community Development Officer, District Cooperative Officer, District Environmental Officer, District Commerce Officer, District Treasurer, and District Nutritional Officer, private sector, research institution, and civil society organizations (CSOs) dealing with agriculture. The responsibilities of this committee is to prepare a stakeholders’ meeting which discusses and approves the agricultural crops following the value chain criteria and commodity investment plan (URT, 2010). It is also supposed to identify and mobilize resources from all agricultural stakeholders.

This committee has the responsibility of compiling the selected villages’ plans that meet the value chain criteria into a comprehensive district development plan (DDP).

The study also aimed at understanding the involvement of other stakeholders in the District Development plan such as the extent of civil society organizations (CSOs) engagement in the district development plan process. From the district government point of view, NGOs are invited to the DDP meetings whereby they are asked to submit their planned annual projects. They also participate in the decisions of the district projects to be supported and implemented, upon which other projects from the district level are directed to other places where the NGO’s are not operating. We realized a marginalized engagement of the non-state actors in the local food security plan. The NGO’s view is that they are only engaged at the highest district planning stage where in actual practice they are invited to listen.

Strengths and Weaknesses of the DDP Planning Process

This discussion is aimed at identifying the perceived strength of the

District Development Plan in enhancing food security. The participants singled out the strengths including the district improvement in irrigation infrastructure, in which the goal is to increase irrigation area 1020 ha to 2,062 ha, establishment of SACCOS, enhancing food reserve and post-harvest management practices, and the use of power tillers. It should be noted that Mbebe village was facilitated to acquire 2 power tillers in which the villagers contributed only 20% of the total value. On the other hand, their weaknesses were mentioned, including poor road infrastructure especially during heavy rains which cause the delay of fertilizers delivery and low financial economic base of farmers. Here it should be noted that poor infrastructure has an effect on the market dimension of food security when people cannot access food due to non-availability at the market.

Also the food market was identified as having a post-harvest failure in the district. The 2010/2011 market at the National Food Reserve Agency (NFRA) was dominated by “big farmers” hence small farmers could not sell their crops. It was noted during the discussion that NFRA had set stringent guidelines for purchasing food from farmers which eventually excluded or became barriers to small scale farmers.

What Stakeholders feel about participation in the Local Food security Planning Process

The study assessed the level of satisfaction of community engagement. The majority were satisfied with the current engagement in the village planning process. Only 7 (36.8%) of participants were not satisfied with the community engagement in planning process. The reason for their dissatisfaction is based on poor project implementation or completely no project implementation to the extent that they are demoralized to participate further in village development planning.

Public expenditure tracking (PET) is one of the public engagement mechanisms that allows the public to know their development budgets.

Most of the interviewed villagers at Mbebe and Ilulu villages do not know their village nor district budgets. However, it was argued by the village leaders that the budget information is always available, but that some community members do not follow up or do not read the posted information on the notice-board. To a larger extent, the community engagement on budget matters including tracking the expenditure was too technical and the community does not have the knowledge and capacity to understand. We came to the conclusion that budget information is available, but the follow up is zero from the community members due to illiteracy and the capacity to understand the budget information.

Community Awareness of the Overall District Development Plan and Resources Allocation

Information, communication, and education (ICE) is very important for effective implementation of the ASDP, especially in the implementation of Food Security programmes at all levels of project planning, implementation, monitoring and evaluation. The information communication and education (ICE) requires a structure that will necessitate the flow of information from the villages, district technical staff, implementing agents and all other stakeholders. We inquired on how the district development plan reached the people. The participants argued that because the project plans start at the lower level, and therefore the information is returned back through their leaders and on the notice-boards, they are able to know the district development plans. In addition, the councilors who sit in the DDP approves the projects to be implemented and thereafter the community is given the information through their councilors.

We established the village budget awareness is limited to the village leaders who attend the village council meetings; whereas, the normal village members do not know. For a few who were able to know

their village budget at Mbebe mentioned irrigation project cost 40 million and the school budget cost 9 million and the contribution from their Member of Parliament (MP) is 7 million.

Regarding priorities, district officials implement and also support the village's effort in some of the projects and they mentioned some of them like school projects, irrigation projects.

There is also evidence that they implement and support different village projects. They not only implement but also get feedback as to why some of the projects are late in being implemented. An example was the irrigation projects whereby they were told to wait until other villages were finished and the information was provided at the meeting of 29/2/2012.

To improve the budget knowledge, the following were the suggestions:-

- a) Villagers ask for the information to be provided in the village.
- b) The members of the village should be seeking for information from the village and district authorities.
- c) Village members should promote the culture of attending village and hamlet meetings.
- d) Women's capacity to inquire about village development plans and budgets was limited due to poor education. It was suggested that women should be empowered so that they have the capacity to adequately participate in the village development plans.

Monitoring and Evaluation (M&E) of Village Development Plans for Food Security

Village participation in the monitoring and evaluation (M &E) of development projects is merely through village members asking the village council whereby they meet 3 times in a year for a particular project. On very rare occasions, there are some committees which are

formed to fulfill the task of making follow-ups. The main participants of the evaluation team include village executive officers and the Ward Councilors.

The discussion revealed that some of the government supported villages through TASAF projects include village irrigation projects, water projects for domestic uses domestic projects, cows, and grants for power tillers, and fertilizers whereby farmers contribute 20% and the government 80% of the total value.

Discussion with Ileje District Council-Finance and Planning Committee

Our discussion with key informants included the members of the District Council- Finance and Planning Committee. The committee consisted of the Councilors, Heads of Department, and the District Executive Director (DED). The discussion was preceded by the Assessment of Food Security: A Situational Analysis in Ileje District report. The report highlighted the constraints of attaining food security in the district including the mismanagement of agricultural input subsidy program. The emerging issues included the late delivery and untimely delivery of agricultural inputs (seeds and fertilizers). This had tremendous effect on the attainment of food security in the district as many farmers could not meet the production targets.

The District Council- Finance and Planning Committee members argued that the management of agricultural input subsidy program be improved by focusing on in-puts reaching farmers at the right time, supply of quality seeds and sufficient supply of agricultural inputs. We observed through the media reports that the agricultural input subsidy grant during the 2011/2012 had several mismanagement practices which were not unique to the Ileje district. There are reported media queries elsewhere in the country which gives a larger picture of the agricultural in-puts subsidy problem in Tanzania. The district agricultural

development plans and the attainment of food security in particular is likely to be poor due to the mismanagement of the grant. This area may require further research to understand the magnitude and effect of the problem.

Other detrimental issues to food security were identified regarding post-harvest practices. The food reserve management is very poor. Eventually farmers are forced to sell their crops rather than see them destroyed. They complained of poor quality insecticides sold by the local agro-dealers, and “no expiry date” and “no user instructions” were among the noted quality shortcomings. In a larger extent, the problem is about inadequate extension services, quality control and monitoring and evaluation from the district organs for ensuring food security. It was further said that the Tanzania Bureau of Standards needs to be a key stakeholder for ensuring the quality of agricultural inputs.

The members of the District Council -Finance and Planning committee increased the effect of the food export ban on farmers. While the government encourages food production through the agricultural input subsidy program, farmers do not have authority to sell their produce across the border where there is a market. This is another grey research area to determine the effect of the export ban on food security in the area.

The study also wanted to know the freedom of expression of the communities in their own food security planning and development. It was found that villagers are free to ask village officials as well as district officials. An example was given when they asked information on agriculture project implementation, specifically on late accomplishment of irrigation. They informed us that the district officials were cooperative and responsive. However, this kind of monitoring does not provide data because some villagers are not well informed on what is going on, and therefore the public engagement is somewhat limited.

As for villages engagement in the evaluation of development projects, the study found that villagers are not directly involved; but through the selected committees which become responsible for making

follow ups (i.e. monitoring). When the follow ups and evaluation information is ready, the information is provided to the village community. However, the participants recognized the bureaucracy problem in the district as well as the villages as they are sometimes not responsive. It must be noted here that evaluation is a very specialized area, which might require a simplified M&E capacity building for villagers.

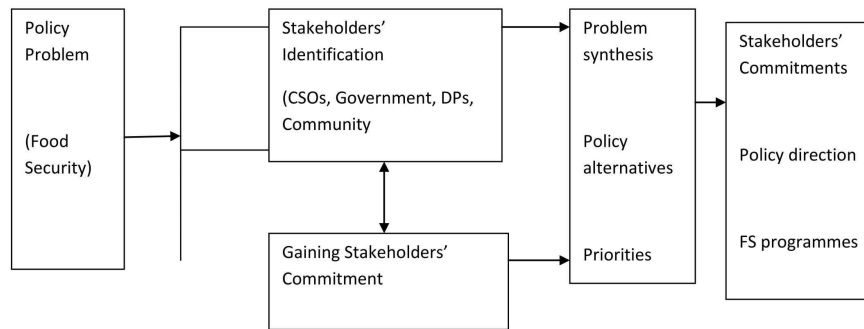
The Mbebe village has development priorities, which are implemented by the government and include irrigation projects, boreholes, school projects (secondary and primary), dispensaries, electricity, dip for livestock, and market. Agricultural subsidies was also on the priority list, especially power tillers and the fertilizers although they argued that if fertilizers do not reach the farmers at the right time that eventually lead to low production. At the time of this study the Mbebe village had only two power tillers obtained through the government subsidy grant, in which the villagers contributed 20% of the value.

In order to enhance food security, the villagers had requested for the supply of new breed of paddy and maize seeds. This is important for increasing productivity from the research improved crop varieties. They also asked for the timely supply of agricultural subsidies (seeds and fertilizers) in time for the planting season. This approach will enhance the food calendar in the district. In addition, the villagers asked for more training, including soil fertilization (the capacity building approach), to enhance food security strategies in the district.

Policy Engagement Strategy for Enhancing Local Food Security

The policy engagement strategy examines the stakeholders' interest and roles. Policy engagement strategy involves influencing stakeholders to increase their participation and commitment towards enhancing food security. As a process it requires clear identification of a policy problem, identification of stakeholders and gaining stakeholders' commitments.

Figure 1: Policy Engagement Framework for Local Food Security



Objectives of Policy Engagement Strategy

The overall objective of policy engagement is to contribute to the national development strategy in the long run. It is built on the engaged governance participatory principles to address people's needs. Policy engagement is better expressed in terms of aims that governments, Civil Society Organizations, private sector, the non-state actors in general can be engaged in a common policy development goal. The basic principles of stakeholders engagement include willingness to participate, commitment, transparency, and accountability.

Designing a Policy Engagement Process

- 1) Identify the issues to be addressed, such as food security
- 2) Clarify and decide on the engagement objectives, such as improve food security by 2015
- 3) Decide on the desired levels of engagement, such as financial resource commitments
- 4) Decide on the stakeholders to be involved, such as who will do what to achieve goals. Profiling stakeholders should be based on stakeholders' area of experience and perceptions.

Successful stakeholders' engagement is based on the principal of "inclusiveness" that encompasses reaching out to all diversity of the population such as disabled, gender, age, religion, rich and poor. Policy engagement requires prioritizing and setting a policy development agenda for seeking stakeholders' consensus and commitment. This study was conducted to understand how the food security issue comes into district development agenda. We examined the district development plan (DDP) in which we realized that the planning takes a bottom-up approach.

It is important to note that the District Executive Director as the focal point sets the policy development agenda with elaborate actions through which other stakeholders can show commitment. It is in the same way that an agenda for policy engagement for attaining district food security must elaborate the participation and commitment of key stakeholders. This may require a structured approach. This paper outlines the policy engagement in Ileje district by examining the district planning process while focusing on for food security.

In order to implement an effective policy engagement strategy, whereby the working groups develop action plans, action plans must be based on clear and specific commitments by each stakeholder to undertake specific actions at agreed times and with the use of agreed framework.

Table 2: Multi-stakeholder Engagement Strategy on Food security for the Ileje District

S/N	Stakeholder	Role(s)
1.	District Council	Implementing the national Agricultural Sector Development Programme(ASDP) -Extension services -Improving Agricultural/Livestock Infrastructure -Providing technology and research support -Implementing agricultural policy M & E of agricultural policy
2.	National Food Reserve Agency(NFRA)	-Buying food from farmers -Stocking food for future use
3.	Non-Governmental Organizations-IRDO,YUAJA Group	-Capacity building for farmers -Networking farmers' groups for markets -Educational programs for HIV/AIDS
4.	Agriculture research Institutes (ARI)-Uyole, Highland Seed Grower, ARI-Igurusi, SUA.	-Soil health research -Agricultural technology-seed, livestock
5.	Private sector; TFA, TFC, PREMIUM, UNYIHA, etc	-Agricultural input supply -Farmers education on proper use of farm in-puts.
6.	Farmers Associations	-Farming-crop/livestock production(food and cash) -Utilizing expertise advice -Food processing -Implementing agricultural policies
7.	Micro-financial services: SACCOS, VIKOBA, etc	Providing Loans/capital
8.	Cooperative societies: AMCOS, MICU, Ware house receipt program	-Food/crop marketing Farm inputs
9.	Ministry of Agriculture, Food Security and Cooperatives Ministry of Livestock and Fisheries Development	-Policy formulation -Training and supply of Extension services/experts Agricultural subsidy/inputs
10.	Meteorological Agency	-Weather forecasting Rain information to farmers

When selecting a policy engagement technique, three kinds of issues should be considered:

1. Government or agency issues: Issues related to engagement goals and objectives, target groups, general context, political environment, capacity to influence, legislative environment, policy and planning cycles, resources.
2. Community/people issues: Issues related to demographic features, preferences for engagement, previous experiences with government engagement, capacity for engagement, existing engagement structures (networks, committees, professional, religious, ethnics, sporting, etc .) and processes.
3. Process issues: They should be based on the policy engagement of the key food security stakeholders at district level as much as possible.

Linking Local Food Security Plan (LFSP) and MSP to Ileje DDP

When comparing the main findings of the Ileje district food security situational analysis (ESRF, 2011) with the current focus of the DDP, it is obvious that the DDP is addressing food security by 75% with an exception of assimilation dimension of food security. Also the DADPs failed to address the vulnerable groups to food security.

The gaps between the DDP, DADPs and the FS situational analysis are possibly derived from the inadequate understanding of what constitute food security. There is inadequate coverage of nutritional aspects in the DADPs. However, there is room for influencing and building the understanding of enhancing food security in the District Development Plan and in particular in the DADPs.

This paper envisages some challenges to overall planning process for food security. The villagers raised their concerns in food security planning. Their views show that the current DDP does not enable them to have more than one harvest a year, although there is the potential to have

two. The DDP should enable farmers to increase production by increasing investment in irrigation schemes. The emphasis should involve irrigation infrastructure, training of villagers and timely supply of the required inputs.

The planning should also increase the number of power tillers which is now in progress, but inadequate. In addition, there was a concern about the performance of power tillers, that they are not functioning as expected. To some extent this has slowed down the villagers' contribution of 20% per power tiller purchase.

The main cause of food shortage this year was climatic change and agricultural inputs. There has been rainfall shortage which eventually may lead to low harvests. Comprehensive plans to overcome climatic change in the district should be upheld, because of the effect of climate change on food security.

Looking at the overall DDP planning process, this study suggests the possible entry point for influencing the overall planning process and bringing is through the current Opportunities & Obstacles to Development framework, through which development priorities are identified and supported by the government through the Agricultural Sector Development Plan.

Conclusion

Attaining food security either at the district or national level requires a multi-sectoral approach that engages the participation of various stakeholders. This paper examined the policy engagement for attaining food security in Ileje district.

The key finding shows that engagement starts with the District Agriculture Development Plan where priorities are set, resources are allocated, and the key responsibilities are assigned to stakeholders. The district development plan provides a framework for ensuring that villagers are engaged in the planning process through the O&OD. This is

an important stage for engaging farmers as the key stakeholders in the planning and implementing food security programs in the district. It has been noted that food security planning emerges in the village priority list, but does not seem to get adequate community engagement. The citizen engagement in development projects is mostly limited to physical contribution, whereas the government contribution has been on financial resources and capacity building of the agricultural extension services and subsidy inputs.

However, the management of agricultural input subsidy programs need to be improved, focusing on in-puts reaching farmers at the right time, supply of quality seeds and sufficient supply of agricultural inputs. The district agricultural development plans and the attainment of food security in particular is likely to be poor without improving the management of the national input subsidy grant. This is an area that requires a new focus on how policy engagement of the stakeholders can be enhanced. Farmers associations and the non-governmental organizations dealing with agriculture should be highly involved in the management and distribution of the farm in-puts instead of using the private business entities.

While attaining food security requires substantive capital investments, the 2011/2012 district budget shows a shrinking budget allocation for agriculture and food security. The trend has been slowing down to 0.1% for agricultural development in 2012/13. It is important that the budget allocation for agriculture and food security is increased to match with the Agricultural Sector Development Plan (ASDP) policy goal of attaining food security by 2025.

References

- District Executive Director. (2010). Medium Term Plan and Budget for Ileje District Council, 2010/2011 – 2012/2013, Ileje, Tanzania.
- Economic and Social Research Foundation. (2011). Assessment of Food

- Security: A Situational Analysis In Ileje District (Unpublished).
- Devereux, S and Maxwell, S. (Ed). (2005). Food security in Sub-Saharan Africa. University of Natal Press, South Africa
- Food and Agricultural Organization. (2008). An Introduction to basic concepts of Food Security. EC - FAO Food Security Program. Retrieved from www.foodsec.org on June 16, 2012
- Gross, R., H. Schoeneberger., H. Pfeifer., and H. Preuss. (2000). The Four Dimensions of Food and Nutrition Security: Definitions and Concepts. GTZ, DSE and ZEL, Germany.
- URT. (2010). Guidelines for the Preparation of Medium Term Plan and Budget Framework for 2010/11-2012/13. Ministry of Finance and Economic Affairs, Dar Es Salaam, Tanzania.
- URT. (2010). Guidelines for Preparing and Implementing District Agricultural Development Plans, Ministry of Finance and Economic Affairs. Dar Es Salaam, Tanzania

Appendix 1: Stakeholders' Policy Engagement on District Crop Bottlenecks and Interventions

STAGES OF VALUE CHAIN	Actors	Crop bottleneck at stage	Possible DADPs intervention	Priority Interventions		Responsible Institution
				Name of intervention	Villages	
Input	LGAs Machine supplier Bank/SACCOS	Poor irrigation infrastructures Poor farm roads Destruction of main canal by livestock leading to Shortage of water in paddy farms	Irrigation infrastructure construction Construct of Farm road Construct of Livestock infrastructure	-Lining of main canals -Construction of intake -Construction of farm roads Construction of livestock water trough	Ikumbilo, Mbebe, Chitete, and Ilulu Ikumbilo Chitete and Mbebe	LGA, Private sectors and Farmers District Council, Private sector and farmers
		Shortage of machine/tools for ploughing and planting Shortage of capital to farmers	Supply of machine tools Cooperative members motivated to increase internal capital through savings and deposit.	Purchase of planter Conduct sensitization meeting to 1,350 farmers and 10 Agro-dealers on creation of financial institution awareness and forming SACCOS	Mbebe, Ikumbilo, Chitete. Mbebe, Ikumbilo, Chitete.	LGA, NGO's , Private sector and farmers LGAs, Cooperatives and Farmers
		Poor irrigation scheme management	strengthen Irrigators by training on scheme Organisations and water management	Train 50 project committee members on water management and scheme organization.	Ikumbilo Chitete and Mbebe	LGA/ Farmers

Farmers (or Cooperatives/ Groups)	Destruction of catchments areas reduces river flows	conserve Sources of water for farming irrigation	Establishment of tree nursery Facilitate installation of biogas.	Mbebe and Ikumbilo Chitete	LGA/Farmer
Production	Poor environmental conservation	Conserve environment in irrigated field	Facilitate the construction of 4 latrines in irrigated fields	Mbebe and Ikumbilo Chitete	LGA/Farmer/ Private
	Inadequate technology on rice production	Knowledge and skills on rice production increased	Conduct study tour Facilitate farmers and extension staff to attend Farmers exhibitions.	Ikumbilo Chitete and Mbebe	LGA, Farmers associations
	Shortage of extension kits and transport facilities. Inadequate knowledge in update skills	Provide Extension kits and transport facilities. Provide Knowledge on update skills.	Procure motorcycles Train Extension officers on special short courses to update knowledge	Mbebe, Ikumbilo, Chitete, Mapogoro, Ilulu, Bupigu, Ibungu, Mima and Shiriji.	LGA and Extension officer LGA. Extension staff and farmers
	In adequate technology on processing and packaging	Processors capacitated on paddy processing, packaging and marketing	Millers, NGO'S and farmers capacitated on paddy processing and the importance buying improved machine and establishment of farmers association.	Ikumbilo Chitete and Mbebe	LGA and Millers, NGO's and farmers.
Processing					