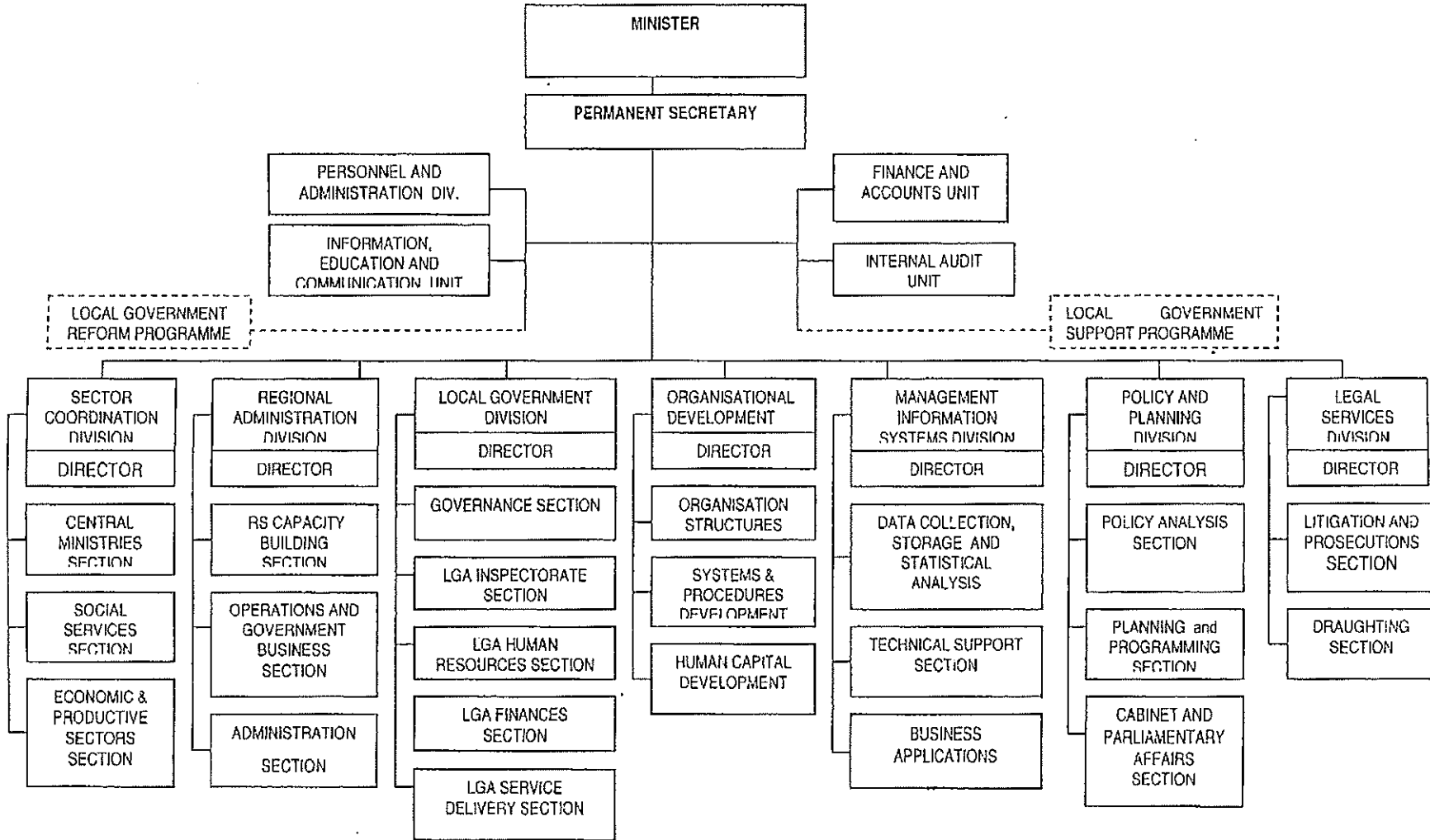


地方自治庁組織図
 PRESIDENT'S OFFICE –REGIONAL ADMINISTRATION & LOCAL
 GOVERNMENT ORGANISATION STRUCTURE



<会議録 1>

1. 訪問先	在タンザニア日本国大使館
2. 日時	2006年1月30日(月) 11:30-12:00
3. 先方対応者	平木場公使、横林書記官
4. 当方訪問者	武田専門員、杉本専門家、老川所員、塩塚職員
5. 協議概要	<p>老川所員より、要請背景と調査概要について報告を行った後、議論を行った。 主な協議内容は以下のとおり。</p> <p>(1) O&OD についての補足説明</p> <ul style="list-style-type: none"> ・ O&OD とは、PRA などのツールを組み合わせることで地方行政に取り込んだものであり、全く新しい手法というわけではない。プロジェクトベースの PRA に比べて、O&OD は村の計画を県、州へと積み上げようとしている点に特徴がある。 ・ O&OD はクロスセクトラルであり、村の特性や活用できる資源 (opportunity)、水不足などのマイナス要因 (obstacle) をふまえて作成する。第 1 回のロールアウトが完了した後は、年 4 回の村落集会において O&OD のレビューを行うなど、既存の村の行政システムに組み込む形での実施が期待されている。 ・ O&OD の課題として、これまで作成された計画のほとんどが未実施であることや、各セクターの上位政策との整合性が図られていないことが挙げられる。 <p>(2) 調査対象県の選定理由</p> <ul style="list-style-type: none"> ・ リンディ州リワレ県： 調査団の派遣時期にロールアウトを実施している唯一の県であるため、視察の対象となる。 ・ タンガ州： 開発調査本体における事業実施対象州の候補である。O&OD の課題である、村～郡 (Ward) ～県～州の開発計画のリンケージを実証するには、タンガ州のようにまだどの県でもロールアウトが行われていない州を対象とすることが有効だと考えている。また、タンガ州行政長官が日本の協力を理解があるという利点もある。 <p>(3) その他コメント</p> <ul style="list-style-type: none"> ・ セクターの政策と県のニーズの整合性を図ることは、難しいが最も重要な課題である。各プロセスの効率化を図り、実現可能性を高めることが肝要。(平木場公使) ・ 現場のニーズに即した形で、村からボトムアップで計画を策定することには非常に意義がある。(横林書記官) ・ 地方分権化が進む一方で、県レベルでは配分された予算を適切に執行できていないという課題がある。その要因の一つとして、予算を執行するための計画が現場のニーズに沿っていないという状況があり、O&OD はこの点に対しても貢献できると考えている。(老川所員)

<会議録 2>

1. 訪問先	首相府地方自治庁 (PMO-RALG)																		
2. 日時	2006年1月30日(月) 14:30-16:30																		
3. 先方対応者	Mr. Wilson Mkama, Deputy Permanent Secretary (表敬のみ) Mr. Richard Musingi, Acting Director of Sector Coordination (表敬のみ) Mr. Mlupilo, Acting Assistant Director of Sector Coordination																		
4. 当方訪問者	武田専門員、杉本専門家、老川所員、塩塚職員																		
5. 協議概要	<p>最初に着任直後の副次官に表敬訪問した後、本案件のカウンターパートとなる Mlupilo 氏と質問表に基づき議論を行った (Musingi 局長は別件のため同席せず)。内容は以下のとおり。</p> <p>(1) O&OD ロールアウトに係る現状および今後の見通し</p> <ul style="list-style-type: none"> ・ 3年前の予算ガイドラインから、「タンザニア政府は O&OD を採用されるべき参加型開発手法として承認している」とのこと。 ・ すでに 55 の LGA においてロールアウトを終了しており、現在リワレ県で実施中。 ・ ロールアウトに係る予算の推移は以下のとおり。レビュー/バックストップについては、ロールアウトを優先させているため、特段予算はついていないとのこと。 <table border="1" data-bbox="220 922 1353 1057"> <thead> <tr> <th>単位：シリング</th> <th>03/04</th> <th>04/05</th> <th>05/06</th> <th>06/07</th> </tr> </thead> <tbody> <tr> <td>計画額</td> <td>900 mill</td> <td>600 mill</td> <td>600 mill</td> <td>580 mill</td> </tr> <tr> <td>実績額</td> <td>900 mill</td> <td>600 mill</td> <td>(未定だが減少見込み)</td> <td>未定</td> </tr> </tbody> </table> <ul style="list-style-type: none"> ・ UNICEF があと 14LGA をカバーする予定であり、また、アフリカ開発銀行 (African Development Bank: AfDB) もロールアウト支援に関心を持っている。さらに農業セクター開発プログラム (Agricultural Sector Development Programme: ASDP) による支援も考えられる。PMO-RALG としては、06/07 年度末 (07年6月) までにロールアウトを終えたいとの意向。 ・ TASAF や LGCDG についても、その計画のベースは O&OD と規定されており、今後 O&OD がさらに活用されていくであろう。 <p>(2) JICA の開発調査</p> <ul style="list-style-type: none"> ・ JICA には 15LGA 程度 (タンガ州7県、キリマンジャロ州4県、アルーシャ州またはドドマ州、ルブマ州ムビンガ県) への支援を期待している。 ・ 時期について、すでに LGA は JICA の支援を待っているため早ければ早いほど良い。 ・ プロジェクトの内容としては、ロールアウト、Review/Backstop に係る提言、マニュアルの改訂、車輛等の供与を期待する。また、開発調査終了後も個別専門家 (杉本専門家ポスト) によるフォローを期待する。 ・ PMO-RALG としての実施体制は、Sector Coordination Division (SCD) の Section of Social Service (現在組織改変により設立中) が直接のカウンターパートとなる。 <p>(3) 合意事項</p> <ul style="list-style-type: none"> ・ 本案件の実施体制として、計画省 (MPEE)、財務省等を含んだ Steering Committee を設置し、提言が関係機関も含めて承認される形とする。 ・ 本開発調査の提言については、JICA のコンサルタントチームの提言ではなく、「PMO-RALG 作成の提言」という形にし、JICA はそれを Facilitate するという形とする。 				単位：シリング	03/04	04/05	05/06	06/07	計画額	900 mill	600 mill	600 mill	580 mill	実績額	900 mill	600 mill	(未定だが減少見込み)	未定
単位：シリング	03/04	04/05	05/06	06/07															
計画額	900 mill	600 mill	600 mill	580 mill															
実績額	900 mill	600 mill	(未定だが減少見込み)	未定															

<会議録 3>

1. 訪問先	Local Government Reform Team (LGRP)
2. 日時	2006年1月31日(火) 9:00 - 11:00
3. 先方対応者	Mr. A.L.K. Karagire, Programme Manager, LGRP Mr. S.K. Mbwilo, Outcome Manager(Restructuring), LGRP Mr. Ben J. Kasege, Outcome Manager(Governance), LGRP Mr. Howard Clegg, PMO-RALG Advisor(PMO-RALG&RS), LGRP
4. 当方訪問者	武田専門員、杉本専門家、老川所員、塩塚職員
5. 協議概要	<p>質問表に基づき議論を行った。主な協議内容は以下のとおり。</p> <p>(1) O&OD への認識</p> <ul style="list-style-type: none"> ・ 予算ガイドラインでは参加型計画策定プロセスの重要性が強調されており、O&ODはその手法として明記されている。 ・ これまでは、各ドナーがそれぞれの参加型手法を使っていたため県・村レベルで混乱が生じていた。O&ODはPRAと大きな違いはなく、いくつかの課題もあるが、国家として統一された手法であることをポジティブに評価している。 ・ O&ODは、まだ各セクター間の条件的な手法としては確立していない。 <p>(2) O&OD の課題</p> <ul style="list-style-type: none"> ・ 計画を策定することに重点が置かれており、その後の実施、レビューのメカニズムが確立されていない。 ・ NSGRP(MKUKUTA)の枠組みの中で議論する必要がある(PMO-RALGにおいて進行中)。 ・ 年間レビューを行うなど、村人の優先順位を適切に反映させることが重要である。 ・ Facipulator (facilitator+manipulator)の育成が必要。 ・ 州の役割は明確であるが、村の計画がいかに県の計画に反映されたかという点や計画が実施されたパフォーマンスを検証するなど、キャパシティデベロップメントに取り組むべき。 ・ 村人が、政府はproviderだという従来の意識を変えて真に意思決定に参加することは、非常に重要だが多くの時間がかかるだろう。 <p>(3) LGRPとO&ODとの関係</p> <ul style="list-style-type: none"> ・ O&ODの立ち上げ段階で、3~4のLGAにおける実践を支援し、マテリアルの印刷やTOTなどを行った。 ・ 手法の確立が完了した段階で、これ以上支援する必要はないと考えている。現在は、O&ODはすでにPMO-RALGの業務となっており、政府が実施すべきプロセスである。 ・ LGRPとして財政的支援を行う予定はないが、手法や村人の参加に関する問題についてPMO-RALGから相談があれば、技術的支援は行う。

<会議録 4>

1. 訪問先	UNICEF
2. 日時	2006年1月31日(火) 11:00-12:30
3. 先方対応者	Mr. James Mabina, Project Officer, District Community Development Ms. Grace Mwalemba, Project Officer, District Community Development
4. 当方訪問者	武田専門員、杉本専門家、老川所員、塩塚職員
5. 協議概要	<p>質問表に基づき議論を行った。主な協議内容は以下のとおり。</p> <p>(1) UNICEF による O&OD 支援の経緯および内容</p> <ul style="list-style-type: none"> ・ タンザニアにおける District 以下のレベルに対する協力において、参加型計画策定の重要性を認識し、96年に従来の PRA を基に UNICEF PRA (コスト削減および外部ファシリテーターの排除) を作成。その後、99年から02年にかけて、PO-RALG による O&OD 手法開発に協力し、マニュアルの開発・印刷、セミナーの実施等にも協力した。 ・ ロールアウトについては、これまで UNICEF が支援してきた 57 の District から対象県を選び支援してきているが、次期 Country Programme との関係で、ロールアウト支援については 2006 年までとなる可能性が高い (2006 年に 8 つの District を支援する予定)。 <p>(2) O&OD の長所および課題</p> <ul style="list-style-type: none"> ・ 長所としては、1) プロセスそのものがコミュニティのエンパワーメントになる、2) 特定の対象地域だけではなく県全体をカバーする、3) 計画策定および意思決定の主体が住民となることでオーナーシップが醸成される、4) 結果として、コミュニティにより収集されたデータおよび計画が策定される、5) TDV2025 に基づいている、6) 村レベルのリソースチームが形成される、という点が挙げられる。 ・ 一方、課題としては、1) 必要となる時間および経費が大きい、2) 計画策定後の実施についてはコミュニティに任せっぱなしになる、3) 国家の政策とコミュニティの優先順位の調整が困難 (トップダウンとボトムアップのギャップ)、4) 展開プロセスの質がファシリテーターの能力等によってバラツキがある、5) ロールアウトのみに傾注してモニタリングが不足している、6) PMO-RALG のキャパシティが不足している、7) ガイドラインどおりの実施となっており柔軟性に欠ける、等の点が指摘される。 <p>(3) 改善に係る提言</p> <ul style="list-style-type: none"> ・ 地方自治体レベルでのリーダーシップが最も重要であり、そのプログラムに 2 日間は割くべきである (計画の実施段階には Political Will が強く働く)。 ・ 現行のマニュアルはロールアウトに係るトレーニングに特化しており、これにモニタリングの要素も加えると良い。 <p>(4) Village Resource Team (VRT)</p> <ul style="list-style-type: none"> ・ O&OD のロールアウト支援を通じて、Village レベルにリソースパーソンが多く存在することを認識し、各村 12-15 名からなる VRT を構成し、トレーニングを実施している (現在 16 の District にて実施)。 ・ O&OD ロールアウトと併せて VRT を展開するのは非常に有効である。ただし、O&OD 手法による計画の有無に関わらず VRT は必要である。 ・ VRT は無償であるが、他の住民から認知されることおよびトレーニングを受けて自分の能力開発になること、と考えると十分なインセンティブになるはず。 <p>備考： ローカルコンサルタントによる調査結果を共有する。</p>

＜会議録 5＞

1. 訪問先	SIDA
2. 日時	2006年1月31日（火） 14:00 - 15:00
3. 先方対応者	Mr. Erik Wallin, Senior Programme Officer, District Development and Local Governance
4. 当方訪問者	武田専門員、杉本専門家、老川所員、塩塚職員
5. 協議概要	<p>質問表に基づき議論を行った。主な協議内容は以下のとおり。</p> <p>(1) O&OD の認識と課題</p> <ul style="list-style-type: none"> ・ O&OD のような共通の手法が確立されたことは意義が高い。 ・ O&OD は計画策定の後のフォローアップがないため、住民にとっては、計画を作っても実際の生活は何も変わっていない。 ・ O&OD の結果（計画内容）をどの程度まで反映し実施するかという点の議論は不十分である。 ・ 住民のニーズを反映するための定期的な更新が必要だが、実施コストが高いためどの頻度で実施すべきかわからない。 ・ 住民は、自分たちの opportunity（ソーシャルキャピタル）を認識しても、具体的にどのような活動につなげることができるかという選択肢をまだ十分に知らない。その場合、結局はインフラなどの安易な wish list が作成され維持管理が適切に行われない恐れがある。 <p>(2) SIDA と O&OD との関係</p> <ul style="list-style-type: none"> ・ SIDA は 1980 年代から Area Based Program を実施し、土地利用プロジェクト（LAMP）や県開発計画（District Development Plan）策定支援などを行っている（県のインセンティブを尊重する形であり、県に対する財政支援的な性格。アドバイザー派遣あり。）。 ・ Area-Based Program 対象県のうち 7 県（Mara 州、Mwanza 州、Manyara 州）において、県の要望に基づいてロールアウトへの財政支援を行ったが、SIDA からのロールアウト自体への技術的な支援は行っていない。 ・ O&OD の結果は参考にするが、インフラ支援に集中するリスクもあり、必ずしもそれに則ってプロジェクトの支援を決定するわけではない。 ・ 今後も、O&OD に対する具体的な支援を行う予定はない。各県の計画に O&OD は反映されており、Area Based Program の範囲内でのフォローアップは行う。 ・ LGRP のコモンバスケットには参加（今は一時的に不参加）。現在は県に直接財政支援を行っているため、LGCDG への財政面での参加は検討中。県に対する財政支援は 2007 年 12 月に終了予定であり、LGCDG への参加はその後となる。 <p>備考： Area Based Program で得られた教訓など、今後も積極的に情報共有する。</p>

<会議録 6>

1. 訪問先	Temeke Municipal Council
2. 日時	2006年2月1日(水) 9:30-11:00
3. 先方対応者	Mr. Iddi Nyundo, Municipal Executive Director Ms. Jane Mwabeza, Municipal Economist Mr. Zedekia Nturu, Municipal Treasure
4. 当方訪問者	武田専門員、杉本専門家、老川所員、塩塚職員
5. 協議概要	<p>Temeke Municipal は、2002年にO&OD ロールアウトを終えており、ロールアウトプロセスについて議論を行った。主な内容は以下のとおり。</p> <p>(1) ロールアウト プロセスに係る意見</p> <ul style="list-style-type: none"> ・ 手法としては良いが全体の時間が足りない。テメケのような urban 地区であると、平日はビジネスに従事している者が多く、多くの人間を動員するのは困難であり、全体期間の延長や土日の活用など工夫が必要。 ・ ナショナルファシリテーター (NF) から県ファシリテーター (DF) および郡ファシリテーター (WF) への技術移転はスムーズに行われ、約2ヶ月半でロールアウトを終えた。 ・ UNICEFのプログラムやTASAFにより、PRA等を経験した住民が多いため、参加型計画の意味についてはよく理解されている。 <p>(2) ロールアウト後の Municipal レベルでの取りまとめおよび実施</p> <ul style="list-style-type: none"> ・ 村落計画を Ward Plan として取りまとめ、さらにそれを3つの Division に分けて Municipal レベルで取りまとめたが、そのプロセスに6ヶ月を要した。 ・ 村落計画は Shopping List 的になっており、限られたリソースとのギャップが大きい。また、Municipal レベルではセクター毎に村落計画を分けて、その中で中央政府の政策等に則って優先順位付けを行っている。 ・ 各村落計画については、Municipal でタイピングした後、各村落に配布している。また、Municipal Plan についても、各郡に配布されている。 ・ O&OD で策定された計画は、PEDP (Primary Education Development Plan)、TASAF、LGCDG 等のファンディングに対する計画の基になっており、水供給、道路、保健、教育等において実際に実施に移されている。 <p>(3) 計画の Review および Backstop</p> <ul style="list-style-type: none"> ・ 現在は、毎年の予算作成時期(1月~2月)に各 Ward に対して O&OD にて作成された Plan を Review するように指示している。この Review が Ward レベルの作業に留まらず、Village/Mtaa レベルでも実施されているかは把握していない。 ・ Village Resource Team(VRT)が導入されており、O&OD 手法による計画に対する貢献はできると考えるが、既存の Village/Mtaa レベルのコミッティとの重複が生じているのは事実であり、課題といえる。 <p>(4) その他</p> <ul style="list-style-type: none"> ・ LGCDG のコンポーネントである Capacity Building Grant では、Municipal、Ward、Village/Mtaa の各レベルにおけるマネジメントスキルの研修などを実施する予定。 ・ O&OD に係る提言としては、村落計画の妥当性に関する Appraisal がない点が挙げられる。

<会議録 7>

1. 訪問先	首相府地方自治庁 (PMO-RALG) (JICA にて打ち合わせ)
2. 日時	2006年2月1日 (水) 17:00 - 18:30
3. 先方対応者	Ms. Musese, Acting Director, Organizational Development Division (ODD)
4. 当方訪問者	武田専門員、杉本専門家、老川所員、塩塚職員
5. 協議概要	<p>老川所員より、調査の目的と概要について説明し、ODD との庁内連携について同意を得た。主な協議内容は以下のとおり。</p> <p>(1) O&OD と VRT</p> <ul style="list-style-type: none"> ・ VRT (Village Resource Team) は、O&OD のロールアウトおよびレビューの実施に重要な役割を果たす。 ・ UNICEF の支援により、16 の LGA (15districts, 1municipality) で VRT を設立した。 ・ VRT は、草の根レベルにおけるプロジェクトのカタリストとして有効であり、村人からも歓迎されている。 ・ 今後は VRT を全国展開したい。財源としては政府予算、コミュニティとのコストシェアリング、ドナーを考えている。 <p>(2) PMG の evaluation</p> <ul style="list-style-type: none"> ・ DOD では、2006年2月27日から PMG (Planning and Management Guide) のインパクト調査を行う予定であり、O&OD はその一部として調査対象となっている。 ・ 調査は1ヶ月を予定しており、コンサルタントを傭上して4州 (UNDP の支援で実施した PMG トレーニングのフェーズ1の対象州：ムワンザ、ドドマ、キリマンジャロ、シンギダ) で実施予定。調査終了後は関係者でワークショップを開催し、PMG を改訂する。 ・ 調査結果を参考に、ムトワラ (2003/04 にロールアウト完了) でパイロット事業として O&OD のロールアウトを行う予定 (*1)。 ・ 本調査は DFID の支援を受けて実施している。 <p>(3) O&OD にかかる PO-RALG 内の分掌</p> <ul style="list-style-type: none"> ・ 組織再編成に伴い、O&OD の担当は Sector Coordination Division (SCD) から Local Government Division (LGD) に変更になったとの情報がある。事実関係および進捗を PS (Permanent Secretary) に確認する (*2)。 <p>備考： VRT 設立に必要なコストを確認する。</p> <p>(*1) 杉本専門家によると、ムトワラで O&OD の第2回ロールアウトは考えられない。</p> <p>(*2) 杉本専門家が SCD に確認したところ、O&OD のロールアウトは SCD が掌握。レビューおよびバックストップは LGD に移管される可能性は残されている。</p>

<会議録 8>

1. 訪問先	District Facilitators
2. 日時	2006年2月3日(金) 15:00-17:00
3. 先方対応者	Liwale 県にて O&OD 実施中のディストリクトファシリテーター Mr. Ally I. Kachepa, Agricultural Field Officer Mr. Shabani B. Maganga, Clinical Officer Mr. Dionis K. Mbilinyi, Primary School Teacher
4. 当方訪問者	武田専門員、杉本専門家、老川所員、塩塚職員
5. 協議概要	3人の District Facilitator (DF) に聞き取りを行った。彼らの職業は Agricultural Field Officer、Clinical Officer、小学校教師。 (1) DF について <ul style="list-style-type: none"> ・ 自分が DF に選ばれた理由は、この地域のことをわかっていて村人を巻き込むことができるからだと思う。(教師) ・ これまでの参加型ツールの経験について聞いたところ、Agricultural Field Officer は PRA のファシリテーターになったことがあり、教師はスクールマッピングで PRA の経験がある。Clinical Officer は初めて。 ・ DF に一番求められる要素は、開発計画の作り方を知っていることだと思う。ファシリテーションを通じて村人の理解を深める。(Agricultural Field Officer) ・ 自分たちの各専門分野について技術的アドバイスをすることもある(調査団より、ファシリテーターとアドバイザーの役割を明確に区別して村人に説明する必要性について確認)。 ・ 次の機会には、もっとスムーズにロールアウトを進めることができると思う(教師)。ロールアウトを通じて村の多くの課題を知ったので、今度村で問題が起きたら、それをどう解決すればよいかわかるようになった(Agricultural Field Officer)。より深く O&OD を理解し、自信がついた(Clinical Officer)。 (2) O&OD のロールアウトについて <ul style="list-style-type: none"> ・ 3日目の議論開始日が一番難しい。 ・ 2日目のデータ収集は、村の状況を知るのに有効。老人など村の知識を有する村人を巻きこんで作成している。作業日が一日だけでは短いと感じている。 ・ O&OD のロールアウトには最低 10~12 日必要。特に 3~5 日目の議論には 4 日以上必要。 ・ 村人の参加は積極的で、村の半数以上が参加している。また、日々参加者数が増加し参加の質も上がっている。村人は自分の意見が大事だと認識し、オーナーシップを高めている。 ・ 当初は日当が支払われないことに不満を言う参加者もいたが、説得して理解してもらった。 ・ フォーカスグループには、村の Kitongoji (集落) から 1 名以上参加する。各村には 4~6 の Kitongoji がある。それにリソースパーソン (RP) と DF が加わる。カウンスルメンバーは村人として参加し、特別扱いはしない。各グループでリーダーを選ぶ。 ・ 3~5 日目は、それぞれのフォーカスグループで共通のトピックおよびグループごとに与えられた課題について議論する。1 回 3 時間程度で、参加者の都合に合わせて開催時間を変更する。6 日目にグループ同士での意見交換を行う。 ・ RP は村人が選ぶ。各 Kitongoji から男女 1 名ずつ、読み書きができ、村人をまとめるのが上手な人が選ばれる。謝金は支払われないが、自発的に希望する村人が多い。RP は 3~5 日目の議論をリードし、重要な役割を果たしている。6 日目の議論は DF がリードする。 ・ O&OD を通じて、村人は自分たちのリソースと外部のリソースを理解する。自分たちのリソースだけでできる計画が全体の半分以上を占めており、村人は具体的に計画を実施しようとしている。例えば SACCOS (Saving and Credit, Cooperative Society) など。 ・ 外部のリソースには政府、NGO、民間企業を想定しており、特に政府への期待が高い。

<会議録 9>

1. 訪問先	National Facilitators
2. 日時	2006年2月3日(金) 17:00-19:00
3. 先方対応者	Liwale 県にて O&OD 実施中のナショナルファシリテーター Ms. Mercy D. Dirisha, Community Development Officer, Temeke Ms. Rehema Mwiki, Community Development Officer, Kisarawe Mr. Aflmad Sadiki, Community Development Officer, Kilosa Ms. Lilian M. Ntemele, Divisional Secretary, Njombe Mr. Francis T. Mkuti, Divisional Secretary, Masasi
4. 当方訪問者	武田専門員、杉本専門家、老川所員、塩塚職員
5. 協議概要	<p>参加したナショナルファシリテーター (NF) 5名は、いずれもディストリクトファシリテーター (DF) から NF に抜擢されたもので、うち4名は他の県での NF 経験があるため、それらの経験に基づいて議論を行なった。NF からのインプットで主たるものは以下のとおり。</p> <p>(1) ファシリテーターのスキル・質について</p> <ul style="list-style-type: none"> ・ 回数を重ねる毎に NF としての質は上がっており、その経験の有無という点から DF とのギャップはある。ただし、DF についても NF とともに一度ロールアウトを経験すれば一定のスキルを身につけるものも多く、そのギャップはさほど大きいとは感じない。 ・ ファシリテーターは一義的に住民の声を尊重する立場であり、「We know nothing, people know everything.」という姿勢で臨む必要がある。(住民の意見に対して NF から他の LGA での経験などをインプットすることの必要性も挙げられたが、その場合も意思決定の主体はあくまで住民とすべきとの結論。) <p>(2) 他の参加型手法との比較</p> <ul style="list-style-type: none"> ・ すでに PRA 等の参加型手法が導入されている県では、O&OD についても順応するのが早く、DF についても理解が早い。 ・ 同じ参加型計画策定手法ではあるが、O&OD と PRA では異なる点もあり、最初は同じと見なしていた者も徐々にその違いを認識するようになる。PRA は、セクターや特定のプロジェクトという枠があるのに対して、O&OD はより包括的であり、木にたとえると PRA は枝の部分に限った議論であるが、O&OD は木全体を対象とする。 <p>(3) ロールアウトの日数設定について</p> <ul style="list-style-type: none"> ・ 現行の9日間では短い。特に Focus Group Discussion を実施する3~5日目についてはより多く日数を取るべき。 <p>(4) 村人の参加</p> <ul style="list-style-type: none"> ・ 与野党の競争が激しい地区では政治的な影響が働く場合があり、O&OD が「与党の政策」と見なされ参加者が減少することもある。また過去のドナー等の参加型手法の影響で、参加にかかる日当・宿泊料を要求してくる場合もある。いずれのケースも O&OD の趣旨を説明すれば理解を得られる場合が多いが、村人の関心もまちまちであり全員の参加は不可能。 <p>(5) ロールアウト後の Village Resource Persons の役割</p> <ul style="list-style-type: none"> ・ マサシやキサラウエでは、ロールアウト後も Village Resource Person が O&OD で作成された計画の Review を行なっている。キサラウエでは UNICEF によって VRT (Village Resource Team) が導入されており、Village Council がアクティブでない場合もこの VRT によってフォローがなされている。 <p>(6) その他</p> <ul style="list-style-type: none"> ・ 現行の NF の役割はロールアウトのサポートまでだが、その後の compile および review のプロセスについても NF を活用した方が効果的である。 ・ NF の多くは LGA のオフィサーであり、NF が各 LGA に戻った後、その LGA における O&OD の Review に対して貢献できることは多い。直接の担当となる県計画官との関係は難しいが、各 LGA における NF を活用する方策を考える必要がある(杉本専門家)。 ・ ロールアウトにおける県計画官の役割は非常に重要。NF との協働により比較的円滑に実施。

<会議録 10>

1. 訪問先	Tanga Rgional Secretariat Office
2. 日時	2006年2月6日(月) 14:30 - 15:30
3. 先方対応者	Mr. Paul Amanieli M. Chikira, Regional Administrative Secretary (RAS) Mr. C.E. Mhiwa, Administrative Officer, Regional Secretariat (RS) Mr. M.R. Luchehe, Principal Economist, Regional Secretariat (RS)
4. 当方訪問者	小幡所長、武田専門員、杉本専門家、老川所員、塩塚職員
5. 協議概要	<p>RAS の Chikira 氏を表敬し、O&OD に係る意見交換を実施した。主な協議内容は以下のとおり。</p> <p>(1) O&OD に係る見解</p> <ul style="list-style-type: none"> ・ これまで PAR や ZOPP などがドイツ・アイルランド等の支援により導入されてきているが、いずれも継続性に欠けている。現在の地方行政改革の流れの中で実施される O&OD であれば Sustainable に成りうるのではないか。O&OD には大いに期待している。 ・ O&OD はコミュニティにおいて、自分たちの可能性および制約を特定するプラクティスであり、コミュニティ自身のキャパシティビルディングになる。 ・ 一方で、O&OD を実施することにより、コミュニティにおける外部リソースへの期待が高まることも想定され、計画を作ったはいいが予算配分がなされない場合、不満を高めることとなる。 <p>(2) O&OD における Regional Secretariat (RS)の役割</p> <ul style="list-style-type: none"> ・ 中央政府と LGA の間に立って、仲介者としての適切な役割を担うべきと考える。 ・ O&OD のロールアウト後のフォローアップに対して、Regional Secretariat (RS)が協力することは十分可能であるしそのつもりである。 <p>(3) その他</p> <ul style="list-style-type: none"> ・ O&OD の展開に際して、理解促進の観点から各地の District Commissioner をある程度巻き込んでおいた方がよい。 ・ 現状の県レベルでの計画作りについては、そのほとんどが各部局長の机上で作られていると認識しており、住民の声を吸い上げているケースは稀であろう。 ・ JICA によるタンガ州への O&OD ロールアウト支援には大いに期待している。

<会議録 11>

1. 訪問先	Tanga City Council
2. 日時	2006年2月6日(月) 15:30-17:30
3. 先方対応者	Mr. Ramadhani Mugalo, Council Director Mr. Ramadhani Posso, Economist Dr. Clement V. Shembilu, Veterinarian, and Council Reform Team Coordinator Mr. Mush Dengo, City Natural Resource Officer
4. 当方訪問者	小幡所長、武田専門員、杉本専門家、老川所員、塩塚職員
5. 協議概要	<p>質問表に基づき議論を行った。主な協議内容は以下のとおり。</p> <p>(1) District (City) の開発計画について</p> <ul style="list-style-type: none"> ・ 県開発計画 (DDP) は、PRA や SWOT 分析をもとに参加型で作成している。 ・ 村で包括的な開発計画を作成し、District (City) で取りまとめている (PRA で包括的な開発計画の作成が可能か、村の開発計画のサンプルを取り寄せる予定)。 <p>(2) 村における参加型開発計画について</p> <ul style="list-style-type: none"> ・ National Agriculture Extension Programme の下で農業普及員が PRA を習得し、それを広めていったことが端緒となり、市内に PRA が普及されている。 ・ City Council からは、Department of Human Resource のスタッフ 1 名が村を巡回するなど、コミュニティレベルへのモニタリングも行っている。 ・ 村落集会は適切に開催されており、Ward からスタッフが参加している。また、Mtaa の会議についても、MEO から会議録が提出されている。 ・ DDP 作成や PRA の実施を支援していたアイルランドや DANIDA の Area Based Program (ABP) が終了するため、今後の経費は City が捻出しなくてはならない。 ・ ABP では、PRA 等に関し、TOT やワークショップのファシリテーターなどの技術的支援も受けている。 ・ Extension Worker は Ward レベルまでであり、村のキャパシティが不足している。いくつかの村では、アイルランドのプログラム (1996 年以降) によって村レベルのファシリテーターが育成された。 ・ ABP や TASAF では、conditionality として経費の一部 (例えば 20% 程度) を自己負担している。O&OD ではあえて conditionality を設けず、村の主体性や自発的な自助努力を促そうとしている (PMO-RALG Mr. Mlupilo のコメント (*1))。 ・ PRA の課題として、手法が村落を対象としているため Mtaa のニーズに対応しにくいこと、プロジェクト形成には有効だがレビューのための手法としては活用しにくいという意見が挙げられた。 <p>備考： 村の開発計画のサンプルを確認する。</p> <p>(*1)杉本専門家によると、他 LGA の例として Kinondoni MC は O&OD 経費の 40%を自己負担。</p>

＜会議録 12＞

1. 訪問先	Muheza District Council
2. 日時	2006年2月7日（火） 8:30 - 10:30
3. 先方対応者	<p>Ms. Hadija Kabojela, Human Resource Officer Mr. Juma Jonathan, Village Fund Coordinator-TASAF Mr. P.K. Kyakaisho, District Extension Officer Mr. Eng K.S. Mboya, District Extension Office Mr. L.E. Mgaya, District Cooperative Officer Mr. Faustin G. Makumba, DMRO Dr. W.O. Shayo, DMO Mr. Vije Mfaume Ndwanga, Agricultural DCDO Mr. Abdallah H. Khonkol, Agricultural DPLO Mr. Jume Rashid, Agricultural District Trade Officer Mr. Margarei Salimu, Agricultural District Education Officer Dr. I.M.M. Mwezimpya, DALDO</p>
4. 当方訪問者	小幡所長、武田専門員、杉本専門家、老川所員、塩塚職員
5. 協議概要	<p>質問表に基づき議論を行った。主な協議内容は以下のとおり。</p> <p>(1) PRA について</p> <ul style="list-style-type: none"> ・ 村で PRA や SWOT 分析を使って各セクターの開発計画を作成し、district で取りまとめている。 ・ 174 村のうち、これまで 70 村で PRA を実施した。 ・ PRA の実施については、4 年間アイルランドから財政支援を受けていたが、今年度で終了するため、LGCDG など新たな財源を探さなければならない（調査団より、LGCDG は参加型で開発計画を策定した村に対する開発活動の支援であり、計画策定自体への支援は対象外であることを説明）。村にはキャパシティがあり、課題は財源である。 ・ PRA のコストは年間約 2000 万シリングである（概算すると、4 年間 70 村で 8000 万シリング、全 174 村で実施するには約 19,900 万シリング（約 2000 万円）必要）。 ・ PRA をすでに実施した村も、priority は常に変化するので定期的なレビューが必要である。 ・ PRA のロールアウトには 7 日間必要である。村落集会を開催し、Kitongoji レベルで 3～4 日のディスカッションを行い、課題を分析し、優先順位付けしていく。 ・ PRA 未実施の村では、村会議において村人が問題提起をし、開発計画を取りまとめている。 ・ Human Resource Officer は村の会議をモニタリングし、報告書を回収している。Community Development Officer は、村における開発活動の実施状況をモニタリングしている。 <p>(2) O&OD について</p> <ul style="list-style-type: none"> ・ O&OD はすべての村で実施されるという点に期待している。 ・ PRA よりも時間をかけて実施するので、人々がより多くの知識を身につけることができるだろう。 ・ PRA では、各セクターにおいてコミュニティから挙がってくる課題を取り上げるため、中には表に出てこないだろう問題もある。O&OD はより包括的に課題を分析できる。 ・ O&OD は国の政策を踏まえている点が重要である。

＜会議録 13＞

1. 訪問先	Korogwe District Council
2. 日時	2006年2月7日（火） 11:00 – 12:30
3. 先方対応者	Mr. Zakayo Mburusi, District Planning Officer Mr. Mechard R. Tiba, District Treasurer Mr. Valery A. Kwembe, District Human Resource Officer Ms. Monika, Advisor from German Development Service
4. 当方訪問者	小幡所長、武田専門員、杉本専門家、老川所員、塩塚職員
5. 協議概要	<p>質問表に基づき議論を行った。主な協議内容は以下のとおり。</p> <p>(1) 現行の計画策定プロセス</p> <ul style="list-style-type: none"> ・ 県から郡を通じて各村に対して希望するプロジェクトを募り、それを県においてセクター毎に審査し、県の開発計画に反映させている。 ・ 村レベルの意見吸い上げにおいては、特段参加型手法は用いていないのが現状。 ・ 一方で、参加型による計画策定を抛出条件としている LGCDG については対象県として認定されている。(LGCDG の審査基準の曖昧さが見て取れる。) <p>(2) O&OD への期待</p> <ul style="list-style-type: none"> ・ これまで特定の参加型手法による計画策定を実施した経験がないため、O&OD のロールアウトを待っていた状態であり、大いに期待している。 ・ ナショナルファシリテーター等からも話を聞き、O&OD についての理解を深めていきたい。

	タイトル	出版年	著者・出版元
1.	Local Government Reform Programme Medium Term Plan and Budget July 2005 – June 2008	2005年6月	President's Office Regional Administration and Local Government (PO-RALG), The United Republic of Tanzania
2.	Local Government Reform Programme Progress Report June – December 2005	2006年2月	Prime Minister's Office Regional Administration and Local Government (PMO-RALG), The United Republic of Tanzania
3.	Local Government Fiscal Review 2004	2004年11月	The United Republic of Tanzania
4.	Local Government Capital Development Grant (LGCDG) System: Implementation and Operations Guide	2005年6月	President's Office Regional Administration and Local Government (PO-RALG), The United Republic of Tanzania
5.	Local Government Capital Development Grant (LGCDG) System: Planning Guidelines for Villages and Mitaa	2004年10月	President's Office Regional Administration and Local Government (PO-RALG), The United Republic of Tanzania
6.	The Local Government Capital Development Grant (LGCDG) System: Review of the 2004 Assessment Results for 47 LGAs	2005年8月	President's Office Regional Administration and Local Government (PO-RALG), The United Republic of Tanzania
7.	The Local Government Capital Development Grant (LGCDG) System: Assessment of 66 LGAs	2005年8月	President's Office Regional Administration and Local Government (PO-RALG), The United Republic of Tanzania
8.	The Training Manual on Participatory Community Based O&OD Planning	2001年9月	President's Office Regional Administration and Local Government (PO-RALG), The United Republic of Tanzania
9.	Guidelines For the Opportunities and Obstacles to Development Participatory Planning (O&OD)	2004年3月	President's Office Regional Administration and Local Government (PO-RALG), The United Republic of Tanzania
10.	Report on the PO-RALG Training of National Trainers Workshop in O&OD	2002年4月	Mr.A.I Babelwa and M.G.A Kajimbwa, RPS Facilitators
11.	O&OD - A Community Participatory Planning Methodology: Rural Process	2004年4月	President's Office Regional Administration and Local Government (PO-RALG), The United Republic of Tanzania
12.	O&OD - A Community Participatory Planning Methodology: Urban Process	2004年4月	President's Office Regional Administration and Local Government (PO-RALG), The United Republic of Tanzania
13.	O&OD - A Community Participatory Planning Methodology: Handbook	2004年4月	President's Office Regional Administration and Local Government (PO-RALG), The United Republic of Tanzania
14.	Tanzania Global Development Learning Centre 関連資料	-	Tanzania Global Development Learning Centre, Institute of Finance Management

JAPAN INTERNATIONAL
COOPERATION AGENCY

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Pre-Study on Opportunities and Obstacles to Development Methodology

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LIST OF ABBREVIATION:

ABPs	Area Based Programmes
CBG	Capacity Building Grant
CD	Council Director
CDG	Capital development Grant
CDI	Community Development Initiative
CDO	Community Development Officer
CSOs	Civil Society Organizations
CVI	Community Voice Initiative Project
DAS	District Administrative Secretary
D by D	Decentralization by Devolution
DC	District Council
DF	District Facilitators
DPs	Development Partners
DPLO	District Planning Officer
GoT	Government of Tanzania
HASHI	Hifadhi Ardhi Shinyanga
HIMA	Hifadhi ya Mazingira
HLGAs	Higher Local Government Authorities
HoD	Head of Department
IEC	Information, Education and Communication
IPFs	Indicative Planning Figures
IRDP	Institute of Rural Development and Planning
JICA	Japan International Cooperation Agency
LFA	Logical Framework Approach
LGAs	Local Government Authorities
LGCDG	Local Government Capital and Development Grant
LGRP	Local Government Reform Programme
LLGAs	Lower Local Government Authorities
MC	Municipal Council
MDAs	Ministries, Departments and Agencies
MEO	Mtaa Executive Officer
MIS	Management Information System
MTEF	Medium Term Expenditure Framework
MKUKUTA	Mpango wa Kufufua Uchumi na Kupunguza Umaskini Tanzania
MoF	Ministry of Finance
MTSPBM	Medium Term Strategic Planning and Budgeting Manual
MoH	Ministry of Health
NDV	National Development Vision
NF	National Facilitator
NSGRP	National Strategy for Growth and Reduction of Poverty
O&OD	Opportunities and Obstacles to Development
OPRAS	Open Performance and Review Appraisal System
PADEP	Participatory Agricultural Development Project
PCM	Project Cycle Management

PMG	Planning Management Guide
PMO-RALG	Prime Minister's Office Regional Administration and Local Government
PP&B	Performance Planning and Budgeting
POPP	President's Office Planning and Privatization
PO-RALG	President's Office Regional Administration and Local Government
PRA	Participatory Rural Approach
PS	Permanent Secretary
PWP	Public Work Programme
RAS	Regional Administrative Secretary
RRA	Rapid Rural Appraisal
REMP	Rufiji Environmental Management Programme
RIDEP	Rural Integrated Development Planning
RIPS	Rural Integrated Project Support
RS	Regional Secretariat
SNV	Dutch Development Cooperation
TASAF	Tanzania Social Action Fund
TC	Town Council
ToT	Training of Trainers
UNICEF	United Nations Children's Fund
VEO	Village Executive Officer
VG	Village Government
VF	Village Facilitators
WDC	Ward Development Committee
WEC	Ward Education Coordinator
WEO	Ward Executive Officer
WF	Ward Facilitators
ZRT	Zonal Regorm Teams

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1. Executive Summary

This study which was commissioned by JICA, aimed at reviewing the rationale and applicability of the O&OD methodology based on the field study on selected 2 councils, Temeke MC and Kondo DC, for the purpose of improving the O&OD methodology. The study was taken as a preliminary study to a comprehensive study that will follow at a later stage. The report of this study therefore was expected to be of good reference for the forthcoming comprehensive study aimed at improving the O&OD methodology. The expected outputs of the study included the assessment of the roll out mechanism of the O&OD methodology, the O&OD salient features as compared to other planning methods, the implementation of the O&OD village/ward plans, perception of sector ministries and Development Partners (DPs) in adopting the O&OD methodology, linkages between the O&OD plans and budgeting processes as well as the status of roll out to date. The Terms of Reference for this assignment are enclosed as annexes.

The study was undertaken through a documentary review of existing participatory planning tools and O&OD related documents and field visits to two selected councils. The interviewed people included officials from PORALG Dodoma and Dar es Salaam, RS Dar es Salaam and Dodoma, UNICEF, staff and community members from the selected councils, ZRT members, staff from Morogoro DC (as additional council), the Institute of Rural Development Planning (IRDP) Dodoma, etc.

It was found out from the study that the Government of Tanzania adopted the O&OD methodology in order to facilitate participation of LGAs including village and mtaa members in making their development plans. The O&OD methodology's salient features include its multidisciplinary and multi-sectoral nature and its approach which starts with identification of opportunities rather than problems as compared to other participatory planning methodologies such as PRA and LFA. Some of the merits of the O&OD methodology include being flexible and its simplicity in using. Moreover it facilitates ownership and promotes creativity and self-dependency spirit among community members..

Regarding issues of institutionalisation, findings show that various stakeholders including Development Partners were/are involved in the rolling out process. In this report, it is explained that there is established criteria to guide the selection of councils to start rolling out the O&OD methodology. However, some DPs such as UNICEF had preference for the districts they have been supporting before the introduction of the O&OD methodology. The report also highlights on problems of timing for the rolling out process as well as time allocated for O &OD facilitation at ward/village/mtaa level.

Regarding follow up mechanism it was found out that there was no mechanism in place to follow up on the O &OD post roll activities. In addition, there is no feedback to the village/mtaa or ward from council level as to what would be the way forward with regard to their O&OD development plans. The study further found out that the level of commitment to participation differs from urban to rural setting.

On aggregation and implementation of the O&OD plans, findings show that there was no direct link between the O&OD village/mtaa plans and council strategic plans two uncoordinated teams were facilitating the two initiatives. There is therefore lack of synchronisation between the O&OD methodology and the ongoing LGR particularly, the restructuring process. Regarding the status of the O&OD roll out, it was found that 66 councils had rolled out the O &OD process and one more council; (Liwale in Lindi) was in the process of rolling out.

In this report it is also noted that there was direct and indirect link between the O&OD and other national planning and budgeting frameworks and that efforts were being made to improve on the linkages. For example, the NDV 2025 and the MKUKUTA were both directly linked to the O &OD methodology. Other budgeting processes which are linked to the O&OD include MTEF, LGCDG, PlanRep and council strategic plans.

The recommendations in this report include the following:

- Sensitization of the leadership at Regional and LGA level and all other key stakeholders at these two levels need to be accorded more time. Similarly their role in making follow up, supporting backstopping and advising should be made clear. The comprehensive study should seek the opinions of these stakeholders regarding this recommendation.
- At the community level the O & OD can only be effective if it is reinforced by civic education, which can make people aware of the importance of participating in planning for their own development. JICA's main study should focus on finding out possibilities of putting mechanisms in place for enforcing the statutory meetings at ward village and mtaa levels.
- The concept of multi-sectoral and interdisciplinary approach is yet to be internalised at all levels of government. More sensitisation and training is required to make all actors in the O & OD process change their mindsets and adopt the holistic approach to planning. JICA's main study should pursue on the possibility for training and or sensitisation strategies that could make these actors change and adopt the multi sectoral approach.
- Coordination of the various initiatives by various stakeholders is at central and local level remains a problem. The comprehensive study should focus more on the problem areas and suggest ways of improving coordination.
- Monitoring and evaluation tools are lacking in the O & OD process. Since so far over half the LGAs have rolled out the methodology, it is time that a studies geared at bridging this gap were undertaken to allow for effective M&E to take place. The upcoming JICA study should focus on preparation of simple but effective M&E tools at LLGAs.
- It has been found out from the study that one of the stumbling blocks to follow up activities after the roll out process is shortage of funds. The proposed JICA comprehensive study should explore the possibility for having special allocation for some of the O&OD post roll out activities.
- The JICA comprehensive study on the O&OD should focus on among others, assessing the level and strategies of incorporating into the LGAs strategic plans the village/mtaa O&OD development plans as well as possibilities for channelling resources directly to LLGAs.
- The upcoming JICA comprehensive study should focus on finding out the best mechanism to enhance communication between village/mtaa or ward and councils in order to encourage people at village/mtaa level to participate in planning for their own development.
- The intended comprehensive study should also focus on the O & OD institutional arrangements specifically the district core teams and the resource teams at village levels in terms of roles and responsibilities, their mandate, capacity building requirements and relationships with the existing structures.

2. Introduction

The change of the Government's role over the past few years from that of the provider and implementer to that of a facilitator and co-ordinator in line with structural adjustment policies has resulted in a shift in strategy as well as institutional set up within the Public Sector and Local Government Authorities. The constraints in resources from the late 1970s and early 1980s necessitated reforms in both socio-economic and political sectors, resulting in downsizing of the Public Sector and encouragement of involvement of more players other than the Central Government. However, the limited capacity of non-state actors and Local Government to assume many functions used to be performed by the Central Government necessitates the Central Government to remain in the picture to a greater extent than would be expected by champions of structural reforms and decentralisation.

The Government clearly recognized the importance of empowering Local Government Authorities (LGAs) in pursuit of its new role of supervision and facilitation. Although decentralization is not a new concept in Tanzania, it is the approach which makes the difference between decentralization in the past (decentralisation by de-concentration) and now (decentralisation by devolution). The Local Government Reform Programme conceived in 1997 and the Policy Paper on Local Government published by the Government in 1998 were geared at empowering the Local Government Authorities in terms of technical capacity so that they can assume roles then performed by the Central Government including planning for development projects, implementation and evaluation.

The Local Government Reforms (Regional Administration Act No. 19 of 1997 and the Miscellaneous Amendment Act No. 6 of 1999) enact the devolution of power to the grassroots to enhance service delivery and eradicate poverty. This means that the LGAs are to be in charge of making and implementing their development plans. To facilitate participatory planning the Government of Tanzania (GoT) developed the Opportunities and Obstacles to Development Planning Methodology (O&OD) in the LGAs structure. The decision by the government to adopt this planning methodology in 2004¹ was prompted by the Local Government Reforms (Regional Administration Act No. 19 of 1997 and the Miscellaneous Amendment Act No. 6 of 1999), which enact the devolution of power to the grassroots to enhance service delivery and eradicate poverty.

The O&OD however, was not the first developed approach to initiate participatory planning. There were other participatory planning approaches such as Rapid Rural Appraisal and Participatory Rural Appraisal (RRA and PRA), Logical Framework Approach and Project Circle Management. Both RRA and PRA approaches emphasized on reorientation in the relationship between the outsider and the subjects/beneficiaries of development activities and research differing in a few distinct principles. These methods were initiated to facilitate planning of development projects while the O&OD method is not project oriented, but holistic and multi-sectoral. According to then PO-RALG now PMO-RALG, the adoption of O&OD method presupposes the inability of the previous planning methods to address crucial factors in planning in multi-sectoral or holistic approach. The major reason, which made the Government to adopt the O&OD method for LGAs, is the fact that other planning methods such as PRA and LFA start with problems or 'a shopping list' which stifle creativity and make people dependant. As such, the other planning methods involve people instead of making them participate in the planning process. The O&OD on the other hand, starts with identifying opportunities to development. In addition, the O&OD makes people participate, rather than just involving them.

In order to ensure consistence and effectiveness of the O&OD methodology, JICA commissioned a study to assess a number of issues concerning O&OD methodology. JICA's interest in LGR issues comes from way back. JICA was among the earliest development partners to assist PORALG to have

¹ According to the PS – PORALG, after the successful achievement in presetting the O & OD in both rural and urban district councils, PORALG endorsed its institutionalization in all LGAs and that this was emphasised in the preparation of the MTP&BF for 2004/05 -2006/07.

the O&OD methodology in place. For example, JICA helped PORALG to translate from English into Kiswahili, the newly government introduced participatory planning tool, the O&OD's manuals, designed for specifically, LGAs, so that they could be read and understood by different stakeholders and development partners. In addition, JICA helped PORALG, now PMO-RALG, to organise a workshop for senior Ministry Staff for sensitisation on the O&OD methodology.

This study was aimed at reviewing the rationale and applicability of the O&OD methodology based on the field study on 2 councils. The report of this preliminary study was expected to be of good reference for the forthcoming JICA's project aimed at comprehensive improvement of the O&OD methodology. The expected outputs of the study included the assessment of the roll out mechanism of the O&OD methodology, the O&OD salient features as compared to other planning tools, the implementation of the O&OD plans, perception of sector ministries and donor partners in adopting the O&OD methodology, linkages between the O&OD plans and budgeting processes as well as the status of roll out to date. The Terms of Reference for this assignment are enclosed as annexes.

3. Methodology

In order to accomplish the task, the consultants undertook two different approaches. The first approach was a documentary review of existing participatory planning tools and O&OD related documents. This approach helped the consultants to assess the O&OD salient features as compared to other planning tools. In addition, through the desk review, the consultants were able to assess the roll out mechanism as operationalised at different councils and the linkages of O&OD and budgeting processes as well as other national objectives and strategies. Some of the documents reviewed are included as annexes.

The second approach was a field study, which involved consultations in Dar es Salaam, Dodoma and Kondoia. The consultants visited and interviewed CSOs, PORALG Dodoma, the Institute of Rural Planning Dodoma and UNICEF as a representative of development partners. In addition, interviews were conducted in two councils, Temeke Municipal Council in Dar es Salaam and Kondoia District Council in Dodoma Region. Temeke Municipal Council was selected because it is an urban LGA and one of the earliest urban LGAs to have rolled out the O & OD. Apart from its location, Temeke is more urban than many other municipalities that have rolled out O&OD with more distinctive urban and rural settings. It was therefore, anticipated that Temeke would give a broad picture of aggregation and implementation of the O&OD plans as well as the impact to date. The Kondoia district was selected as one of the rural districts because of its proximity to the headquarters of PORALG where the consultancy team intended to collect most of the literature and or data on the O & OD methodology, where information could be accessed from PORALG's information resources centre or the national O & OD facilitators. Another criterion was the fact that Kondoia DC was one among the few councils that had benefited from the SNV support in making its strategic development plans and had practiced other planning methods before the roll out of the O&OD. It would be a good opportunity to have response of people who would be able to compare the O&OD methodology and other planning tools.

The following activities were undertaken:

- Review of key documents including O&OD handbook, O&OD training manual, Planning and Management Guide, O&OD review reports, PRA related documents, Log Frame Related documents, PCM related documents, PlanRep, LGCDG System etc;
- Interview with key informants and stakeholders who were involved in O&OD methodology.

4. Literature Review

In undertaking this assignment a number of sources of literature were reviewed. These sources of the literature were obtained from PORALG, a number of development partners such as the Rural Integrated Project Support (RIPS), UNICEF and the studied LGAs i.e. Temeke MC and Kondoa DC. Others were downloaded from the internet. The following part summarises the categories of the literature reviewed.

4.1 Literature Specific to the O& OD.

The process of developing the O&OD started in 2001 where different stakeholders were involved. These included government ministries i.e. PORALG, President's Office Planning and Privatization (POPP), Ministry of Finance (MoF) and Ministry of Health (MoH), the RS, academic institutions and LGAs. On part of Development Partners, UNICEF, UNDP and JICA provided financial support that enabled the development of the manuals, translating them into Kiswahili. the pre-testing, piloting and capacity building.

As mentioned before, the development of the O&OD planning methodology was based on the need to make the communities participate in planning processes of their development. While the O&OD methodology builds on various participatory planning methods such as PRA, it is its approach to start with the identification of opportunities and its multi-sectoral and multi-disciplinary nature, which differentiates it from the other existing planning methodology. The O&OD methodology is not project oriented as opposed to other planning methodology.

According to Mlupilo (2005)², the O&OD was developed to be institutionalised in the Local Government Reforms, as a way to facilitate devolution of powers to communities in Tanzania. With this intention in mind, the government developed the O&OD manuals with a view to facilitate implementation of the O&OD process. These manuals, which were reviewed by the consultants include:

- **The O&OD Hand Book:** The O&OD handbook provides background information to planning strategies in Tanzania, the conceptual framework in which the O&OD is based, highlighting on the advantages of integrated planning and more specifically the O&OD methodology as well as the linkages between this methodology and the NDV 2025 and Poverty Reduction Strategy. In this handbook the contribution of other participatory planning techniques such as PRA, SARAR, ZOOP, and LEPSA are acknowledged as well as their shortfalls. One of the shortfalls is the fact that these other methods left the community members with high expectations that eternal assistance would be coming to address their problems thus making them more donor dependent. The last chapter of the handbook introduces the steps in the O&OD planning methodology.
- **The O&OD Training manual:** This manual provides guidance to the training of the O&OD facilitators at LGA levels. It provides details of the session objectives, the training methods, the apportionment of time for the various session activities, and materials required by both facilitator and participants. In addition, each session is detailed with the steps to be followed and the essential information that the facilitator has to be acquainted with to make the facilitation effective. The training manual is organised into 4 chapters reflecting the main topics and subtopics to be covered. For example, the first chapter covers "Planning Concepts" as a main topic, which is further, divided into five subtopics namely Planning and Budgeting, Integrated Planning,

² Mr. Mlupilo is a national coordinator, facilitator and desk officer at the ministry responsible for Regional Administration and Local Government charged with coordination and institutionalization of the O & OD

Community Participatory Planning, O&OD Planning Methodology and Monitoring and Evaluation. Time allocation to sessions vary from 30 minutes the shortest to 240 minutes the longest, depending on the session activities in terms of their number, demands and complexity.

- **The O&OD Rural and Urban Processes.** These two manuals are intended to provide practical guidance to the facilitators on how to go about in initiating the O&OD in both rural and urban settings. While the manual on the rural process starts immediately with the preparatory steps, the manual on the urban process starts with an introduction which highlights on the key features and the administrative organisation of an urban setting and therefore drawing a distinction between rural and urban development planning.
- **Guidelines for the O&OD Participatory Planning:** These guidelines were issued by the PS – PORALG in 2004 to all PS – Sector Ministries, RAS and Council Directors of all LGAs in mainland Tanzania. The guidelines are meant to facilitate the institutionalisation of the O&OD and in them clarity on the budgetary allocations, the administrative logistics as well as the procedures for the rolling out in terms of criteria to decide on the number of national, district and ward facilitators and village/mtaa resource persons is provided. The guidelines went further to directing LGAs on how to use the O&OD plans in the strategic plans and other development programmes. The responsibilities of the district core teams and ward facilitation teams with regard to reviewing, following up etc are also provided.

4.2 Reports or Documented Lessons on the O&OD

Efforts to access documented lessons on the O&OD proved fruitless. This was due to the fact that it was not long time since O&OD has been rolled out in a few councils. However, the consultants were able to access some information some very sketchy from ex RIPS officials and through internet search. Moreover, after consulting PORALG and UNICEF it was confirmed that there has not been any initiative aimed at documenting experiences gained from the rolling out and implementation of the O&OD methodology. The following is a summary of the literature in this area:

4.2.1 Report of the TOT to National Facilitators of the O&OD Method that was held at TANESCO in Morogoro in March 2002.

This report provides insights regarding the participants to the TOT, the topics covered and the training methodology that was employed at that time. From this report it is informed that the training was aimed at establishing a pool of trainers/facilitators in each region who would facilitate the O&OD institutionalization process. Participants to the ToT as per the report were:

- Members of the RS from all regions in Tanzania
- Donor support programmes i.e. UNICEF
- Bilateral programme (RIPS) representatives.
- Members of the PORALG.

The training had both theoretical and practical coverage where the theoretical part was intended to provide participants with some knowledge on the basic key concepts such as planning, budgeting the historical background regarding community participation in Tanzania and more importantly current initiatives towards social economic development such as the Tanzania National Development Vision 2025, Poverty Reduction Strategy Paper and the basis for the O&OD as a national planning methodology. The fieldwork provided an opportunity for trainees to practically apply the O&OD tools in the field and this solidifies the knowledge gained.

4.2.2 Comments on the O&OD Methodology

This is a very brief paper written by former employee of RIPS. In this comments the author compared the O&OD and the Participatory Planning and Budgeting methodology³ (PP&B) noting that while the O&OD provides guide to the RS on the capacity building needs of LGAs, the PP & B proposes a three year strategic plan and budget with some guidelines and plan of action for the RS. There is not much written in this brief paper regarding the methodology apart from acknowledging its usefulness for empowering community members in the process of formulating, managing, owning, monitoring and evaluating development projects at community level.

4.2.3 Comparison between the Community Voice Initiative Project (CVI) and the O&OD

This comparison was conducted in Morogoro and Rufiji District Councils by the Ifakara Health Research and Development Centre in 2000 to 2002 in Morogoro and Rufiji District Councils. In these two districts the two planning methods or tools (i.e. the Community Voice Initiative (CVI) and the O&OD tools) were tested and compared. The results according to the researchers were that the CVI tools had higher participant attendance rate (over 50%) than the O&OD tools with an attendance rate of less than 20%. Other differences noted between the two tools included the expectation of the community members with regard to external assistance. For example, in the villages where the CVI approach was employed the commitment of community members to contribute to the budget of the priority problems was 65% compared to 70% external contribution of the total project costs in O&OD villages. The researchers noted further that the O&OD approach used a wealth ranking exercise to identify various social economic groups unlike the CVI, which used social economic grouping in each village for purposes of involving them in the planning process. It must however be understood that both districts in which the comparison was made had not rolled out the O&OD and that only a few villages were selected to make the comparison⁴. Moreover, the report does not indicate those who facilitated the two processes i.e. CVI and O&OD if for example they had wanted to test them in the villages mentioned above. In other words it would have been important to indicate whether two teams of facilitators were used i.e. one for the O&OD and the other for the CVI as way of avoiding biasness.

4.3 Other Related Literature

4.3.1 The Planning and Management Guide

The PMG, which is meant for the Regional Secretariat (RS), provides among other things an outline of the relationship between the RS and LGAs with regards to the planning process. In this guide, the vision of the RS is stated and the two key roles i.e. the development and administrative roles of the RS in relation to the Local Government Authorities (LGAs) are clearly reflected and thus the O&OD process. It has to be noted however, that the implementation of the PMG was supposed to start during the fiscal year 2005/6 but nothing has happened to date.

4.3.2 The LG Restructuring Manual

The LGRP has developed the restructuring manual to guide the LGA in the restructuring process, which among other things include the preparation of the LGAs strategic plans. However, in this particular manual, the O&OD is just mentioned on the passing in the data collection step, which

³ It has to be noted that the government has been improving on the planning and budgeting guidelines.

⁴ Both Morogoro and Rufiji DCs were expected to start rolling out in 2005

provides input to the situational analysis report, which is presented to the stakeholders' workshop. One would have therefore expected the manual to have a provision that directs or requires all LGAs that had completed the O&OD process to use the results when preparing their strategic plans but this is not the case. This shows that the restructuring of LGAs is not synchronised with the O & OD rolling out process.

4.3.3 The NDV 2025

In this document the desirable future conditions or situations, which Tanzania envisages to obtain within 25 years time and the possible courses of action to be taken to achieve them, are articulated. The desired conditions are:

- high quality livelihood,
- a strong and competitive economy,
- good governance,
- a well educated and learning population, and,
- peace, stability and unity.

In order to attain these aspirations two things are considered as important a) determination and discipline in planning and implementation of development plans and b) the participation and contribution of various stakeholders including public, private, NGO and CSO sectors as well as all levels of government and social groups. The O&OD methodology therefore articulates on the NDV 2025 as a broad policy guide. In other words the O&OD is guided by the NDV 2025.

4.3.4 The MKUKUTA or NSGRP

MKUKUTA is a strategy to implement the NDV 2025. MKUKUTA, which builds on the PRSP, identifies three cluster outcomes aiming at achieving the Vision 2025 and the Millennium Development Goals (MDGs). These three clusters are a) growth and reduction of income poverty, b) improvement of quality of life and social wellbeing and c) good governance and accountability. Unlike the PRSP the MKUKUTA mainstreams cross cutting issues and like the Vision emphasise on participatory planning.

4.3.5 The Decentralization by Devolution Policy of 1998

This policy document spells out the government's intention of devolving powers and responsibilities to autonomous LGAs. This devolution of power authority and responsibility has four main dimensions namely political, financial and administrative decentralization and redefinition of central and local government relationships. The implication for this type of arrangement is that LGAs should also decentralise responsibilities to lower levels including the ward and village governments including those of planning and budgeting. According to this policy the roles of the ministries and regions are expected to focus on policy development, regulatory functions, maintenance of law and order, setting of standards, coordination and capacity building.

4.3.6 The LGCDG Implementation and Operations Guide (July 2005) and the Planning Guidelines for Villages and Mitaa (October 2004).

The LGCDG –Implementation and Operations Guide, identifies the users of the system within the Local Government structure to include Lower Local Government Authorities i.e. the Ward, Villages and Mitaa. In terms of planning and budgeting the guide provides directions to LGAs with regards to Capacity Building and Capital Development Grants (CBG & CDG respectively). Emphasis in the guide is that both CBG and CDG plans should be developed concurrently and as an integral part of the

LGA planning process with close consultation with the LLGAs. The LGCDG- Planning Guidelines for Villages and Mitaa stresses on the application of the O &OD participatory planning methodology to all LGAs. According to the guidelines the O&OD was endorsed by PO-PP as a preferred participatory planning methodology. The guidelines therefore provide some clarity on the LGA planning cycle, the steps to be followed and the timing.

Reviewers Comments

In reviewing the documents a number of strengths and minor gaps could be identified. In terms of strength all documents related to planning and budgeting stress on the need for participatory planning and budgeting process. Moreover the literature reflects clearly the efforts made by the government geared towards poverty eradication through the involvement of all stakeholders including community members. For example, the MTSPBM provides guidance to all MDAs, RS and LGAs on how to prepare strategic plans and MTEF. The NDV 2025 is the overriding national planning framework of which the other frameworks such as MKUKUTA, sector policies, O & OD are based.

In terms of gaps these can be summarised as follows. Firstly, the O&OD handbook still refers to the Poverty Reduction Strategy Paper (PRSP), which has been overtaken by the MKUKUTA. MKUKUTA is an improvement of the PRSP and has in addition to the inclusion of growth strategies divided the growth and reduction of income poverty into clusters each with an indication the key actors. Moreover, cross cutting issues such as environment and gender, employment youth, elderly, disabled, are well covered in the MKUKUTA than the PRSP. Secondly, monitoring and evaluation tools are not included in the manuals. There is only an indication of the levels of participatory monitoring and evaluation but not on how to go about it. This makes the subject matter coverage incomplete since monitoring and evaluation is part and parcel of planning. Thirdly, there is an assumption that the O & OD approach will promote self-help spirit and mobilization of both human and material resources, strategies for mobilization and utilization of such resources are not provided in the manuals.

5. The Salient Features of O&OD as Compared to PRA and LFA

The importance of facilitating the participation of people in planning for their development cannot be overemphasized. To ensure that plans emanate from people, the beneficiaries, the Tanzania National Development Vision 2025, apart from being participatory by its making, clearly states in Clause ii (on democratisation and popular participation) of Chapter 5 that in “order for the Tanzania Society to reach this level, there is a need to among others:

- Create an open and democratic society that provides equal opportunity to every person. This entails creation of an active and participatory civil society in the articulation of its needs and in taking pride to fulfill its societal responsibilities;
- Permit a greater role for local actors to own and drive the process of their development. Local people know their problems best and are better placed to judge what they need, what is possible to achieve and how it can effectively be achieved; and
- Decentralize the political administration and the fiscal structure roles and responsibilities on the basis of the principle of subsidiarity to commit individuals, households, communities and local government to the pursuit of the common Vision goal.⁵

Participatory planning is also emphasized in MKUKUTA whose one of its strategies to achieve its goals is through strengthening commitment to decentralisation and to ensure two-way information flow and response from and between Central and Local Government. On local partnership as one of the MKUKUTA strategy, it is projected to enhance the space for local stakeholders including citizens, communities, civil society and the private sector to participate in policy dialogue, implementation and evaluation of the impact of development initiatives. MKUKUTA itself is participatory in its making⁶.

The importance of citizens’ participation is also emphasized in the MTP and the LGR Policy Paper. Given the importance of participatory planning, the government and other development partners have for a long time thrived to make communities/citizens participate in planning of their development projects and programmes in the best way that is possible. It is for this reason that the government and Development Partners have been applying different participatory planning methods. This section compares and contrasts the salient features of O&OD method and other planning methods such as the LFA, RRA and PRA.

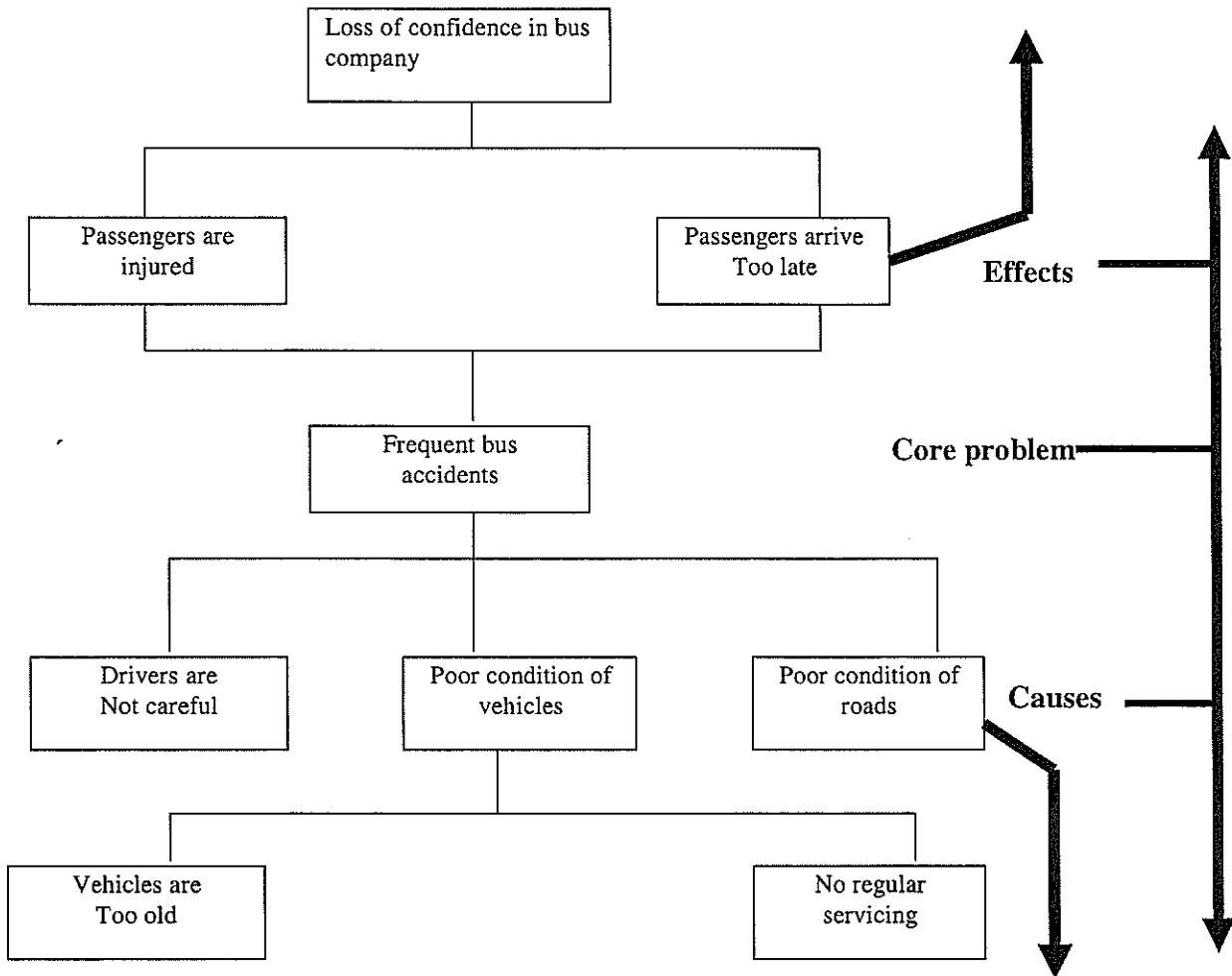
5.1 The Logical Framework Approach (LFA)

The LFA method is a way of structuring the main elements in a project, highlighting logical linkages between intended inputs, planned activities and expected results. It is an objective oriented project-planning method, which was developed to ensure thorough assessment of the overall objectives, the target groups and the external factors that contribute to failure or success of a project. LFA seeks to reach a consensus on what the stakeholders consider to be the basic problem, which needs to be addressed. The LFA method also looks forward to formulating the problem in such a way that it can be addressed by specified interventions i.e. the problem is analysed in its entirety, specifying causes and effects. In LFA, identifying the most direct and essential causal relationship is a major step of determining the approach of a particular project or programme.

⁵ The Tanzania Development Vision 2025

⁶ MKUKUTA

Figure 1: Problem Analysis from a Bus Project
(Cause-effect relationship)-Example



Modified from Mikkelsen Britha, "Methods for Development Work and Research: A Guide for Practitioners", New Delhi, 1993.

LFA facilitates monitoring and evaluation of a project. It is a planning method, which demands the planners to take into consideration assumptions and risks into the planning processes.

While starting with a participatory identification of the problem, the LFA has five distinct focus areas:

The first focus area is on the context, whereby stakeholders have to make analysis within a specific context with consideration on:

- Stakeholders
- Policy concerns that the participants must relate to
- Values and principles in the group, community or society
- Uncertainties and risks

The second focus area is on problems. The problem focus puts attention on the situation that the participants want to address or the issues that prevent them from achieving a desired situation. This area allows the participants to identify problems and problem owners i.e. the people responsible for the problems, and develop a shared perception of problems and make priorities of problems to concentrate on.

The third focus area is the identification of objectives clarifying out vision of a desired future situation. Under this focus area the participants identify objectives and objective owners i.e. beneficiaries of the objectives, and develop options for what to pursue.

The fourth focus area is on choice. Under this area the participants concentrate on comparing and choosing where the first three focus areas concentrate on developing options. Under this focus area, the participants focus on the following elements:

- Estimation of the resources that are available
- Creation of an overview of options
- Assessment of options
- Making choice

The fifth and last focus area of the LFA is on action. Under this focus area, the participants concentrate on implementation of the chosen strategies and selection of concrete, specific operations that can be monitored in relation to the context the participants are acting in. Under this area the participants are required to focus on:

- Specification of objectives, results, activities and resources needed
- Identification of assumptions about the context
- Checking of the Logical consistence of the project
- Establishment of indicators that allow monitoring of project progress and impact.

The LFA requires that the participants reiterate the process of shifting the focus i.e going back and forth through the focus areas, until the participants are confident that the pertinent decision to move on can be taken.

The mandate of the LFA participant workshop is often restricted to one specific sector e.g. water and sanitation, or be conducted in connection with one particular project.⁷ Many critiques of the LFA have noted that there is a danger that the LFA can be used as a ritual and exclusively by the donor representatives and expatriate planners, rather than enhance communication and dialogue. Other demerits of the LFA include:

- Rigidity in project administration may arise when objectives and external factors specified at the outset are over-emphasized. This can be avoided by regular project reviews where the key elements can be re-evaluated and adjusted.
- LFA is a general, analytic tool. It is policy- neutral on questions of income distribution, employment, opportunities, access to resources, local participation, cost and feasibility of strategies and technology, or effect on the environment. The problem with this feature is that it stifles creativity and encourages dependency on outsiders. The sustainability issue also could be questioned since issues of participation and environment are overlooked. Ownership to the implemented projects by the beneficiaries is tempered.
- LFA is therefore only one of the several tools to be used during project preparation, implementation and evaluation and it does not replace target-group analysis, cost-benefit analysis, time planning, impact analysis, etc.

⁷ Mikkelsen, Britha, *Methods for Development Work and Research: A Guide for Practitioners*, Sage Publications, New Delhi/Thousand Oaks/London, 1994.

- The full benefits of utilizing LFA can be achieved only through systematic training of all parties involved and methodological follow up.

5.2 Participatory Rural Appraisal (PRA)/Rapid Rural Appraisal (RRA)

RRA and PRA came into being in late 1970s when it became increasingly difficult to ignore the possibility that there might be something fundamentally, wrong with the way development had been conceptualised, planned and implemented. RRA and PRA were developed in response to the disappointments and criticism of the assumptions upon which earlier development work was based. RRA and PRA methods are basically, rural oriented. Increasingly, the methods are applied in non-rural settings.

RRA and PRA are closely related methods and they emphasize a reorientation in the relationship between the outsider and the beneficiaries or subjects of development activities and researcher. The distinction between RRA and PRA as has been analysed by Robert Chambers is that RRA leads to learning by outsiders in a cost-effective way while PRA on the other hand, enables rural people to unravel and analyse their own situation in ways they do not normally do, and in optimal cases to plan and act on their own premises.⁸

As RRA was viewed by many development workers as “quick and dirty” i.e misleading and incapable of being comprehensive, slowly, PRA replaced RRA although still maintained some features. In this sub-section attention is paid on PRA and its features. The following are techniques of PRA:

- Review of secondary sources. This technique entails a review of documentation to get a better start on the researched topic or issue.
- Direct observations. This entails physical structures, social differences, behaviour, action and symbols, in solitude or with others with whom observations are discussed.
- Key indicators
- Semi-structured interviews. This kind of interview entails questions which are open-ended. Relevant issues are followed up with further probing. The interviewees are focus groups or mixed groups
- Ranking and scoring (wealth ranking and prioritising options)
- Constructions and analysis of maps and models (participatory mapping, construction of models and transect walks)
- Diagramming. This is participatory diagramming that is used to summarise empirical information e.g. the time lines, and summarizing analysed information in for example, bar charts and pie charts. Examples of diagrams used are *seasonal diagrams* (indicating annual variations for vital factors of production and reproduction); *trend analyses* (emphasizing changes in local resource endowments, cropping pattern, ecology climate, physical and social infrastructure, settlement, population distribution, migration, wealth, quality of life, etc); and activity profiles and daily routines (summarising major activity trends for individuals or groups on a daily basis or over a longer time periods).
- Case studies and stories
- Drama, games, and role plays
- Scenario workshops and possible futures (stakeholders meeting to identify strategies and needed actions)
- Triangulation (putting down multiple strategies from different experiences)
- Continuous analysis and reporting
- Participatory planning, budgeting, monitoring, evaluation and other self-surveys

⁸ ibid

- Do-it-yourself (dialogue between outsider and insider/observer and observed or researcher and researched).

5.3 The O&OD Methodology

The National Framework on Participatory Planning and Budgeting at District level provides the legal framework as well as the role and responsibilities for planning and budgeting at all levels of the LGA from the kitongoji, village/mtaa, ward to the district level. To make this operational in 2001 the Government of Tanzania through PORALG initiated the community participatory planning using the O & OD approach. The O & OD is a planning methodology, which employs a number of planning tools such as the transact walks, village map, village historical time lines, seasonal calendar, institutional analysis, gender resource map, daily gender activities calendar, household wealth ranking etc. Unlike the other approaches such as the PRA, RRA, PCM etc, O&OD have the following distinctive features:

- It has positive outlook at the community. The community identifies available resources to overcome obstacles and therefore, it fosters the spirit of self reliance.
- It enables the community to identify in a logical frame work the specific objectives, opportunities, obstacles causes, interventions, steps for implementation, sources of income and expenditure which determines what they can do and what they cannot. It also enables the community to prioritise and come up with a three year plan.
- It helps members of communities become aware of their own resources and how to make better use of them. As such, it emphasises the importance of greater local self reliance.
- The process uses the Tanzania Development Vision 2025, as a broad national policy guide.
- The output of the O&OD process is a comprehensive plan rather than an action plan
- It has both a rural and urban processes.
- It has been developed to work in the LGAs and RS (directly linked with the PMG) and has adopted the other participatory techniques.
- It focuses on multi-sectoral planning thus allowing for analysis of inter and multi-disciplinary issues.
- It involves all social, economic and age groups at community level drawing from their local knowledge at the same time building their planning capacity.

Compared to the other approaches, the most important thing to note is that all methods thrive to promote bottom-up approach to development planning. The main difference emanates in the way the other planning methods tend to involve communities rather than making the communities participate in planning processes. Second, while other planning methods start with identifying problems, the O&OD starts with identifying opportunities. Finally, the other methods are project oriented, while the O&OD is comprehensive, multi-sectoral and not project oriented.

5.4 The Merits and Demerits of O&OD in Light of LGR in Tanzania

Merits (Strengths) and Demerits (Weaknesses) of the O&OD.

Like any other approach to planning the O & OD have its merits and demerit.

5.4.1 The Merits

In addition to the merits mentioned previously, in the section it can moreover be emphasized that the O&OD methodology has the following merits.

- It is flexible and forward looking and that it links very well with the NDV 2025, PRSP (and indirectly MKUKUTA) and the overall policy of decentralization by devolution.
- It can be a catalyst for instituting the multi-sectoral and multidisciplinary approach to development planning.
- It creates room for capacity building at LGA and RS level and linking very well with the other strategies geared toward improving the performance of LGA, and RS such as the strategic plans, the OPRAS and the LGCDG⁹.
- The communities control, own and are accountable to the development process and its outputs.
- The O&OD process covers all villages in an LGA and has therefore been able to reach even in places where the government had failed to reach.
- It reduces the chances for wasteful duplication of efforts and resources because of the participation of all stakeholders.
- In addition, the O& OD reduces the chances of confusing community members particularly in situations where there is a more than one development partner supporting the local community but each with a different planning approach or method.

5.4.2 Demerits or Weaknesses of the O&OD.

One of the demerits of the O&OD is lack of strategies to facilitate attitudinal and behavioral change particularly for LGA technical and the RS staff. Considering the fact that participatory planning and community involvement has been advocated since independence to date and yet top down approach has dominated, there was need for addressing this problem.

The second demerit or weaknesses is lack of strategies for facilitating changes in the way LGA technical and RS staff work. The O&OD advocates for holistic, multi-sectoral and inter-disciplinary approach to planning. LGAs are structured around sector disciplines despite the changing role. The D by D policy requires LGAs and RS staff to adopt new ways of working. That is, working in a holistic and cross-sectoral way. If the O & OD is intended to promote holistic development then LGA staff should also be oriented to support this holistically and by harmonizing the different programmes and sectors through inter and multi-disciplinary teams as well as multi-sector team at the district and sub district levels.

The third demerit is that there is no clear indication of what happens to the O & OD reports that are presented to the council directors. For example, who makes follow up to see to it that feedback is given to the lower level LGAs or that the results are included into the LGAs strategic plans and that the communities where the plans originate are informed so as to promote ownership and accountability. The field experience shows that LGAs that had rolled out the O& OD and have

⁹ Only late last year (2005) PORALG, MoF and POPP conducted a joint training to LGA and some RS staff which was aimed at ironing out the confusion that existed between O & OD strategic plan, PlanRep, MTEF etc.

compiled the reports have hardly done anything in terms of dissemination/feedback to the communities (village/mtaa or ward levels). Implementation is done in such a way that the communities do not identify with the implemented activities and they sometimes refer to projects as O &OD projects (*mradi wa O&OD*) and not our projects (*mradi wetu*).

To say the least peoples' sense of ownership and commitment is in some cases limited. In Kurasini ward in Temeke for example the community members have in the O & OD list of plans and priorities the construction of a secondary school but at the time of this study only Tshs.600, 000 had been raised since 2003 and the informants noted that had it not been the influence of the Regional Commissioner (RC) nothing would have happened.

Finally, there is not much written in the O&OD guides specifically the handbook and the training manual to reflect the linkage with the Local Government Reforms. For example, while the O&OD is being rolled out in a number of LGAs alongside it the restructuring process is being or has been implemented in some LGAs but there seem to be no clear integration of these activities even though both are dealing with more or less the same issues i.e. community participatory planning. The rolling out for instance, could have given priority to LGAs that have not gone through the restructuring process so that at the time of restructuring the process of preparing the strategic plans would be more meaningful as they would have the O&OD results in place.

Findings from field indicates that those who are responsible for the coordination and facilitation of the process at the national level are well informed of the existing gaps and they moreover consider the O&OD as a "living" and flexible tools. The fieldwork covered all-important actors in the O&OD process from the Ministry level PORALG now Prime Minister's Office Regional Administration and Local Government (PMORALG), to region, district and grassroots levels i.e. mtaa and kitongoji.

At Ministerial level the consultants met with the national facilitators and coordinator, at the RS level the RS staff that were involved in the facilitation process as district or national facilitator or had the opportunity of participating in the process were consulted. At LGA levels the council technical staff, members of the WDC, VG and community members constituted the list of respondents. The consultants were able to consult a number of other actors in the O&OD process though not provided for the ToR. Those consulted included, ex-RIPS officials because of their long experience in PRA methods and keen interest in the O&OD methodology, staff from the Institute of Rural Development Planning (IRDP) in Dodoma, SNV in Morogoro and the ZRT – Dar es Salaam and Dodoma.

6. Institutionalisation O&OD

6.1 Roll out Mechanism:

6.1.1 A general Overview

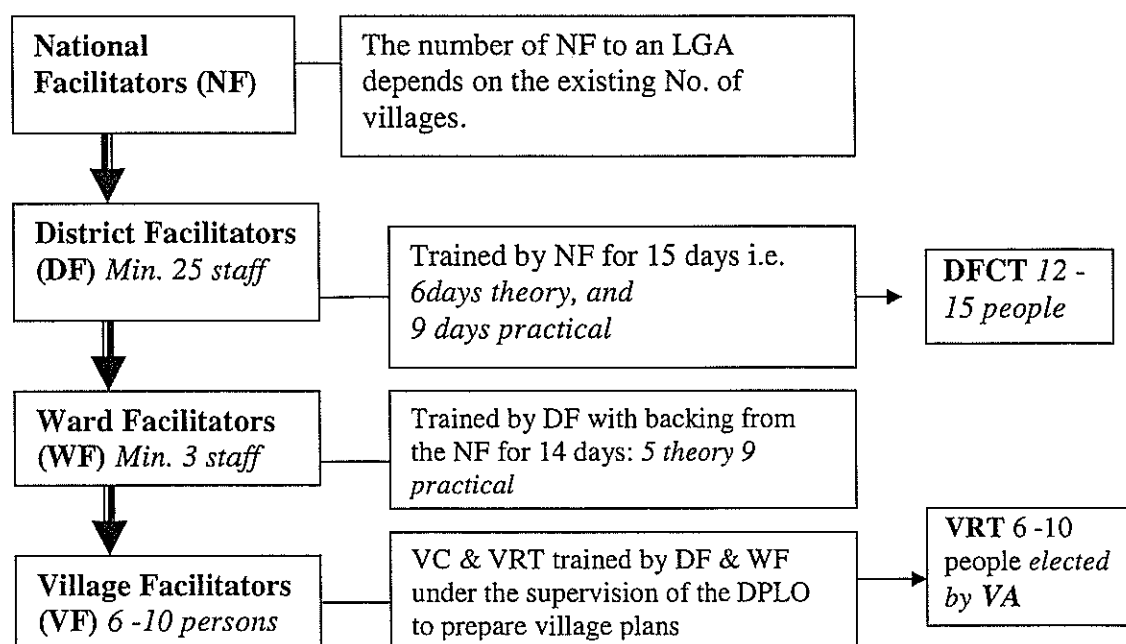
There are various stakeholders who are involved in the O&OD roll out process. PORALG now PMORALG, Development Partners, the RS and LGAs have roles to play.

The roles can be summarised as follows:

No.	STAKEHOLDER	ROLE PLAYED
1	PORALG (PMORALG)	<ul style="list-style-type: none"> • Training National facilitators • Sensitising leadership at regional and LGA level • Coordinating and supervising the process • Mobilizing funds for facilitating O & OD • Reviewing the manual
2	Development Partners	<ul style="list-style-type: none"> • Facilitation of the process e.g. RIPS provided facilitators at national level • Supporting financially the implementation e.g. training of facilitators (TOTs) and other logistics such as facilitator allowances and training materials
3.	RS	Supposed to be that of capacity building and brokerage but no clear indication of it being played
4.	LGAs	<ul style="list-style-type: none"> • Coordinating and supervising the process at LLG level • Mobilising resources such as vehicles, fuel and depending on the financial position (not mandatory) some remuneration to village participants.

a) The Process

Comments



b) The arrangements

- Each LGA is provided with enough NFs proportional to the number of villages or wards (in the case of urban LGAs). The minimum No. of NF is 5 for an LGA with less than 100 villages
- Training of DF is determined by the existing number of villages. The minimum is 25 DFs for an LGA with less than 100 villages. In the case of LGAs with more than 100 villages the training of DFs is determined case by case.

The composition of the facilitation teams at district, ward and village levels is provided for in the guidelines issued by the PS – PORALG in March 2004. Important things to note in these guidelines are the following:

- Not all technical advisors from the RS or HoD of an LGA or are involved
- The role of the planning officer in the district core team is well defined
- The number of WF is 3 but can increase depending on the budget.
- Full time participation of the village council is underscored.

c) The Selection of Facilitators, Core and Resource Teams

- The selection of the NF is based on the individuals experience in other participatory methodologies, the academic qualifications and profession. Most of them are planners (economists) and community development officers. Others are promoted from the best DFs and or WFs.
- DFs and WFs are spotted and recruited during the rolling out and again the individual's position, academic qualifications and experience in other participatory methodologies are considered.
- The district Agricultural and Community Development Officers and all planning officers in a district, all divisional Secretaries are mandatory members of the District O & OD Core Team.
- At the village level members of the village O &OD resource team (6 -10 people) are elected by the village assembly

6.1.2 Specific Issues

i) Criteria for Selecting Rolling out Councils

The consultancy team could establish any criterion that was/is used in selecting LGAs for the rolling out. The team was instead informed that setting criteria was/is not important since the exercise will cover all LGAs. However, the respondent from UNICEF informed the team that UNICEF gave/gives priority to the 57 districts in which they had been supporting various socio-economic activities/projects. Even if the rolling out will cover all LGAs the consultancy team understands that LGAs in Tanzania are not homogenous. They differ in many ways including size, population, level of development, the setting (urban/rural), capacity of existing staff, donor support, experience with participatory methodologies and even readiness to undertake some developmental activities. Moreover, rolling out O &OD depended on the availability of funds. All these factors could have justified for rolling out criteria. Field findings show that there are LGAs that were committed to the process while others were not. For example, Ilala MC in Dar es Salaam city used their own fund to roll out the O & OD by engaging facilitators from the IRDP. Ilala has gone even further by initiating the development the participatory monitoring and evaluation tools using the same facilitators. In other cases the methodology was tested out in some villages like the case of the Rufiji and Morogoro DCs where the researchers from Ifakara Health Research and Development Centre were involved, and in Dodoma urban and rural (district) councils where testing was done in a few selected wards or villages of

Chamwino and Buigiri respectively¹⁰. Perhaps these could have been given priority since they already have some experience.

ii) Timing for the Rolling out

All respondents asserted that the process is long and costly in terms of time, human, material and financial resources. In order to get the most out of the process the question of timing is very important if again value for money is to be achieved. If there is poor attendance of the community members (villagers) or if the timetable is not followed as planned then the exercise loses its meaning. An initiative like the O & OD which requires fulltime participation of villagers (9 consecutive days) should be planned in such way that it does not coincide with villagers' activities that impact on their livelihood. In Kondoa for example the rolling out was done at the time when too many local and national activities were taking place. The initiative coincided with farming season, the local elections, the preparation of the voters register and later the general elections. Consequently, they had up to the time of this study not been able to compile the O & OD results or to discuss them at council level. It has to be noted that it is almost the same staff who are involved in the national activities.

iii) Facilitator Selection, the Training and Facilitation

The observation from the literature reviewed and the field visits was that NFs were selected from various sources including PORALG itself, the RS, LGAs, Development Partners/NGOs such as RIPS and academic institutions such as IRDP. Where as there was no identified problem with the NFs, mixed feeling were expressed with regard to the training of DF and WF, the time frame and the timing. Some of the comments from the field were that:

- NF should have at least some background in economics or project planning,
- The number of days allocated for the training of District and ward facilitators are not adequate. Moreover, there is no consideration given to the existing capacity or experiences in an LGA. NB. Some LGAs are equipped with adequate number of qualified staff from the district ward to the village level while others are understaffed or have less qualified staff. Other LGAs have had long experiences with participatory planning methods while others did or do not have.
- The timing of facilitator training did not consider other activities that LGA staff might be engaged in such as the LGA restructuring process.
- Facilitators from sub council levels or LLGAs with less educational qualifications had had difficulty in internalising the O &OD process.
- Although it might be difficult to come up with an ideal time for facilitating the process at village level i.e. preparation of village plans the general consensus was that the 9 days allocated for this exercise are not enough. However it was noted that the time factors was a function of a number of related variables including how informed the community members are, the ability of the facilitators and the LGAs leadership particularly the commitment of the Council Directors and the HoDs.

iv) Other Observations

It is therefore prudent to contend that efforts aimed at institutionalisation of the O&OD as a National Planning approach has had a number of setbacks because of the following:

- a). At the time of developing the methodology, not all key players and or stakeholders were involved. According to the handbook only the Ministries of Finance, Health, Planning and Privatisation that participated; other Ministries did not take part. The same apply for the LGAs and Development Partners. In the case of LGAs it was only those in which the methodology was pre-tested and

¹⁰ This information was provided by the facilitator who is from the IRPRD. Possibly roll out at selected villages was done for purposes of experimentation.

piloted that are mentioned and in the case of development partners it is JICA, UNICEF and UNDP. This could explain the limited support of the O & OD methodology by other sector ministries. *Some consider it as a UNICEF methodology!*¹¹

- b). There seem to be no serious and concerted efforts to sensitise all stakeholders with regard to the O & OD methodology, its advantages and the decision to institutionalise it. The awareness workshop meant to sensitise the Regional and LGA leadership i.e. Regional and District Commissioners, RAS, DAS, Councillors, Council Directors and HoDs in LGAs and CSOs is planned to run for just a single day. Moreover, the participation of the NGOs/CSOs is not mandatory. Considering the strategic position of these people in the development process one day alone is not enough to allow them comprehend the whole process and its implication in such way that they can effectively play their leading role.
- c). Mechanisms or strategies for making follow up after rolling out the O & OD are not very clear or well established. Filed findings showed that the aggregation and dissemination of the O & OD results are left at the dictate of the LGA. In Temeke where the rolling out was completed almost three years before this study had just completed the aggregation but dissemination was not fully done. They had not distributed copies to the RAS or DC's office and even at the council level very few HoDs had access to the only copy of the aggregated results. In Kondoa the aggregation was not yet completed and therefore no dissemination was done. At the same time, since the completion of the rolling out in both the case LGAs neither the District Core Teams nor the ward, village, mitaa or vitongoji resource teams had met. Moreover there was no indication of efforts aimed at building the capacity of the resource teams-
- d). Although the guidelines provide for participation of 2 RS staff as DFs, their role thereafter is not well known. Training or sensitization of RS staff (technical advisors) in each region as well as the dissemination of the aggregated O & OD results should have been given adequate consideration because of their role not only in relation to capacity building for the LGAs, but in terms of coordinating, backstopping, and providing advice and as brokerage between the LGAs and the central government. Information gathered from the RSs of Dar es Salaam and Dodoma revealed that the involvement of the RS staff has been limited in the sense that it is in most cases members of the management support cluster that are involved and in most cases as facilitators¹².
- e). There is supposed to be a linkage between the O & OD methodology and the preparation of the LGAs strategic plans. However, the two initiatives are facilitated by two different or uncoordinated teams. Zonal Reform Teams (ZRTs) on their part facilitate the restructuring process of the LGRP while PORALG facilitate the O & OD. Unfortunately the ZRTs are completely left out in this process. This makes it difficult for one to see the direct linkage between the O & OD and the on going local government reform and one might be tempted to conclude that the two are not integrated or synchronised. This explains the reason as to why the two activities are considered as separate activities by many LGAs.
- f). Arrangements for facilitation and mobilization of community members to participate in the launching of the O & OD at village or mtaa level have had some weaknesses too. At the district and ward and village level the approach used subscribed to the guidelines issued by PORALG except in situations where the suggested staff were not available or were involved in equally other important commitments. At the ward level again the WEOs and two or more extension officers depending on availability of funds were involved and in most case the Ward Education Coordinators (WECs) and the Community Development Officers (CDOs). However, it was learned that in some LGAs the ward team of facilitators facilitated in wards other than their own

¹¹ Comments by the UNICEF contact person

¹² This was learnt from the Dodoma RS. N.B. the guidelines stipulate that for purposes of building the capacity of the RS all officers should be given equal chance to attend the training.

wards. This was perhaps not a bad approach but in Kondoa a problem arose where those who facilitated submitted the only hand written O & OD results to the Council Director leaving the ward without a copy. In this situation the WDCs had no document to refer to or guide them in following up the implementation of the village plans.

The development of the O & OD plans at village level had required (as per the guidelines) full participation of members of the village council as well as the resource team selected by the village assembly. This was not the case as reported from the field that attendance was not consistent and generally tended to decrease as days went by. This raises some questions regarding the seriousness, value and commitment that the community members and their leaders attached to the whole exercise. This in turn has some impact on the institutionalisation of the process.

The daily decline in attendance can possibly be attributed to lack of incentive particularly in LGAs that were unable to pay villagers participating in the process and or wrong timing. The guidelines state categorically that villagers participating in the process should not be paid but the village council should arrange from their own sources if they want to. On their part village leaders who were interviewed wondered where they could get the money since it is known that village governments are financially very weak. Although the situation might have varied from LGA to LGA the issue of remuneration to villagers was frequently raised during the field visits. In Temeke the council was able to remunerate the community members (from the mitaa) who participated in the meetings by paying them a token daily allowance of Tshs 1,000. Surprisingly, this became a disincentive to some community members who were not involved in the focus groups. As a result the last day meeting which was supposed to be attended by all mitaa members was reported to be poorly attended.

There are also variations between rural and urban councils in terms of community participation in the process. All respondents from the RS and LGAs acknowledged the problem of limited participation in urban settings. In Temeke the respondents argued that people were not interested and forced the meeting to be held on weekends despite the token daily allowance that was paid by the council. The problems related to urban participation were attributed to the following

- Urban dwellers do not feel that they are part of the community particularly the employed and well off,
- People in urban setting participate in activities that affect or touch them directly,
- Members of an urban community do not necessarily benefit from the services that exist in the wards where they reside.
- Some community members might be residing in one location temporarily and hence do not see the need for participating in social economic activities.

Another problem related to institutionalisation is the perception of staff at all levels of the LGAs with regard to the activities of the O & OD. The guideline direct LGAs to take the up the O & OD activities as part of their normal business or duties but unfortunately they treat them as separate or additional activities.

6.2 Aggregation and Implementation of O & OD Results

From the filed visits and basing from experience elsewhere such as in Bunda, Serengeti and Ukerewe where the O & OD had been rolled out the LGAs have or have been compiling the O & OD results from the wards. Essentially, the O & OD outputs from village or mtaa are aggregated at the ward level and copies sent to the Council Directors (CD) for further action. The process of compiling these results vary from LGA to LGA depending not only on the availability of funds but the importance attached to the whole exercise by the council management. This is evidenced by information gathered from the two case LGAs specifically in Kondoa where among the reasons for delay in compiling the results were said to be financial constraint and lack of seriousness. In Temeke MC a few wards have

to date not received the compiled or aggregated O & OD results. Lack of feedback to the wards and villages can be considered as a serious setback in the whole process. Community members who were interviewed expressed their dissatisfaction with the delay in disseminating or providing feedback to lower level LGAs. The team noted that village governments, the ward facilitation and the village resource teams were capitalising on this shortfall by not playing their roles as expected.

Although LGAs and other stakeholders (UNICEF) confirmed the implementation of the O & OD plans it was difficult to establish whether the plans were being implemented as they ought to have been or whether those implemented were based the real priorities of the communities in question. In other words we had expected the communities from which the projects originate to have full ownership and say over the implementation but this was not the case. Still they see the projects are belonging to the district or the donor.

It was also noted that in most wards or villages the construction of schools, classrooms featured most. However the consultants are aware that these are more of national programmes and are being implemented even in LGAs that have not rolled out the O & OD. It can thus be concluded that the implementation of these projects coincided with the issuance of directives from above rather than addressing the people prioritised needs. Moreover, they are implementing them under pressure from above. This explains the low level of commitment that was noted in the case of the construction of a secondary school in Kurasini ward Temeke MC. If members of the Kurasini ward strongly expressed the need for a secondary school then they would be committed in contributing cash or in kind for its construction. As noted by one of the respondents it can generally be concluded, "*O & OD can only work where there is an external funding*". If this is the case then the objective developing self help spirit among community members in Tanzania can hardly be achieved.

6.3 Backstopping and Review

Monitoring and evaluation is an integral part of planning and implementation process. This process should be routinely carried out and it help feeding back to the planners in terms of goal attainment and or the impact the project might have had on people's lives. The field studies discovered that after the roll out exercise, most LGAs ended up in just compiling or aggregating the ward and village O & OD plans

According to the O&OD manual each level of an LGA has a role to play; from the village to the district level. Moreover, it was expected that the ministry responsible for coordinating O & OD (PORALG) as well as the funding agencies would have undertaken a review at least for purposes of documenting lessons. This has not been done as noted from the field.

- PORALG has been concerned more with rolling out rather than reviewing. Their target is for all LGA to have completed the rolling out exercise to allow for the implementation of the NDV 2025 and MKUKUTA. Although they would have liked to carry out frequent reviews they are but financially constrained as observed by our informant.
- UNICEF on their part had wanted an evaluation or assessment done to get feedback on achievements and problems made but were not supported by the government. They had wanted to carry out their own assessment focusing on the districts that they supported but to date they have not done so and were not certain if they will do it.
- At LGA level the situation is not different either. As noted earlier monitoring and evaluation tools have not been developed thus stalling the participatory monitoring and evaluation part of the planning process. Reports from the field in the two case studies confirmed that since the roll out neither the district core team and ward facilitators nor the resource teams at ward, village/mtaa and kitongoji level have met. The district core team according to the guidelines are supposed to

work with the ward facilitation teams in making reviews, follow up, backstopping and evaluation but this is hardly happening, Moreover, the resource teams have not been trained, lack support and recognition from kitongoji, village/mtaa or ward levels.

6.4 Perceptions of Sector Ministries and Development Partners in Adopting the O & OD

Although the team was unable to visit sector ministries or development partners due to time factor they managed share ideas with the UNICEF and PORALG respondents regarding the issue at hand. Moreover, discussions over the phone with SNV and ex RIPS staff provided some input in this. From PORALG's view point there have been some improvements on the government side as put by the informant that "the government is talking one language" They noted that earlier resistance was due to lack of harmonization of planning and budgeting at national level resulting into O & OD being considered as not considered as part of the planning and budgeting process This presupposes therefore that there is in general an acceptance on the part of the government and sector ministries with regard the O & OD as a national planning methodology. However, UNICEF on their part noted problems of internalisation of the concept of multi-sectoral approach, which O &OD is advocating at national and LGA level. They noted that some few sector ministries such as agriculture were pursuing their own version of participatory planning under the Participatory Agricultural Development Project (PADEP). According to the project document the institutional arrangement is such that at the community level a community sub project committee is formed and is elected by the entire rural village or group of farmers. The composition of the sub project committee should constitute of 40% women members. The committee has specified functions and is accountable to the village government. At the ward level there is a ward facilitation team of 6 experts composing of the WEO, ward agricultural extension officer, ward community development officer other extension staff and NGOs working in the ward. The role of the WFT is to evolve the sub projects. At the district level the CMT under the chair of the Council Director oversee the implementation of the project. This kind of arrangement is running parallel with the O &OD arrangement. This arrangement as observed by UNICEF could lead to duplication of efforts. UNICEF further noted that PORALG who are supposed to be coordinating the process as well as the policy on D by D have not been receiving the cooperation they deserves from other sector ministries.

With regard to Development Partners in adopting the methodology there was no problem noted apart from the observation by the UNICEF contact person that some saw the O & OD as a UNICEF thing. RIPS observations were that some national programmes were overriding the community priorities and that money was not channelled directly to the grassroots' level where the projects are being implanted thus increasing chances of frustrating communities' efforts. Some Development Partners have been supporting in various ways; e.g. JICA supported the translation of the guides into Kiswahili as well as the roll out, DANIDA and SIDA supported the roll out etc. SNV is in support of the methodology while RIPS supported the facilitation. SIDA has gone further to helping the LGAs that they supported the rolling out with the operationalisation of the plans. Generally, perceptions towards the O&OD methodology have been changing positively, from resistance to acceptance.

7. The Status of Roll Out to date

The information the consultants got from field visits gave a picture of the magnitude of the required financial budgets for the rolling out mechanism. Generally, the financial allocations are according to the number of facilitators in the council and the location of a council. The financial needs for the process range from about Tshs 120 million to 30 million. For example, while the Morogoro District council was given about more than Tsh 100 million, Morogoro Municipal Council only received about Tsh 27.6 million. The financial allocations are generally, meant for refreshments, stationery and DSA to facilitators according to government official rates.

Expectations were that by 2006, 98 councils would have rolled out the O & OD methodology, but so far only 66 councils have done so and in Liwale the process was ongoing at the time of this study. Other councils that were expected to follow suit as per the plan are Mkuranga DC, Rufiji DC, Biharamulo DC, Bukoba TC, Bukoba DC, Karagwe DC, Muleba DC, Moshi DC, Moshi MC, Mwanza DC, Same DC, Kilwa DC, Lindi TC, Lindi DC, Nachingwea DC, Ruangwa, Mbulu, Bukombe DC, Kahama DC, Shinyanga DC, Shinyanga MC, Handeni DC, Korogwe DC, Lushoto DC, Muheza DC, Pangani DC, Tanga MC, Songea TC and Tunduru DC. The latest information the consultants got from the PMO-RALG Officials was that some LGAs had either received or were promised some funds for rolling out process. For example, Muleba had received over Tshs 90 million from UNICEF for the roll out process but were yet to start. Details on the roll out status are found in annex 2.

8. Linkages between O&OD and Budgeting Processes

8.1 Introduction

The linkages between the O&OD and budgeting processes could be explained from the perspective of planning at village/mtaa to national levels with relationships among the O&OD plans and other national plans and strategies such as the National Strategy for Growth and Reduction of Poverty (NSGRP) popularly MKUKUTA, the National Development Vision 2025, district/municipal council Strategic Plan, PlanRep and the Medium Term Expenditure Framework (MTEF).

8.2 O&OD and the Tanzania Development Vision 2025 (and MKUKUTA)

The review of documents such as MKUKUTA, National Development Vision 2025, the O&OD handbook and training manual etc. shows that there is a close linkage between the O&OD plans and national vision and strategies to development. Although the three clusters of MKUKUTA are not directly put down in the O&OD major documents such as the handbook and the training manual, the fact that the O&OD plans are adhering to the National Development Vision 2025, automatically, the three clusters of MKUKUTA are to a great extent taken on board as well. According to the interviews the consultants held with PORALG, the ministry is now in the process of revising the O&OD handbook in order to clearly, show the link between the Vision 2025 objectives and the three clusters of MKUKUTA in the O&OD main documents such as the handbook. The observation of the village O&OD plans from the case study councils shows that the village or mtaa plans are closely adhering to the four objectives of the National Development Vision 2025 (High Quality Livelihood; Good Governance and the Rule of Law; A strong and Competitive Economy; and Poverty Eradication Strategy). The four objectives are presented into the three clusters of the MKUKUTA namely: Growth and Reduction of Income Poverty; Improved Quality of Life and Social Well-being; and Governance and Accountability. Efforts are however undertaken by PORALG to make crosscutting issues mentioned in the MKUKUTA such as environment and HIV/AIDS more outstanding in the O&OD manuals.

8.3 O&OD and the LGCDG & MTEF

During an interview with a PORALG Official, it was indicated that the O&OD village plans are linked to the MTEF and LGCDG through district/municipal council to PlaRep to MTEF. This information was also substantiated by a review of the LGCDG Implementation and Operation Guide (June, 2005) and the MTEF document. The LGCDG Cycle on flow of funds states clearly that, once assessment of qualified councils is complete, the qualified councils are supposed to provide their plans and budgets to be financed by the LGCDG (CBG and CDG). The plans are supposed to have been prepared in a participatory approach.

It has also been noted that the council's strategic plans, which include the budget, incorporates villages/mitaa O&OD plans. The councils then implement what is within their capacity and that beyond their reach is transferred to the Local Government Planning and Reporting Database (PlanRep) which has been designed to assist local authorities in planning, budgeting, projecting revenue from all sources, and tracking funds received, physical implementation and expenditure. The software caters for councils, which are utilising the Epicor accounting system, as well as those with a manual accounting system¹³. The Central Government picks through MTEF what the council has transferred to MTEF through PlanRep for Government assistance. The MTEF just sifts what could be implemented in the year according to national priorities and capacity. The councils, which have installed PlanRep, will be able to directly monitor what is implemented by the Central Government and what has been put to pending list.

The information about the linkage between the O&OD plans and council strategic plans, was also substantiated by responses consultants got from the case councils. The Temeke Municipal Council and Kondoa District Council O&OD staff informed the consultants that in their three-year strategic plans they incorporate villages/mitaa O&OD plans as per the council priorities and available resources. In the case of Kondoa however, the consultants found out that Kondoa District Council had already prepared their strategic plan when villages within their jurisdictions rolled out the O&OD methodology, in January 2005. The Kondoa Officials informed the consultants that the O&OD plans would feature in their next strategic plan and budgeting. Further interviews also with some development partners such as the UNICEF made it clear that the Temeke Municipal Council has not only incorporated in its strategic plan the villages/mitaa plans, but actually, has started to implement some of the villages/mitaa plans within their jurisdiction. The consultants however noted that the village and mitaa level people are not aware of the implementation of their plans by the Council.

Information gathered by the consultants through interviews and documents show that the sources of funds for councils to implement their plans among others are MTEF ceilings, LGCDG and sometimes TASAF as well as other development partners who do not channel their funds through Treasury.

MTEF is the Government's resource management tool for implementing prioritised three-year integrated performance budget to implement the Strategic Plans of Ministries, Departments and Agencies (MDAs), Regions and LGAs taking into consideration the Government's revenue from domestic (comprised of tax and non tax revenue) and foreign funds (comprised of both loans and grants) sources. Emphasis in MTEF is placed on the need for among other actors, LGAs to prioritise their demands and service delivery to key stakeholders. The preparation of the strategic plan at the LGA level involves villages and mitaa as corporate bodies within LGA's structure. The link between the O&OD and MTEF exists in the way MTEF deals with council strategic plans which in turn

¹³ URT, PORALG, PlanRep

incorporate O&OD plans from villages/mitaa¹⁴. These are required by law to make plans and budgets in order to perform the mandated functions in their areas of jurisdiction. Planning at this level is more participatory and involves a wide range of stakeholders and the community. The O&OD is the main tool used in the process of planning and budgeting. As it has already been mentioned earlier, the formulation of strategic plans at Council level is supposed to use information from the O&OD process.¹⁵

To respond to challenges of demands and resource allocations the Government has developed new software called SBAS (Strategic Budget Allocation System), which has been designed to facilitate resource allocation to the MKUKUTA clusters and strategies or outcomes. The SBAS ensures that when for example; Growth and Poverty Reduction cluster interventions have been allocated 39% of the total funds available, Quality of Life and Social Well-being cluster interventions 43% of the resources and 18% of the available resources for Governance and Accountability cluster interventions.¹⁶ The MTEF follows the guidelines to make Indicative Planning Figures (IPFs)¹⁷. That is why it is important for LGAs to make their development plans along with the goals and strategies set in the Vision 2025 and the MKUKUTA. The councils use IPFs to make their strategic plans and budgets.

Another source of funds for LGAs starting 2005/2006 will be Local Government Capital Development Grant (LGCDG) system, which has been created by the Government of Tanzania and Development Partners to strengthen the Local Governments' capacity to improve services and infrastructure throughout the country,¹⁸ by channelling development grants to LGAs. The principles of the LGCDG system reflect the objectives of the MKUKUTA - the ultimate objective of the LGCDG system is to contribute to the goals and objectives of the National Development Vision 2025 and the MKUKUTA as well as the decentralisation policy. The LGCDG system is funded through the Government budget, a World Bank loan (LGSP) and earmarked funds from a number of DPs channelled through the LGRP CBG. The system introduces two separate mechanisms: The Capacity Building Grant (CBG) and the Capital development Grant (CDG). All LGAs are eligible for CBGs and CDGs other than those that continue to receive support from development partners through Area Based Programmes (ABPs). Access to grants is conditional upon the LGAs performing satisfactorily against a number of criteria set.¹⁹

The CBG is designed to support training and capacity building activities targeting LGAs leaders and administrative staff throughout Tanzania. In order to qualify for CBG, LGAs are required to provide a capacity building plan and timely reports on utilisation of any previously received CBGs (applicable from year two earliest). The assessment is done on annual basis. Below are variables encompassed in the used formula of allocating CBG to a council:

- Size of population as recorded in the 2002 census (70% weight);
- Land area capped to take account of National Parks and certified by National Bureau of Statistics (10% weight); and

¹⁴ The strategic plans should be prepared in a three year cycle. The preparation of the strategic plan at the LGA level involves villages and mitaa as cooperate bodies within LGA's structure (Pers. Comm., Mwaijande, PORALG, 2006).

¹⁵ Pers. Communication, PORALG, 2006.

¹⁶ URT, "Guidelines for Preparation of Medium Term Plan and Budget Framework for 2005/06 – 2007/08", Working Draft, January 2005.

¹⁷ IPFs are budget ceilings for MDAs provided under MTEF to guide planning and budgeting processes of the MDAs.

¹⁸ URT, PORALG, "Local Government Capital Development Grant (LGCDG) System: Implementation and Operations Guide," June 2005.

¹⁹ *ibid*

- People below the poverty line from poverty indicators published by the National Bureau of Statistics (20% weight).

The CBG funds are to be shared between Higher LGAs (HLGAs - district level) and Lower LGAs (LLGAs-sub-district level) whereby LLGAs are supposed to get the minimum of 40% of the received funds in an indicative budget form. This means villages/mitaa access these funds through councils. The councils on behalf of the villages/mitaa are supposed to spend the funds according to villages/mitaa plans. According to PORALG, modality for making villages governments manage Government money is being developed which will enable the villages/mitaa to directly, manage funds allocated to them. Currently, villages/mitaa do not directly receive funds allocated to them.

The CDG is intended to enable LGAs finance infrastructure construction and rehabilitation in line with a centrally, established investment menu. The councils are requested to spend 80% of this grant for poverty reduction key areas as defined in the MKUKUTA. The CDG is not to be used for salaries and recurrent costs, micro-credit, land purchase nor transport costs. The minimum conditions to access include LGA capacities and standards with regard to financial management, fiscal management, planning and budgeting, procurement, council's functional processes, and project implementation, monitoring, and evaluation capacity. Basically, the minimum conditions are set to ensure that funds are properly used and in compliance with GoT requirements.²⁰ The assessment against the minimum conditions to access the CDG will be undertaken on annual basis also. The total CDG pool will be calculated along the same formula as the one applied for CBG i.e. population, land and poverty parameters. For both LGCDG sub-systems the population size of a council will be multiplied by USD 1.5 – to give a ratio of USD 1.5 per person in the council. The CDG funds received by a council have to be shared between the HLGAs and LLGAs at the 50% to 50% basis.

Another source of funds for LGAs is Tanzania Social Action Fund (TASAF), a funding facility which has been established by the Government of Tanzania with the World Bank assistance. The main purpose of TASAF is to complement Government's efforts to strengthen the capacity of communities and other stakeholders to prioritise, implement and manage development initiatives. TASAF has three major components. The first component, Public Work Programme (PWP) focuses on infrastructure construction, rehabilitation and maintenance. In addition, the PWP acts as a safety net by employing the targeted poor to perform the PWP activities and reduce their income poverty. The targeted beneficiaries of this component are districts within poorest areas.

The second component is Community Development Initiative (CDI). This component requires that the applying community contribute the minimum of 20% or 5% (if a programme is on early childhood, water supply or vulnerable groups) of the total budget. The contribution could be in form of cash or in kind. This TASAF component targets villages/mitaa with lack or poor infrastructure and services requested such as primary health services and schools. The submitted proposal for TASAF support should entirely result from an O&OD plan or Extended Participatory Rural Appraisal for villages or mitaa, which have not rolled out O&OD. Funds are directly transferred to the approved sub-projects bank accounts.

The third component of TASAF is on Institutional Development, which comprises of Systems and Capacity Building with units of Information, Education and Communication (IEC), Training and Support, Monitoring and Evaluation, and Management Information System (MIS).

The observations made by consultants about the linkages and relationship among the O&OD plans and other plans and budgeting processes are but hypothetical. At the time this pre-study was being conducted, one of the two case study councils had already made its strategic plan and the annual budget by the time the villages/mitaa within its jurisdictions had rolled out the O&OD. The second

²⁰ *ibid*

case council, Temeke, used the O&OD village/mtaa plans to prepare its strategic plan and to implement some of the O&OD plans. If the practice at council to the national level will be according to the plans, then the O&OD plans will not be empty plans in the sense that they will be useful. Now that many councils have already rolled out the O&OD, it would be ideal to conduct a thorough study to assess the extent to which their strategic plans incorporate villages/mitaa O&OD development plans.

9. Conclusion and Recommendation

9.1 Conclusion

This study was able to come up with a number of issues related to the O & OD methodology, the status of rollout and implementation and the reaction or perceptions of the various stakeholders to the process particularly at this time when decision has been made by the government to institutionalise it in all LGAs. This decision is timely taking into consideration the existence of a number of initiatives and participatory planning methodologies by different stakeholders aimed at improving service delivery and the improvement of the general wellbeing of the people. Moreover, the implementation of the D by D policy required a planning approach that could result into real participation of the people rather than merely involving them in development activities. O&OD is thus a community based participatory planning methodology which the government has decided to institutionalise with a view to facilitate the attainment of the NDV 2025 and the goals /objectives of the D & D policy.

Regarding the O&OD methodology it can be concluded that there is a general consensus that the methodology is appropriate despite being long and expensive. Its appropriateness is in relation to the focus i.e. on opportunities rather than problems, the wider participation of various stakeholders, wider coverage i.e. all LGAs and its other salient features. The O&OD methodology's salient features include its multidisciplinary and multi-sectoral nature as well as its approach to start with the identification of opportunities rather than problems as compared to other participatory planning methodologies such as PRA and LFA. Some of the merits of O&OD methodology to LGR in Tanzania include its flexible nature and simplicity in using. It is meant to facilitate ownership and promotes creativity and self-dependency spirit among community members, important for the ideals of decentralisation by devolution.

Regarding institutionalisation, the conclusion is that various stakeholders including DPs are involved in the process. However, there are no any established criteria to guide the selection of the councils to start rolling out the O&OD methodology. Some DPs such as UNICEF have preference for the districts they have been supporting before the introduction of the O&OD. Other councils e.g. Ilala MC, took their own initiative to roll out O&OD methodology.

It was also noted that lack of proper timing for the O&OD roll out has resulted into interference with the community production activities which affects the rolling out process. In addition to timing for the rolling out, the time allocated for facilitation at ward/village/mtaa level (9 days) is not enough.

The study found out that there is no mechanism in place to follow up on activities post roll out process. In addition, there is no feedback to the village/mtaa or ward from council level. The study further finds out that the level of commitment to the participation differs from urban to rural setting.

On aggregation and implementation of the O&OD plans, the study finds out that while there is an indication that there is a link between the O&OD village/mtaa plans and council strategic plans, the feedback from council to village level is lacking. In addition there is noted lack of synchronisation between the O&OD methodology and the ongoing LGR particularly, the restructuring process. So far, 66 councils have already rolled out the process and one more council, Liwale in Lindi Region, rolling out is on process.

In this report it is also noted that there is a close link between the O&OD and other national planning and budgeting processes.

The government through the ministry responsible for Local Government is working on the methodology with a view to improve it to reflect newly emerging issues in social economic development and at the same time harmonising it with other planning and budgeting processes. As for the roll out, the exercise is gaining momentum and target has been set that by 2007 all LGAs should have rolled out.

9.2 Recommendations

These recommendations are made on the assumption that JICA will commit another comprehensive study that will have wider coverage than this one with the aim of improving the O&OD methodology.

- Sensitization of the leadership at Regional and LGA level and all other key stakeholders at these two levels need to be accorded more time. Similarly their role in making follow up, supporting backstopping and advising should be made clear. The comprehensive study should seek the opinions of these stakeholders regarding this recommendation.
- At the community level the O & OD can only be effective if it is reinforced by civic education, which can make people aware of the importance of participating in planning for their own development. Meetings at village and mitaa level are hardly held or if held are not properly conducted in the sense of providing feedback to community members with regards to the villages' income and expenditure or status of implementation of their O&OD plans. If there was transparency in most of the issues or activities transpiring at village levels attendance to the village assemblies is likely to increase. JICA's main study should therefore focus on finding out the possibility of putting mechanisms in place for enforcing the statutory meetings at ward village and mtaa levels.
- The concept of multi-sectoral and interdisciplinary approach is yet to be internalised at all levels of government. More sensitisation and training is required to make all actors in the O & OD process change their mindsets and adopt the holistic approach to planning. For example at LGA level efforts should be geared towards the development of multi-sectoral and inter disciplinary work teams rather than the current arrangement where departments operate independently. JICA's main study should pursue on the possibility of training arrangements for the multidisciplinary and multi-sectoral teams.
- Coordination of the various initiatives by various stakeholders is at central and local level remains a problem. PMORALG should play a more proactive role in ensuring that other Sector Ministries and Development Partners support and adhere to the O & OD methodology when undertaking development activities at LGA level. At LGA level focus should be on finding out ways that would enable effective coordination of the various development activities. It is important to synchronise O & OD with the on going local government reforms if the existing confusion is to be achieved. Currently the key actors including the CD and HoD seem not to be concerned with following up the O & OD activities where rolling up has been completed because of lack of coordination and accountability. The comprehensive study should focus more on the problem areas and improve on this recommendation.
- Monitoring and evaluation tools are lacking in the O & OD process. Since so far over half the LGAs have rolled out the methodology, it is time that the proposed study geared at bridging this

gap were undertaken to allow for effective M&E to take place. The upcoming JICA study should focus on finding out the possibility of having effective M&E tools at LLGAs.

- It has been found out from the study that one of the stumbling blocks to the follow up activities after the roll out process is shortage of funds. The proposed JICA comprehensive study should explore the possibility to have special allocation for the O&OD activities post roll out process..
- The JICA intended comprehensive study on the O&OD should focus on among others, assessing the level and strategies of incorporating into the LGAs strategic plans the village/mtaa O&OD development plans.
- The upcoming JICA comprehensive study should focus on finding out the best mechanism to enhance communication between and to village/mtaa or ward and councils in order to encourage people at village/mtaa level to participate in their development planning. Similarly, strategies for information and communication flow from the LGA to the Regional level and others stakeholders should be explored
- The intended comprehensive study should also focus on the O &OD institutional arrangements specifically the district core teams and the resource teams at ward and village levels in terms of roles and responsibilities, the mandate, capacity building requirements and relationships with the existing structures.

10. Annexes

10.1 TOR

Terms of Reference

Pre-Study on

Opportunities and Obstacles to Development Planning Methodology

Background

People's participation in development has gained momentum in recent years. Tanzania's experience on decentralizations for people's participation has passed in different periods due to the fact that in 1972 the Government of Tanzania (GOT) abolished the LGAs and in 1982 the GOT decided to reinstate them again. And in 1998 the GOT decided to embark on major reforms, which among others is LGRP so as to increase the efficiency in government service delivery.

All along, planning in Tanzania has been top-down approach. This approach has led to many plans that are not sustainable and having no participation from the targeted communities, and has also led to smothering of the sense of freedom to decide and therefore deleterious to the crucial issue of ownership of these activities/programmes. Because of these shortcomings and as part of the renewed emphasis on participatory planning, the Government of Tanzania introduced Opportunities and Obstacles to Development as a National planning tool for all development plans.

The process of developing the O&OD started in 2001. Experts from PORALG, UNICEF, Regional Secretariats of Iringa and Rukwa collaborated in the development of the methodology, and preparation of the O&OD Manuals. This work was done through workplace meetings, retreats, community meetings, pre-testing in Morogoro Rural, Morogoro Urban, and Piloting in Hai district Council. To date, more than 66 District Councils have rolled out O&OD planning methodology. Meanwhile, the GOT is committed to roll out the O&OD in the remaining LGAs.

The O&OD methodology aims to promote self help spirit, mobilize material and human resources, and enhance transparency and accountability in the process of planning, decision making and in the implementation and management of development activities. Bearing in mind, the question of long term sustainability of the O&OD planning methodology needs to be addressed through a study.

JICA through local consultants intends to conduct preliminary study to review the rationale and applicability of the methodology based on the field study on 2 councils and the report of this preliminary study is expected to be of good reference for the following JICA's project that aims at the comprehensive improvement of O&OD methodology.

Purpose

This is a preliminary study for the following JICA's project aiming at proposing the comprehensive improvement of O&OD methodology. The consultants shall present an analysis covering:

1. A critical review and analyses of the existing literatures and/or reports on O&OD methodology including roll out reports.
2. To review the following points by field study to two councils(urban and rural) which have already rolled out O&OD methodology:
 - 2.1 The stakeholders who are involved in O&OD methodology and their implications on sustainability of the methodology as the primary engine for peoples' participation at the community level.
 - 2.2 To review to which extent plans are made by O&OD methodology, as well as implementation experiences of those plans.

Scope of the study

The study shall entail the following specific tasks:

Task 1: Review of the Existing Documents/Reports related to O& OD Methodology

The Consultant shall conduct a comprehensive review of the existing literatures/reports/documents which were prepared in relation to this methodology. Specifically, the review will include, training manual hand book, rural and urban O & OD rolling process, other study reports conducted in relation to O & OD and its implications, etc. The review should come up with areas which need further investigations.

Task 2: Field Visit

The Consultant shall conduct a field study to two councils which rolled out O & OD in year 2002-2004. The councils must comprise of urban and rural for the aim of getting clear views on both settings. During their field study the consultants shall conduct interview with relevant respondents at different levels (regional, council, ward, village and sub village). The interview must consider various stakeholders such as CSOs leaders etc. Through this field stuffy, the Consultants shall review the 2 points stated above as 2.1) and 2.2).

Task 3: Report Writing

The Consultant shall prepare the first draft after coming back from their field study. They should submit the draft to JICA and JICA shall make comments which have to be incorporated and send it back to the consultant. The Consultant shall incorporate those comments raised by JICA in the final draft and send the final draft to JICA.

Expected outputs

The Consultant shall produce the following:

A report (soft and hardcopy) providing a comprehensive O & OD analysis covering the stated specific purpose of the TOR, accompanied by detailed recommendations on how the main study will focus. The report shall be prepared in English and will not exceeding 30 pages, excluding appendices, comprising an Executive Summary, Overview of the Assignment as well as major findings and recommendations for the main study in tabulated or bullet form and a list of informants with their contacts. Thus, the report should summarise the following;

1. The salient features of O&OD, as compared with PRA, Log Frame, PCM etc.
2. Critique on its advantages and disadvantages, strength and weaknesses, in light of LGR in Tanzania.
3. Issues on its institutionalization including roll out mechanism, aggregation and implementation of O&OD plans, back stopping and review, and the perception of sector ministries and DPs in adopting O&OD.
4. The status of roll out to date, including the funding sources and breakdowns.
5. Linkages of O & OD plans and Budgeting process, including LGCDG systems.

Schedule

The Consultant shall commence their work on December 12th, 2005 and the assignment of this study is 20 working days including fieldwork and report writing.

JICA will receive a draft report for comments not later than January 4th, 2006. The final report which incorporates the comments shall be submitted to JICA by January 11th.

Team

The team shall include

At least one specialist in community development,

One specialist in Local Government affairs, who is familiar with the ongoing Local Government Reform in Tanzania, if necessary.

10.2 List of People Met

28th December 2005, RS – DARESALAAM

No	NAME	POSITION	LOCATION	ROLE IN O&OD
1	Mr. Rogatian Kimaryo	Economist	RS DSM	District Facilitator
2	Ms. Mary Shirima	Administrative Officer	RS DSM	Facilitator

28th December 2005, TEMEKE MUNICIPAL COUNCIL – DAS

No	NAME	POSITION	LOCATION	ROLE IN O&OD
1	Mr. Iddi Nyundo	Municipal Executive Director	Temeke MC	Coordinator
2	Ms. Jane B. Mwabesa	Municipal Economist	Temeke MC	Coordinator/ Facilitator
3	Mrs. Mercy D. Dirisha	CDO	Temeke MC	District & National Facilitator
4	Mr. Idd M. Mfaume	Planner	Temeke MC	District Facilitator
5	Mr. Anselmi S. Mandari	WEO	Temeke MC	District Facilitator
6	Ms. Mariam Mdoe	WEC	Temeke MC	Ward Facilitator

KURASINI WARD

No	NAME	POSITION	LOCATION	ROLE IN O&OD
1	Mr. Anselmi S. Mandari	WEO	Kurasini Ward	Ward Facilitator
2	Ms. Mariam Mdoe	WEC	Kurasini Ward	Ward Facilitator
3	Mr. Msede Hussein	Mtaa Chairman	Kurasini Ward	Participant
4	Mr. Issa Chigore	Mtaa Chairman	Kurasini Ward	Participant
5	Ms. Felista Komba	Mtaa Chairman	Kurasini Ward	Participant
6	Mr. Adam Dachi	Mtaa Chairman	Kurasini Ward	Participant
7	Mr. George Kimande	Mtaa Chairman	Kurasini Ward	Participant

KISARAWA II WARD

No	NAME	POSITION	LOCATION	ROLE IN O&OD
1	Rukia Mohamed	Councillor	Kisarawe II	Participant
2	Suleiman Waziri	Wec	Kisarawe II	Ward Facilitator
3	Samwel Anderson	Head Teacher	Kichangani P/School	Ward Facilitator
4	Suleiman M. Mtego	Mtaa Chairman	Kichangani	Participant
5	Hidaya H. Momba	Mtaa Secretary	Kichangani	Participant
6	James Ngasa	Mtaa Chairman	Ukooni	Participant
7	Semeni Amiri	Mtaa Secretary	C/Mwasonga	Participant
8	Sadiki Abdallah	Represented Religious Group	Kichangani	Participant
9	Marco Masanja	Represented Religious Group	Kichangani	Participant
10	Khamis M. Momba	Represented Elderly People	Kichangani	Participant
11	Salum Ramadhan	Represented Elderly People	Kichangani	Participant
12	Jabir H. Jabir	Represented Influential Person	Kichangani	Participant
13	Simba Omary	Rep. Elderly People	Kichangani	Participant
14	Asumpta P. Rwiza	P/School Teacher	Kichangani	Resource Person
15	Zubeda Mbegu	Member	Kichangani	Participant

16	Ramadhan O. Vavatu	Influential Person	Kichangani	Participant
17	Ally Suleiman	Youth	Kichangani	Participant
18	Sophia Said	Youth	Kichangani	Participant
19	Sophia Abdallah	Women	Kichangani	Participant
20	Rehema Meso	Women	Kichangani	Participant
21	Mwazani Mbwana	Member	Kichangani	Participant
22	Clessy J. Mkude	Rep. Elderly People	Kichangani	Participant
23	Zaina Nassoro	Rep. Elderly People	Kichangani	Participant
24	Ahmad S. Wima	WEO	Kisarawe II	Facilitator
25	Shafii Abdallah	Mtaa Chairman	Kigogo	Participant
26	Halima Hashim	Women	Kichangani	Participant

3rd January 2006 KONDOA DISTRICT COUNCIL

No	NAME	POSITION	LOCATION	ROLE IN O&OD
1	Gervas Amata	Ag. Planning Officer	Kondoa Dc	Facilitator
2	Said Twalib	B/Keeping Officer	Kondoa Dc	Facilitator
3	Yusuf A.M Msalu	Agricultural Officer	Kondoa Dc	Facilitator
4	Mohamed Thawa	Agricultural & Planning Officer	Kondoa Dc	Facilitator
5	Josephine V. Mrawa	Agricultural & Livestock Officer	Kondoa Dc	Facilitator
6	Ahimidiwe Y. Mriakalia	Health Officer	Kondoa Dc	Facilitator
7	Amos D. Machilika	HRO	Kondoa Dc	Facilitator

4th January 2006 KONDOA TOWN WARD

No	NAME	POSITION	LOCATION	ROLE IN O&OD
1	Mohamed H. Bura	WEO	Kondoa Town	Facilitator
2	Hussein Idabu	Chairperson	Ubembeni	Participant
3	Ally Mguda	Chairperson	Tura	Participant
4	Juma Sungu	Chairperson	Kichangani	Participant
5	Omary Siloti	Chairperson	Bicha	Participant
6	Hamidu Mkopi	Chairperson	Mmarani	Participant
7	Haruna Kimoro	Chairperson	M/Shamba	Participant
8	H.S Salum	Chairperson	Mwingani	Participant
9	Laila Makoa	MEO	Bicha	Facilitator
10	Zuhura H. Mungah	MEO	Chemchem	Facilitator
11	Veronika M. Karoli	MEO	Ubembeni	Facilitator
12	Musa S. Chobu	MEO	Mnarani/Mningani	Facilitator
13	Umyy H. Ally	MEO	Tura	Facilitator
14	Khadija Kidangi	MEO	Kichangani	Facilitator
15	Asha Ramadhani	MEO	Iboni	Facilitator
16	Juma Stambuli	Mtaa Chairperson	Chemchem	Facilitator

04.01.2006 MONDO WARD

No	NAME	POSITION	LOCATION	ROLE IN O&OD
1	Issa Longo	Chairperson	Mondo	Participant
2	Iddi Kidunda	Rep. Elderly People	Mondo	Participant
3	Zuhura Nteruka	Member	Waida	Facilitator
4	Omary Mkuyu	Youth	Waida	Participant
5	Haruna Mikina	Member	Waida	Participant
6	Kadri Ally	Member	Waida	Participant
7	Mganga Ndunyi	VEO	Pongai	Facilitator
8	Hajara Noti	VEO	Waida	Facilitator
9	Mwanahamisi Mlangi	Member	Pongai	Participant
10	Salima Mwenda	Member	Pongai	Participant
11	Hamudu Iddi	Member	Waida	Participant
12	Hussein Sebu	Kitongoji Chairperson	Waida	Participant
13	Frank Ndwatta	VEO	Mondo	Facilitator
14	Juma Mafita	MEMBER	Waida	Participant
15	Masudi Nkungu	Kitongoji Chairperson	Waida	Participant
16	Hussein Kijuu	WEC	Mondo	Participant
17	Khaidary Kidesu	Member	Mondo	Participant
18	Peter Gungi	Member	Pongai	Participant
19	Hassan Bakari	Member	Pongai	Participant
20	Mohamed Kayda	Kitongoji Chairperson	Waida	Participant
21	Adam Karani	Member	Waida	Participant
22	Athuman Ramadhani	Chairperson	Pongai	Participant
23	Daudi Bongoji	Member	Mondo	Participant
24	Asha Kaita	WEO	Mondo	Participant
25	Marcisa Jinyange	Health Officer	Mondo	Participant

06.01.2006 PORALG -DODOMA

No	NAME	POSITION	LOCATION	ROLE IN O&OD
1	Mr. G.K. Mwaijande	Economist	Dodoma	National Facilitator
2	Mr. A.S. Mlupilo	Economist	Dodoma	National Coordinator

06.01.2007 RAS -DODOMA

No	NAME	POSITION	LOCATION	ROLE IN O&OD
1	Mr. George Mwakandyali	Principal Economist	RS - Dodoma	Participant/Observer

06.01.2006 DODOMA - ZRT - HARODS

No	NAME	POSITION	LOCATION	ROLE IN O&OD
1	Mr E. R Lyatuu	HARODS	ZRT Dodoma	Unknown
2	Mr. M.P Matumula	HARODS	ZRT Dodoma	Unknown

06.01.2006 INSTITUTE OF RURAL DEVELOPMENT PLANNING

No	NAME	POSITION	LOCATION	ROLE IN O&OD
1	Mr. Kirobe Benedict	Lecturer	IRPD	National Facilitator
2	Mr. Sebiga Batimo	Lecturer	IRPD	National Facilitator

09.01.2006 UNICEF

No	NAME	POSITION	LOCATION	ROLE IN O&OD
1	Mrs. Grace Mwalemba	Project Officer Planning	DSM	Coordinator

Other Informants Consulted and their Organisations

RIPS

Ms Julie Adkin: ex RIPS official now working for SNV

SNV

Ms Maureen Rauell

Morogoro DC

Mr. Kapinga Silas:	Planning Officer
Mr. Mgingi Henry:	Planning Officer
Mr. Alinamuse Mwalufundi:	Human Resources Officer

10.3 References

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- Various training materials used by PORALG on the O& OD Methodology, the Relationships between MKUKUTA, NDV 2025, Strategic Planning and MTEF and Poverty Monitoring System.
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10.4 Roll out Status

REGION	DISTRICT	YEAR OF ROLL OUT	SOURCE OF FUND
ARUSHA	ARUMERU DC		
	ARUSHA MC		
	KARATU DC		
	MONDULI DC		
	NGORONGORO DC	2004/2005	AUSTRIAN05/PO-RALG
COAST	BAGAMOYO DC	2002/2003	UNICEF02
	KIBAHA DC	2002/2003	UNICEF02
	KISARAWA DC	2002/2003	UNICEF02
	MAFIA DC	2003/2004	PORALG03
	MKURANGA DC		
	RUFJI DC		
DAR ES SALAAM	ILALA MC		
	KINONDONI MC	2005/2006	PORALG05
	TEMEKE MC	2003/2004	UNICEF03
DODOMA	DODOMA DC		
	DODOMA MC		
	KONDOA DC	2004/2005	PORALG04
	KONGWA DC		
	MPWAPWA DC		
IRINGA	IRINGA DC	2004/2005	UNICEF04
	IRINGA MC	2004/2005	UNICEF04
	LUDEWA DC	2004/2005	UNICEF04
	MAKETE DC	2002/2003	UNICEF02
	MUFINDI DC	2003/2004	UNICEF03
	NJOMBE DC	2004/2005	UNICEF04/PORALG
KAGERA	BIHARAMULO DC		
	BUKOBA DC		
	BUKOBA TC		
	KARAGWE DC		
	MULEBA DC		
	NGARA DC	2005/2006	ADB05
KIGOMA	KASULU DC	2003/2004	PORALG03
	KIBONDO DC	2002/2003	UNICEF02
	KIGOMA DC	2003/2004	PORALG03
	KIGOMA TC	2003/2004	PORALG03
KILIMANJARO	HAI DC	2002/2003	UNICEF02
	MOSHI DC		
	MOSHI MC		
	MWANGA DC		
	ROMBO DC	2004/2005	PORALG04
	SAME DC		
LINDI	KILWA DC		
	LINDI DC		
	LINDI TC		
	LIWALE DC		
	NACHINGWEA DC		
MANYARA	RUANGWA DC		
	BABATI	2003/2004	PORALG03/FARM AFRICA
	HANANG	2003/2004	PORALG03
	KITETO	2003/2004	PORALG03/LAMP
	MBULU		
MARA	SIMANJIRO	2004/2005	PORALG03/LAMP
	BUNDA DC	2003/2004	SIDA
	MUSOMA DC	2002/2003	UNICEF02
	MUSOMA TC	2004/2005	UNICEF04
	SERENGETI DC	2003/2004	SIDA
	TARIME DC	2005/2006	UNICEF05

MBEYA	CHUNYA DC	2003/2004	DANIDA03
	ILEJE DC	2003/2004	DANIDA03
	KYELE DC	2003/2004	DANIDA03
	MBALALI DC	2002/2003	UNICEF02
	MBEYA DC	2003/2004	DANIDA03
	MBEYA MC	2004/2005	DANIDA04
	MBOZI MC	2003/2004	DANIDA03
MOROGORO	RUNGWE DC	2003/2004	DANIDA03
	KILOMBERO DC	2005/2006	UNICEF05
	KILOSA DC	2002/2003	UNICEF02
	MOROGORO DC	2005/2006	UNICEF05
	MOROGORO MC	2005/2006	UNICEF05
MTWARA	ULANGA DC	2005/2006	UNICEF05
	MASASI DC	2003/2004	UNICEF03
	MTWARA DC	2003/2004	UNICEF03
	MTWARA TC	2003/2004	UNICEF03
	NEWALA DC	2003/2004	UNICEF03
MWANZA	TANDAHIMBA DC	2003/2004	UNICEF03
	GEITA DC	2005/2006	UNICEF05
	KWIMBA DC	2005/2006	ADB05
	MAGU DC	2002/2003	UNICEF02
	MISUNGWI DC	2005/2006	UNICEF05
	MWANZA DC	2003/2004	UNICEF03/PORALG
	SENGEREMA DC	2003/2004	UNICEF03
SHINYANGA	UKEREWE DC	2003/2004	SIDA
	BARIADI DC	2004/2005	PORALG04
	BUKOMBE DC		
	KAHAMA DC		
	MSWA DC	2004/2005	PORALG04
	MEATU DC	2004/2005	PORALG04
SINGIDA	SHINYANGA DC		
	SHINYANGA MC		
	IRAMBA DC	2002/2003	UNICEF02
	MANYONI DC		
TABORA	SINGIDA DC		
	SINGIDA TC	2002/2003	UNICEF02
	IGUNGA DC		
	NZEGA DC		
	SIKONGE DC	2003/2004	PORALG03
	TABORA DC		
TANGA	TABORA MC		
	URAMBO DC		
	HANDENI DC		
	KOROGWE DC		
	LUSHOTO DC		
	MUHEZA DC		
RUKWA	PANGANI DC		
	TANGA MC		
	MPANDA DC	2003/2004	PORALG03
	NKASI DC	2003/2004	PORALG03
RUVUMA	SUMBAWANGA DC	2003/2004	PORALG03
	SUMBAWANGA TC	2003/2004	PORALG03
	MBINGA TC		
	SONGEA DC	2003/2004	UNICEF03
	SONGEA TC		
	TUNDURU DC		