

Support Program
on
Rural and Agricultural Sector Development Phase 2
in
the United Republic of Tanzania

Final Report

February 2009

JAPAN INTERNATIONAL COOPERATION AGENCY
INTERNATIONAL DEVELOPMENT CENTER OF JAPAN

PREFACE

In response to a request from the United Republic of Tanzania, the Government of Japan decided to conduct a Support Program on Rural and Agricultural Sector Development Phase 2 in the United Republic of Tanzania and entrusted the study to the Japan International Cooperation Agency (JICA).

JICA selected and dispatched a study team headed by Ms. Satoko EMOTO, International Development Center of Japan, between November 2005 and February 2008.

The team held discussions with the officials concerned of the Government of the United Republic of Tanzania and conducted field surveys at the study area. Upon returning to Japan, the team conducted further studies and prepared this final report.

I hope that this report will contribute to the promotion of this project and to the enhancement of friendly relationship between our two countries.

Finally, I wish to express my sincere appreciation to the officials concerned of the Government of the United Republic of Tanzania for their close cooperation extended to the study.

February 2009

Eiji HASHIMOTO
Vice-President
Japan International Cooperation Agency

February 10, 2009

Mr. Eiji HASHIMOTO
Vice-President
Japan International Cooperation Agency

Letter of Transmittal

Dear Mr. Hashimoto:

We are pleased to submit herewith the final report of the Support Program on Rural and Agricultural Sector Development Phase 2 in the United Republic of Tanzania. The Program was undertaken for 40 months from November 2005 to February 2009 by the study team, the Rural and Agricultural Development Advisory Group (RADAG), under a contract with your agency.

The Government of Tanzania (GoT) had increasingly adopted the Sector Wide Approach (SWAp) in various sectors since the formulation of the Poverty Reduction Strategy in 2000. In recognition of the sector's essential importance to poverty reduction, GoT had also decided to formulate and implement the Agricultural Sector Development Programme (ASDP). Following the decision of the Government of Japan to play a leading role in the donor coordination, JICA executed the first phase of the Program from March 2001 to March 2005. During the period, RADAG assisted JICA Tanzania Office in coordinating with other stakeholders and provided various kinds of technical assistance such as sector analysis and advice on Japan's possible cooperation in ASDP.

In the second phase, RADAG was mainly engaged in supporting activities for: 1) Improvement of institutional arrangements for ASDP; 2) Establishment and operation of the ASDP Basket Fund; 3) Formulation and implementation of the District Agricultural Development Plan (DADP), the local component of ASDP; and 4) Capacity building of the central and local governments for the ASDP implementation. As part of information sharing with other stakeholders, the present report summarizes the activities carried out by RADAG in Phase 2 and presents lessons drawn from its eight-year experience and suggestions for future implementation of and/or support to SWAp.

In completing the Program, we would like to express our sincere gratitude to the officials of your agency. We would also like to extend our deepest appreciation to all those concerned with ASDP in the United Republic of Tanzania for their kind assistance and cooperation. It is our hope that this report will be utilized in the implementation of ASDP and other sector programs, contributing to the poverty reduction and sustained growth of the country.

Very truly yours,

Satoko EMOTO
Leader
Support Program on Rural and Agricultural Sector Development Phase 2
in the United Republic of Tanzania

The Support Program on Rural and Agricultural Sector Development Phase 2
in the United Republic of Tanzania

Final Report

Table of Contents

Abbreviations and Acronyms

Volume 1 General Background

Chapter 1 Introduction	1
1.1 Background	1
1.2 Outline of RADAG Program Phase 2	1
1.3 Objectives and Structure of the Report.....	2
Chapter 2 Overviews of SWAp and ASDP	5
2.1 Overview of SWAp	5
2.1.1 SWAp in General Context.....	5
2.1.2 SWAp in Tanzanian Context.....	7
2.2 Outline of ASDP Framework	9
2.3 Major Events of the ASDP Formulation and Implementation.....	13
2.3.1 From ASDS Formulation till ASDP Partial Implementation (- June 2004)	13
2.3.2 Movement until the Establishment of ASDP Basket Fund (- June 2006)	15
2.3.3 After the Establishment of the ASDP Basket Fund (July 2006 -)	16

Volume 2 Report of RADAG Activities

Chapter 3 Activities carried out by RADAG	23
3.1 Participation in Joint Appraisal Mission and Joint Implementation Review.....	23
3.1.1 Joint Appraisal.....	23
3.1.2 Participation in the Joint Implementation Reviews.....	25
3.1.3 Contribution of RADAG	26
3.2 Support to DADP Planning and Implementation	27
3.2.1 Preparation of DADP Guidelines	28
3.2.2 Training of DADP Planning and Implementation	30
3.2.3 Backstopping.....	32
3.2.4 Quality Assessment of DADPs.....	36
3.2.5 Enhancement of DADP P&I TWG Operation.....	39
3.2.6 Consolidation of DADP Quarterly Progress Report.....	40
3.2.7 Contribution of RADAG	42
3.3 Support to Finalization and Operationalization of the ASDP M&E Framework	42
3.3.1 Study on ASLMs' M&E Capacity for DADPs.....	43
3.3.2 Participation in the M&E Working Group of MAFC.....	43
3.3.3 Establishment of the ASLMs and DPs Working Group	43
3.3.4 Finalization of ASDP M&E Framework	44
3.3.5 Finalization of Short-listed Indicators.....	44
3.3.6 Preparation for the 2008 Agricultural Survey (Sample Census)	47
3.3.7 Contribution of RADAG	47
3.4 Studies on ASDP Institutional Arrangements.....	48
3.4.1 Study on National-level Institutional Arrangements for ASDP Implementation.....	48
3.4.2 Study on Coordination Mechanism of the Assistance with Particular Attention to TA for	

Capacity Development	49
3.4.3 Contribution of RADAG	50
3.5 Other Activities.....	51
3.5.1 Agricultural Sector Review 2006/07	51
3.5.2 Study on Training Institutions	52
3.5.3 Others	55
3.5.4 Contribution of RADAG	56
Chapter 4 Contributions made by RADAG and Remaining Challenges	57
4.1 Support to Institutional and Operational Arrangement for ASDP	57
4.2 Establishment of ASDP Basket Fund and Follow-ups for the Operation of the Fund	58
4.3 Facilitation of DADP Planning and Implementation.....	59
4.4 Capacity Building of Relevant Organizations	60
Volume 3 Lessons learned for Future SWAp	
Chapter 5 Matters learned while Supporting ASDP	63
5.1 During the Formulation of ASDS/ASDP	64
5.1.1 Formulation of ASDS/ASDP Documents.....	64
5.1.2 Participation of DPs in Formulation.....	66
5.1.3 Joint Appraisal Mission	69
5.1.4 Memorandum of Understanding.....	70
5.1.5 Preparation of Documents for Implementation	70
5.1.6 Summary of Issues during Formulation	72
5.2 During the Implementation of ASDP	73
5.2.1 Operation of and Coordination within ASLMs	73
5.2.2 Contribution to the Basket Fund and Preparation of Annual Work Plan and Budget....	75
5.2.3 Dialogue Mechanism.....	77
5.2.4 Mainstreaming.....	79
5.2.5 Joint Implementation Review.....	80
5.2.6 Thematic Working Groups	81
5.2.7 ASLMs' support to DADP Planning and Implementation	82
5.2.8 M&E.....	83
5.2.9 Summary of Issues during Implementation.....	84
Chapter 6 Lessons learned and Suggestions for SWAp Implementation and Support.....	87
6.1 To understand the general Nature of SWAp	87
6.2 To strengthen Consultation and Coordination among Stakeholders.....	88
6.3 To support Capacity Development of the Host Government.....	91
6.4 To develop institutional Capacities of SWAp supporting Agencies	92
6.5 Practical Suggestions.....	94
Attachments	
Major Events of ASDP Formulation and Implementation	Attch.1-1
Practical Suggestions.....	Attch.2-1

Abbreviations and Acronyms

ACBG:	Agricultural Capacity Building Grant
AEBG:	Agricultural Extension Block Grant
ARDS:	Agricultural Routine Data System
ASCG:	Agriculture Sector Consultative Group
ASDP:	Agricultural Sector Development Programme
ASDS:	Agricultural Sector Development Strategy
ASFT:	Agricultural Service Facilitation Team
ASLMs:	Agricultural Sector Lead Ministries (including PMO-RALG)
ASPS II:	Agricultural Sector Programme Support Phase II
ASSP:	Agricultural Services Support Programme
A-WG:	Agricultural Sector Working Group (of the Development Partners Group)
BFSC:	Basket Fund Steering Committee
CD:	Committee of ASLM Directors
CMT:	Council Management Team
CSO:	Civil Society Organization
DADG:	District Agricultural Development Grant
DADP:	District Agricultural Development Plan
DADS:	District Agricultural Development Support
DALDO:	District Agricultural and Livestock Development Officer
DANIDA:	Danish International Development Agency
DASIP:	District Agricultural Sector Investment Project
DC:	District Council
DDP:	District Development Plan
DED:	District Executive Director
DFID:	Department for International Development (UK)
DFT:	District Facilitation Team
DIDF:	District Irrigation Development Fund
DP:	Development Partner
DPG:	Development Partners Group
DPLO:	District Planning Officer
DPP:	Director of Policy and Planning
DSC:	Division of Sector Coordination
EU:	European Union
FAO:	Food and Agriculture Organization of the United Nations
FEWSNET:	Famine Early Warning Systems Network
FASWOG:	Food and Agricultural Sector Working Group
FTC:	Farmers Training Center
GoJ:	Government of Japan
GoT:	Government of Tanzania
GBS:	General Budget Support
HBS:	Household Budget Survey
ICC:	Inter-Ministerial Coordination Committee
IFAD:	International Fund for Agricultural Development
JAM:	Joint Appraisal Mission
JAST:	Joint Assistance Strategy for Tanzania
JICA:	Japan International Cooperation Agency
JIR:	Joint Implementation Review
LGA:	Local Government Authority
LGCDG:	Local Government Capital Development Grant

LGMD:	Local Government Monitoring Database
LITI:	Livestock Industry Training Institute
M&E:	Monitoring and Evaluation
MAFC:	Ministry of Agriculture, Food Security and Cooperatives
MATI:	Ministry of Agriculture Training Institute
MDAs	Ministries, Departments and Agencies
MITM:	Ministry of Industry, Trade and Marketing
MLD:	Ministry of Livestock Development (reorganized into the Ministry of Livestock and Fisheries Development, or MLDF, in February 2008)
MLDF:	Ministry of Livestock Development and Fisheries
MKUKUTA	Mkakati wa Kukuza Uchumi na Kupunguza Umaskini Tanzania (=NSGRP)
MoU:	Memorandum of Understanding
MTEF:	Medium Term Expenditure Framework
NACTE:	National Council for Technical Education
NAEPII:	National Agricultural Extension Project II
NALERP:	National Agricultural and Livestock Extension Rehabilitation Project
NALRP:	National Agricultural and Livestock Research Project
NBS:	National Bureau of Statistics
NGO:	Non-Governmental Organization
NSCA:	National Sample Census of Agriculture
NSGRP:	National Strategy for Growth and Reduction of Poverty
O&OD:	Opportunities and Obstacles to Development
OJT:	On-the-job Training
PADEP:	Participatory Agricultural Development and Empowerment Project
P&I:	Planning and Implementation (only used for the name of a thematic working group)
PME:	Participatory Monitoring and Evaluation
PMO-RALG:	Prime Minister's Office - Regional Administration and Local Government
PAF:	Performance Assessment Framework
PlanRep:	Planning and Reporting Database
PRS:	Poverty Reduction Strategy
RADAG:	Rural and Agricultural Development Advisory Group (of JICA)
RAA:	Regional Agricultural Advisor
RLA:	Regional Livestock Advisor
RAS:	Regional Administrative Secretary
RDS:	Rural Development Strategy
RS:	Regional Secretariat
SMART (U):	Specific, Measurable, Accurate, Realistic, Timely (and Useful)
SWAp:	Sector Wide Approach
TA	Technical Assistance
TIC:	Tanzania Investment Centre
TRA:	Tanzania Revenue Authority
ToT:	Training of Trainers
TWG:	Thematic Working Group
USAID:	United States Agency for International Development
VADP:	Village Agricultural Development Plan
VDP:	Village Development Plan
WDP:	Ward Development Plan
WFP:	United Nations World Food Programme
WFT:	Ward Facilitation Team

Exchange Rates
(as of January 2009)

US\$ 1 = Tsh 1,310.72

US\$ 1 = ¥ 90.44

Tsh 1 = ¥ 0.069

(JICA's Monthly Rates)

Volume 1

General Background

Chapter 1 Introduction

1.1 Background

Since the latter half of the 1990s, the Government of Tanzania (GoT) has increasingly adopted the Sector Wide Approach (SWAp) for development. In 2000, following the social sectors, it was applied to the agricultural sector. In 2000, the agricultural sector accounted for about a half of Tanzania's GDP and supports approximately 80% of the economically active population: even at present, the sector contributed to the economy with 26.5% of GDP¹ and more than 70% of total employments.² It has been also regarded as the significant area for development in terms of both poverty reduction and economic growth since the outset of Poverty Reduction Strategy (PRS) in 2000.

The Government of Japan (GoJ) has decided to take part in the SWAp and, through consultation with GoT and other Development Partners (DPs), agreed to assume the secretariat for a task force jointly set up for formulation and implementation of the agricultural sector program. The Japan International Cooperation Agency (JICA) thus employed a team of consultants called the Rural and Agricultural Development Advisory Group (RADAG) for the Support Program on Rural and Agricultural Sector Development for the purpose of technically assisting GoT in the SWAp. RADAG Phase 1 (March 2001 – March 2005) helped JICA coordinate with other stakeholders and contributed to the process by sharing the findings of various studies for agricultural development.

GoT prepared the Agricultural Sector Development Strategy (ASDS) and the Rural Development Strategy (RDS) in 2001 through collaboration with DPs. Based on these strategies, it formulated the Agricultural Sector Development Programme (ASDP) Process and Framework Document in 2003. Then it embarked on the implementation of ASDP's local component, the District Agricultural Development Plans (DADPs).

At the time around the completion of RADAG Phase 1, GoT entered into a new era of macroeconomic policy and management. In July 2005, GoT formulated the National Strategy for Growth and Reduction of Poverty (NSGRP), following the PRS. This strategy aims at increasing productivity, profitability, employment opportunities and food security in the agricultural sector. In June 2006, it produced the Joint Assistant Strategy in Tanzania (JAST) as a medium-term framework for managing development cooperation between GoT and DPs. JAST is based on national and international commitments and initiatives on aid effectiveness, such as the Tanzania Assistance Strategy (2002), the Rome Declaration on Aid Harmonization (2003) and the Paris Declaration on Aid Effectiveness (2005). All DPs are expected to support GoT's development efforts in accordance with JAST, particularly in the direction towards the General Budget Support (GBS).

Under these circumstances, RADAG Phase 2 was started in November 2005. While it was basically continuation of Phase 1, the focus of its activities was shifted to more direct technical support to GoT, as well as capacity development of relevant organizations through collaboration, for the effective and efficient implementation of ASDP with the establishment of the ASDP basket fund and launch of full-fledged implementation in July 2006.

1.2 Outline of RADAG Program Phase 2

RADAG Phase 2 is to be implemented for the period from November 2005 to February 2009 based on the agreement with GoT (the Ministry of Agriculture, Food Security and Cooperatives (MAFC)).

¹ Bank of Tanzania Economic Survey, 2007

² For example, Labour Force Survey, 2006

Objectives and Scopes: The overarching objective of RADAG Phase 2 is to facilitate the effective and efficient implementation of ASDP by carrying out supporting activities in close consultation with the ASDP stakeholders. Its specific objectives are summarized below.

- 1) To support the ASDP implementation process in institutional and operational aspects with focuses on disbursement of DADP funds through the local Government Capital Development Grant (LGDG) system, institutional arrangements, and monitoring and evaluation (M&E) systems at central level
- 2) To assist the establishment of the ASDP Basket Fund and carry out follow-up studies for the operation of the Fund.
- 3) To facilitate the ASDP implementation process in planning, implementing and M&E at district and field levels, especially for the DADPs.
- 4) To support the capacity building of relevant organizations through joint studies, joint workshops, and other forms of assistance in carrying out tasks necessary for ASDP.
- 5) To disseminate information and knowledge gained in the course of support activities among the ASDP stakeholders.

Principles: Japan has been playing a positive role on various fronts of agriculture and rural development in Tanzania as one of the key DPs. Recognizing the vital importance of communication and understanding among stakeholders in the SWAp, the Program takes the views of GoT and other DPs into full consideration in carrying out its support activities with particular attention to the ownership of the government.

1.3 Objectives and Structure of the Report

This is the draft final report of RADAG Phase 2 prepared for the following objectives:

- 1) To describe developments in the ASDP implementation in connection with RADAG's activities during the entire period of Phase 2;
- 2) To summarize activities carried out by RADAG during the said period;
- 3) To examine contributions made by RADAG to the ASDP implementation; and
- 4) To provide suggestions for future implementation of and/or support to SWAp in Tanzania and other Sub-Saharan African countries based on RADAG's experience gained through Phases 1 and 2 (i.e., from March 2001 to February 2009).

The present report is divided into three volumes.

Volume 1 includes this chapter and Chapter 2, which provides overviews of SWAp and ASDP. Overview of SWAp is described in both international and Tanzanian contexts. That of ASDP is delineated from institutional and historical points of view.

Volume 2 is an activity report composed of two chapters: Chapter 3 presents major activities carried out by RADAG Phase 2, including developments in the ASDP implementation in connection with the activities; and Chapter 4 discusses outputs made by RADAG together with other stakeholders and challenges ahead for ASDP.

Volume 3 focuses on the fourth objective of the report, consisting of two chapters: Chapter 5 reports RADAG's experience and various events in supporting the ASDP formulation and implementation; Chapter 6 discusses lessons drawn from the experience and provides practical suggestions for SWAp in Tanzania and other Sub-Saharan African countries. The suggestions are also intended to serve to those aid agencies and governments who will in the future be engaged in SWAp.

Table 1.1: Structure of this Report

Volume	Chapter	Major Contents
Volume 1 General Background	Chapter 1	Objectives and structure of this report
	Chapter 2	Overview of SWAp in international and Tanzanian contexts Overview of ASDP from institutional and historical perspectives
Volume 2 Report of RADAG Activities	Chapter 3	Report of RADAG activities during Phase 2
	Chapter 4	Outputs made by RADAG together with other stakeholders and challenges ahead for ASDP
Volume 3 Lessons Leant for future SWAp	Chapter 5	Issues experienced and observed in supporting experience of ASDP
	Chapter 6	lessons drawn from the experience and provides practical suggestions for future SWAp

Chapter 2 Overviews of SWAp and ASDP

With the aim of providing background and general information of ASDP, this chapter, first, presents the overview of SWAp in both general and Tanzanian contexts. It then describes general information of ASDP from both institutional and historical points of view.

2.1 Overview of SWAp³

2.1.1 SWAp in General Context

(1) Background of SWAp

In the early 1990s, project aid was criticized as donor-driven and unsustainable, which was prevailing particularly in Sub-Saharan Africa. Against this background, the World Bank took up a new approach to development in Africa, namely, the Sectoral Investment Program (SIP). The main rationale for this kind of sector-wide approach (SWAp) was to address weaknesses of the project approach, and it was expected to achieve a greater impact on development assistance.⁴

Among bilateral donors, the Danish government/DANIDA, was one of the early adopters of SWAp. Through a series of evaluation, they learned the limitations of project aid and subsequently changed their aid policy toward the Sector Program Support (SPS). They removed the word “project” from their manuals and argued that it should be re-labeled a “component” that served as part of a larger sector-wide program. SPS emphasizes a longer time frame for broader-based Danish assistance to a national endeavor in a sector. This in effect means that assistance is extended to the national policy and strategy level as well as to the program implementation level.⁵

Most Development Partners (DPs), whether multilateral or bilateral, came to share the concern about the project aid. The situation can be summarized as follows. Every donor claims success based on their respective evaluation, but no significant, and sustained, change was brought about in the entire sector. The result is that the majority of the host country remains poor just as they were before. This is referred to as donor-driven and donor-managed “island effect”. Another consideration was given to the proliferation of the project-aid, which yielded huge transaction costs burdening the host country as it had to follow various procedures that had been individually required by each DP.

A new approach, called the Sector Program (SP), rapidly became dominant in many of African countries. The donors that have cooperated in various sector programs include DANIDA, DFID, Japan, GTZ, KfW, Italy, the Netherlands, Belgium, Switzerland, Finland, NORAD, the World Bank, AfDB and the EU.⁶ The World Bank conducted several case studies of the executed sector programs and reported that in the Ethiopian education sector, for example, 15 donors cooperated in a final preparation mission.⁷ Their intention was presumably to go beyond a tiny island to change the “whole ocean”, by slimming the proliferation of the project aids.

One more important development was the preparation of Poverty Reduction Strategy (PRS). They describe a country’s macroeconomic, structural and social policies and programs to promote growth and reduce poverty, as well as associated external financing needs. PRSs are prepared by governments

³ This section is elaborated based on Fuminori Arai et al., *Basics of Sector Program*, Version 2.1, International Development Center of Japan (IDCJ), July 2005.

⁴ World Bank, *Education and Health in Sub-Saharan Africa: A Review of Sector-Wide Approaches*, 2001, p. v.

⁵ Ministry of Foreign Affairs/Danida, *The Sector-wide Approach*, Version 2, 2004, p. 6.

⁶ Ibid, p. 26.

⁷ World Bank, op. cit., p. 97.

through a participatory process involving civil society and donors. If a country submits a PRS and the World Bank and the IMF confirm that it meets a standard, i.e., the completion point, the country can obtain debt relief and successive new lending. Although it is not a strict condition like those that used as a prerequisite for lending, the suggestion made by the Bank and other donors for the investment of debt relief in a sector-wide manner pushed forward SWAp and sector programs.

(2) Definition of SWAp/Sector Program and its characteristics

SWAp, or a sector program, can be defined as a process that shares and supports across the sector: 1) a single policy framework; 2) a medium-term expenditure framework; 3) funding, whether internal or external; and 4) monitoring and evaluation; under government-led stakeholder coordination.⁸ While the definition indicates that SWAp is a “process”, donors support only funding, rather than the whole process, in many cases. Thus, the result of may be merely the production of static physical outputs. SWAp is supposed to support the whole process of the sector management from formulation of a single sector policy and an expenditure framework through funding to monitoring and evaluation.

Under the project approach, donors assumed that host governments had developed the most rationalized policies and budgets based on all of their needs and that they had coordinated various stakeholders in a reasonable manner. However, the reality was often different. Instead of basing on these unrealistic assumptions, therefore, establishment of a government-led stakeholder coordination mechanism is recommended in a sector program. Through a consultation process in this mechanism, it is expected to develop a single policy and expenditure framework shared by the government and stakeholders, including donors. Monitoring and evaluation are also to be conducted jointly. In the whole process, the coordination mechanism should be used and is expected to work effectively.

The ultimate goal of SWAp is that the host government becomes able to develop policy and expenditure frameworks and implement the program on their own. Special emphasis is thus placed on the leadership and ownership of the government in SWAp. It is for the purpose of providing the opportunity for the government to overcome the state of receiving various donor-led projects and control the development process. The government is expected to operate and improve the institution independently by advancing SWAp in its development efforts.

SWAp has been influenced by the result-oriented management policy of donors while the application was expanding across sectors and countries. In particular, donors’ attention is often paid to the impact of funding on the entire sector, rather than on individual projects, in monitoring and evaluation of the sector program. The government-donor consultation tends to focus on financial and physical progress and leave the responsibility for implementing individual projects to the government.

(3) Difference of agricultural SWAp

SWAp is more commonly used in social sectors, particularly health and education. In 2001, only 13 countries (all of which were in Sub-Saharan Africa) had adopted a sector program in agriculture, while 28 countries in health and education, respectively, worldwide.⁹ These numbers imply that SWAp does not work well in agriculture, or reflect the views of many governments of developing countries and DPs in a position to support their development efforts. SWAp is considered more difficult in the agricultural sector for the following reasons.¹⁰

⁸ For the definition of SWA/SP, also see European Commission, Europe Aid Office of Cooperation, *Guidelines for European Commission Support to Sector Programmes*, Version 1.0, February 2003, p. 9.

⁹ Mick Foster et al., “Sector Programme Approaches: Will They Work in Agriculture?”, *Development Policy Review*, 2001, 19 (3), pp. 321-338.

¹⁰ Ibid.

- 1) Agriculture is a productive sector whose activities are carried out mainly by the private sector.
- 2) The state, or the line ministry, has a smaller and different role in agriculture than in social sectors (health, education, roads, and water supply).
- 3) The government and DPs disagree on the state role in agriculture.
- 4) DPs do not fully agree among themselves on the role of government in agriculture due to differences in the sector policy and development strategy.
- 5) The line ministry must work with other parts of the government, which may require more arduous coordination and institutional arrangements.
- 6) High level political support for continued agricultural reform, essential for implementation of the sector program, may be limited.

In addition, it is often pointed out that agriculture is more location-specific and, therefore, it would be realistic to implement an area-based program rather than a uniform, sector-wide program that covers the entire country with various agricultural activities. A program design that specifies where, what and how to support may be needed since different types of infrastructure and services are required by area and sub-sector in the agricultural sector.

However, the difficulty in agricultural SWAp does not necessarily mean that SWAp should not be adopted in the sector. SWAp aims to support development efforts of the government more effectively and efficiently by the division of labor among donors, i.e., avoiding overlaps in assistance, within the sector program through government-donor consultation. When SWAp is further advanced, the transaction costs of the government can be greatly reduced by using the basket fund jointly managed by the government and donors through the common procedures that have been institutionalized in the country. SWAp is also a measure for donors as a united group to support policy and institutional reform and public finance of the host country where the institutional and financial capacity of the government is typically inadequate and, therefore, it is difficult to expect sustainable impacts of stand-alone projects, how many of them may be implemented.

2.1.2 SWAp in Tanzanian Context¹¹

(1) Impact of the Helleiner Report

In Tanzania, there has been a significant shift from project aid to SWAp and then from SWAp to GBS. This development dates back to the mid-1990s when aid fatigue, rising corruption and lack of progress in reducing poverty generated strong debate on the effectiveness of aid.¹² It was also the time when Tanzania's relations with DPs were strained mainly due to serious slippage in revenue collection and rising corruption. In mid-1994, the Danish government assembled a group of independent advisers on development cooperation issues between Government of Tanzania (GoT) and DPs. The report submitted by this group, the Helleiner report,¹³ and the adoption of the Agreed Notes in January 1997 set in motion the process for building a new relationship.

The report offered a list of recommendations with respect to ownership, partnership, responsibilities of GoT such as civil service reform, budgetary reform and economic management, social sector strategy, dealing with corruption, as well as to immediate risks and requirements. The recommendations of the report implied radical changes in the relationship between GoT and DPs in order to enhance the effectiveness of external assistance as follows.

¹¹ This section is elaborated based on Kenji Yamada, "Future Direction of Aid Modalities in Africa", Discussion Paper, JICA-RADAG, March 2002.

¹² United Republic of Tanzania, *Tanzania Assistance Strategy*, January 2002, p. 6.

¹³ Gerry K. Helleiner et al., "Development Cooperation Issue Between Tanzania and its Aid Donors: Report of the Group of Independent Advisers", June 1995.

- Need for GoT to insist on preparing the first draft of all policy documents
- Need for DPs to be willing to withhold or delay aid until the local conditions necessary for ownership are satisfied
- Need to shift from the existing situation of an uncoordinated proliferation of projects to a more rationalized and focused program
- Need to adopt a sectoral focus or concentration
- Importance of harmonizing country programs with Tanzania's own prioritization of projects
- Need to develop a vision for long-term development and to draw up supportive strategies and investment programs
- Need for full disclosure of committed resources for the purposes of proper budgetary planning
- Need to plan a gradual decline in external support for Tanzania

An independent review of the implementation of the Agreed Notes in March 1999 reported significant progress on almost all the provisions. These include macroeconomic management, aid coordination (e.g., SWAp, Public Expenditure Review (PER)/Medium Term Expenditure Framework (MTEF), quarterly sector consultations, Poverty Reduction Budgetary Support (PRBS), etc.), and democracy and governance (e.g., multiparty system, the Tanzania Development Vision 2025, the National Poverty Eradication Strategy and the National Anti Corruption Strategy). The review, however, indicated areas that require further improvement, namely: 1) parallel procedures on procurement, recruitment and remuneration, accounting, reporting formats, monitoring and management of projects; 2) fragmented and uncoordinated project support; 3) management and disbursements of resources outside the government system; 4) heavy dependency on Technical Assistance (TA)/consultants; 5) unsynchronized country assistance strategies; and 6) inadequate government capacity.

(2) Shift toward basket funding and budgetary support

A significant change in aid policies has been seen in many areas in Tanzania. DPs have moved to basket funding for a range of programs or processes. They include the Poverty Reduction Strategy (PRS), Local Government Reform Programme, Health Sector Reform Programme, Education Sector Development Programme, Rural Development Strategy, Agricultural Sector Development Strategy/Programme, Public Service Reform Programme, Public Financial Management Reform Programme, Legal Sector Reform Programme, Water Sector Development Programme and so forth.

The World Bank has strongly supported this trend and moved progressively from basket funding to budget support funding. Most of the Bank's adjustment programs were in the form of budget support including the Programmatic Structural Adjustment Credit and Poverty Reduction Support Credit. DFID is ahead of the DPs in this type of funding, offering nearly 90% of total aid for budget support in Tanzania.¹⁴ Beside UK, 13 donors, such as Denmark, Ireland, Sweden, Netherlands and Switzerland, also support the PRBS.

GoT in general, the Ministry of Finance in particular, prefers GBS to other aid modalities. This is implied by the demands made to DPs in the Tanzania Assistance Strategy (2002): 1) adopt the joint actions approach and harmonized rules and procedures to enhance government capacity; 2) untie aid and provide technical assistance for capacity building; 3) adopt the MTEF to improve the predictability of resources; 4) support approaches that increase aid effectiveness; and 5) Decentralize authority on decision making to the country missions in order to expedite and deepen consultations.

In July 2005, GoT took up a new national development strategy, the National Strategy for Growth and Reduction of Poverty (NSGRP), following the PRS. In November 2006, GoT finalized the Joint

¹⁴ In 2007-08, DFID provided £120 million, £105 million of which was as PRBS, to GoT (<http://www.dfid.gov.uk/countries/africa/tanzania-facts.asp>).

Assistance Strategy for Tanzania (JAST) as a new national medium-term framework for managing development cooperation between GoT and DPs with a view to achieving the NSGRP's goals. It was derived from national and international commitments and initiatives on aid effectiveness, such as the TAS (2002), the Monterrey Consensus on Financing for Development (2002), the Rome Declaration on Aid Harmonization (2003), the Marrakech Memorandum on Managing for Results (2004) and the Paris Declaration on Aid Effectiveness (2005). The JAST expects all DPs to adopt it as a basis for guiding their assistance to Tanzania, placing great emphasis on a further shift to GBS.¹⁵

2.2 Outline of ASDP Framework

Under the PRS, GoT formulated the Agricultural Sector Development Strategy (ASDS) in October 2001 and the Agricultural Sector Development Programme (ASDP) in March 2003. Upon the finalization of government-donor consultation for joint financial management as described in Chapter 3, the ASDP Basket Fund was established with a Memorandum of Understanding (MoU) signed by GoT and five DPs, i.e., EU, IFAD, Ireland, Japan and the World Bank, in June 2006 and has been operating since FY2006/07. The objectives, components and institutional arrangements of the ASDP are briefly explained below.

(1) Objectives (as indicated in the ASDS)

- 1) To create an enabling and conducive environment for improving the productivity and profitability of the agricultural sector.
- 2) To increase farm incomes in order to reduce rural poverty and ensure households food security.

(2) Innovative features of the ASDS

The ASDS contains a set of innovative and practical actions as follows.

- 1) A focus on agricultural productivity and profitability
- 2) The promotion of private sector/public sector and processor/contract grower partnerships
- 3) The implementation of ASDS through DADPs

(3) Sub-programs and components

The ASDS has identified strategic areas: 1) strengthening the institutional framework; 2) creating a favorable environment for commercial activities; 3) public and private roles in improving supporting services; 4) strengthening marketing efficiency for inputs and outputs; and 5) mainstreaming planning for agricultural development in other sectors (Figure 2.1). These strategic areas have been used as a starting point for specifying the ASDP's sub-programs, components and sub-components, as shown in Table 2.1. The ASDP is implemented at three levels: 1) district level through DADPs; 2) national level, including zones; and 3) cross-cutting issues (reflected as Sub-programme A, B and C, respectively). Greater emphasis is placed on Sub-programme A, to which indicatively, 75% of the total budget is to be allocated, following the decentralization-by-devolution policy.

¹⁵ United Republic of Tanzania, *Joint Assistance Strategy for Tanzania (JAST)*, November 2006, pp. 16-17.

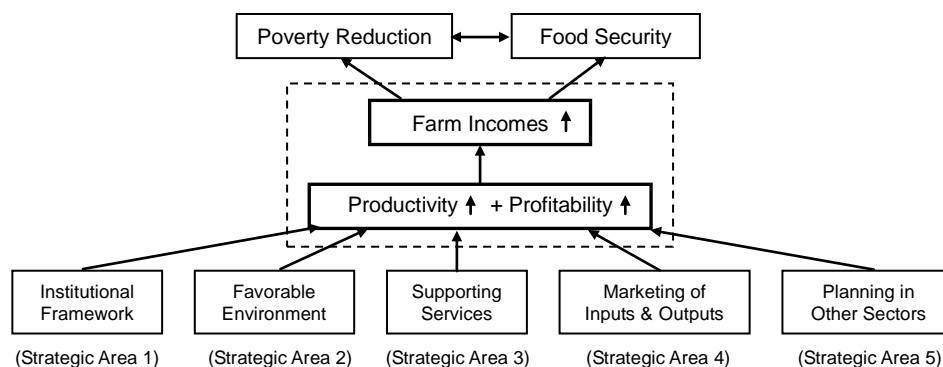


Figure 2.1: The Framework of the Agricultural Sector Development Programme (ASDP)

Source: Elaborated based on United Republic of Tanzania (URT), *Agricultural Sector Development Strategy*, October 2001.

Table 2.1: ASDP Sub-programmes and Components

Sub-programmes	Main Components	Proposed Sub-Components
A. Agricultural Sector Support and Implementation at District and Field Level (Through DADP/DDP) (Indicative funding allocation: 75%)	A.1 Investment and Implementation	<ul style="list-style-type: none"> • May include amongst other: • Irrigation and water management • Range management • Livestock development and animal health • Better land husbandry • Crop production and protection • Mechanization • Storage and post-harvest • Agro-processing
	A.2 Policy, Regulatory and Institutional Framework	<ul style="list-style-type: none"> • Policy and Regulatory framework • District institutions • Community empowerment • Agricultural information • Advocacy
	A.3 Research, Advisory Services and Training	<ul style="list-style-type: none"> • Client-oriented research • Animal and plant multiplication • Advisory services • Training of producers • Service provider training
	A.4 Private Sector Development, Marketing and Rural Finance	<ul style="list-style-type: none"> • Private sector development • Market development and infrastructure • Producer organizations • Financial institutions and services • Agro-processing
	A.5 Cross Cutting and Cross-Sectoral Issues	<ul style="list-style-type: none"> • Same list as Sub-Programme C: e.g., HIV/AIDS, Gender, Environment, etc.
B. Agricultural Sector Support at National Level (Indicative funding allocation: 20%)	B.1 Policy, Regulatory, Legal and Institutional Framework	<ul style="list-style-type: none"> • Policy, regulatory and legal framework • Commercial sub-sector development • Agricultural information • ASDP management and Secretariat • Advocacy
	B.2 Research, Advisory Services, and Training	<ul style="list-style-type: none"> • Research • Animal and plant multiplication • Extension/Advisory services • Training and education
	B.3 Private Sector Development, Marketing and Rural Finance	<ul style="list-style-type: none"> • Marketing; Rural finance • Private sector development • Agro-processing
C. Cross-Cutting and Cross Sectoral Issues (Indicative funding allocation: 5%)	May include amongst other: <ul style="list-style-type: none"> • Rural infrastructure and energy • Civil service and LGA reform • Land Acts' implementation • Health (HIV/AIDS, Malaria) 	<ul style="list-style-type: none"> • Gender • Education • Environmental management • Forestry and fisheries • Water

Source: URT, *ASDP Framework and Process Document Final Draft*, March 2003, pp. 21-22.

(4) Implementation arrangements

The implementation of ASDP at national level is responsibility of the Ministry of Agriculture, Food Security and Cooperatives (MAFC), the Ministry of Livestock Development and Fisheries (MLDF), the Ministry of Water and Irrigation (MWI) and the Ministry of Industry, Trade and Marketing (MITM). These ministries also supervise and monitor the implementation of ASDP at district level in cooperation with the Prime Minister’s Office – Regional Administration and Local Government (PMO-RALG), which has jurisdiction over the local government authorities (LGAs). The five ministries are called the Agriculture Sector Lead Ministries (ASLMs). LGAs, the district councils in particular, assume responsibility for formulating and implementing DADPs, following the guidelines provided by the central government. They are also to facilitate, coordinate and monitor activities of various stakeholders for the effective implementation of DADPs.

The implementation arrangement at national level is as illustrated in Figure 2.2 (See Table 2.2 for the particulars of each organization). The Inter-Ministerial Coordinating Committee (ICC) is the highest decision-making body for the ASDP, providing overall policy guidance and coordination. The ASDP Basket Fund Steering Committee, consisting of the ICC (plus the Ministry of Finance and Economic Affairs) and DPs contributing to the basket fund, oversees the fund, reviews work plans and budgets and makes decisions on resource transfers from the holding account based on progress reports. The Committee of ASLM Directors, chaired by the Director of Policy and Planning (DPP), MAFC, and composed of the Heads of all divisions of ASLMs, coordinates and supervises all technical implementation of the ASDP. The ASDP Secretariat which is designated to be the secretariat to ICC was originally established as an independent coordination body of ASLMs. However, currently it is located under DPP MAFC, and its functions are gradually being transferred to the office of DPP.

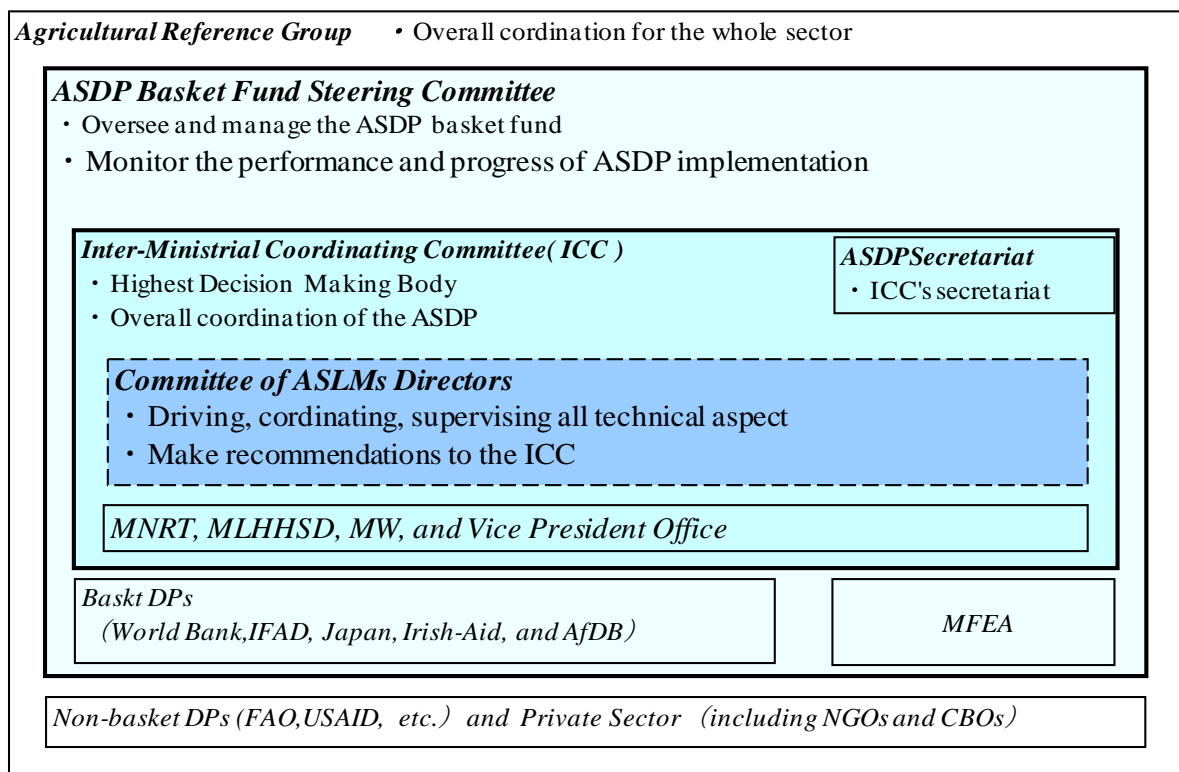


Figure 2.2: ASDP Institutional Arrangement at National Level

Note: 1) ASDP secretariat has recently been abolished. 2) EU has withdrawn from the basket support.

Source: URT, *ASDP Support through Basket Fund Government Programme Document*, 25 May 2006 (modified according to the current practice)

Table 2.2: Composition and Functions of Major Organizations concerned with ASDP Implementation

Name	Composition	Main Functions
Inter-Ministerial Coordinating Committee (ICC)	Chairperson: PS, MAFC Members: PSs of other ASLMs, Ministry of Water, Ministry of Natural Resources and Tourism, Ministry of Land, Housing and Human Settlements Development, Vice President Office	<ul style="list-style-type: none"> • The highest decision-making body for the ASDP • Responsible for overall coordination of the ASDP, providing strategic policy guidance, ensuring institutional linkage at all levels, overseeing implementation of the ASDP and monitoring its performance to ensure that the goals and objectives of the ASDS are achieved. • The ICC will meet quarterly.
ASDP Basket Fund Steering Committee (ASDP BF-SC)	Chairperson: PS, MAFC Members: Members of the ICC, PSs of Ministry of Finance and Economic Affairs and all DPs contributing to the basket fund Secretary: DPP, MAFC	<ul style="list-style-type: none"> • Oversee and manage the ASDP basket fund. • Make decisions on quarterly resource transfers from the holding account based on work plans, budgets, and quarterly physical and financial progress reports. • Monitor the performance and progress of all aspects of ASDP implementation through progress reports, performance and outcome monitoring reports, etc. • Give policy directives governing the basket.
Committee of ASLM Directors (CD)	Chairperson: DPP, MAFC Members: the Heads of all divisions of ASLMs Secretary: Elected by the CD	<ul style="list-style-type: none"> • Coordinate, together with the ICC, ASDP implementation as a central driving, coordinating and supervising force of all technical implementation in ASLMs. • Make recommendations to the ICC on the compliance of proposed activities with policies and strategies, on work plans, budgets and reports and on the amount of basket resources to be proposed to BF-SC.
ASDP Secretariat	One Coordinator Two professionals (a M&E Officer and an Information and Communication Officer)	<ul style="list-style-type: none"> • Secretariat to the ICC • Coordination, facilitation, M&E (linking the M&E system of ASLMs and thereby estimating the sector's performance at national level), information and communication

Source: Elaborated based on URT, *ASDP Support through Basket Fund Government Programme Document*, 25 May 2006, pp. 28-30.

(5) Funding mechanisms

The ASDP basket fund covers both national and district components of the ASDP (Figure 2.3). At national level, the proposed annual expenditures presented in the MTEF (agreed between GoT and DPs) form the basis for planning for ASDP basket expenditures to be included in ASLMs' budget submissions. At local level, the basket fund supported block grants, i.e., the District Agricultural Development Grant, the Agricultural Capacity Building Grant and the Extension Block Grant, have been integrated into the institutional arrangements used by the Local Government Capital Development Grant (LGDG) system. The DADP fund allocation to LGAs is thus based on the annual assessment of minimum conditions and performance measures under the LGDG system, as well as on the DADP document formulated by each LGA by using participatory planning methods.¹⁶

(6) Expected impacts

In the ASDP M&E framework, it is currently expected to use the following impact indicators.¹⁷

- 1) Real agricultural GDP growth rate increased to 10 % p.a. by 2010.
- 2) Rural population below the basic poverty line reduced from 38% in 2000 to 24 % in 2010.

¹⁶ The Opportunities and Obstacles to Development (O&OD) is the official participatory planning methodology developed and disseminated by PMO-RALG.

¹⁷ At present ASDP M&E Thematic Working Group has been revising the indicators. Hence they are still subject to change.

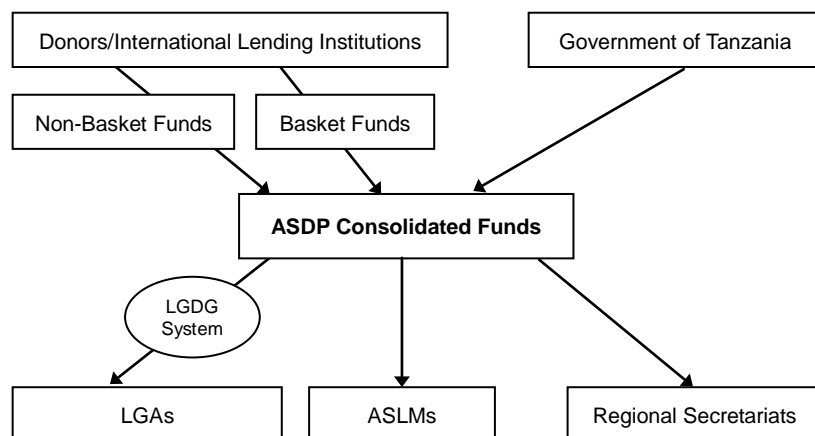


Figure 2.3: ASDP Funding Mechanisms and Flow of Funds

Source: Elaborated based URT, *ASDP Framework and Process Document Final Draft*, March 2003, p. 45.

2.3 Major Events of the ASDP Formulation and Implementation

This section describes the major events of ASDP over the Phase 1 and 2 program period of RADAG (These events are summarized as a chronicle in Attachment 1). The flow of events can be divided into the following period.

- 1) From ASDS formulation till ASDP Partial implementation (- June 2004)
- 2) Movement until the establishment of ASDP Basket Fund (- June 2006)
- 3) After the Establishment of the ASDP Basket Fund (July 2006 -)

2.3.1 From ASDS Formulation till ASDP Partial Implementation (- June 2004)

(1) Formulation of ASDS/ASDP Documents

After adopting the PRS in October 2000, GoT had envisioned the development of the agricultural sector by SWAp. Receiving support from concerned DPs, it embarked on preparing the basic documents. As a due course, it began to prepare strategies, the Agricultural Sector Development Strategy (ASDS) and the Rural Development Strategy (RDS), and completed them in October 2001 and December 2001, respectively.

During the formulation process of ASDS/ASDP, the basic institutional setting for GoT-DP consultation had been the Food and Agriculture Sector Working Group (FASWOG), especially the Task Force under FASWOG (FASWOG-TF). FASWOG was at the time already set up as a consultation forum between the Ministry of Agriculture and Cooperatives (MAC) and DPs. FASWOG-TF was a government-DP joint meeting specifically formed to discuss matters for ASDP chaired by the Permanent Secretary of Ministry of Agriculture Food Security and Cooperatives (MAFS). All major agricultural DPs (the World Bank, EU, DANIDA, Irish Aid, JICA, FAO, etc.) were members of this task force, and of which JICA was taking the role of the secretariat.

After completing ASDS in October 2001, GoT proposed to prepare the Agricultural Sector Development Programme (ASDP) by forming a GoT team and setting the deadline of March 2002. Behind this was the government intention that ASDP would be formally approved within the 2001/02 fiscal year. Acknowledging the ownership, DPs agreed on the proposal. However, when the first draft was presented in late March 2002, some DPs raised questions about consistency with ASDS, fund allocation among sub-programs, and demarcation of roles between the government and private sector. Hence, they requested to have an appraisal of the document. This led to serious disagreement between the government and DPs. After a few months of negotiation between GoT and DPs, both agreed to

revise the document. Eventually, an entirely new document was prepared by a team of consultants employed by DPs. (The ASDP Framework and Process Document was finalized in March 2003.)

(2) Preparation for ASDP implementation, and partial implementation without Basket Fund

As approaching to its completion in January 2003, the consultant team which was revising the program document proposed an institutional arrangement for ASDP implementation. The proposal suggested the ASDP Secretariat be formed outside of ASLMs with coordination functions, while actual operation will be done by the Task Forces with their operational arms of Working Groups. It should be noted that these TFs are different from the FASWOG-TF as the latter was to coordinate the dialogue among DPs and between the government and DPs. For the ASDP implementation four TFs were proposed: TF 1 for local investments (DADP component), TF 2 for regulatory issues, TF 3 for agricultural services (World Bank's ASSP component), and TF 4 for cross-cutting issues. DPs joined the TFs according to their interests.

After almost one year of revision and re-writing, the ASDP Framework and Process Document was finally completed in March 2003. In the meantime, despite the delay in the ASDP document finalization, GoT was eagerly pursuing the formulation of the DADP Guidelines in order to begin the ASDP implementation as soon as possible. Upon the completion of the draft DADP Guidelines in December 2002, GoT swiftly moved on to the dissemination of the document (workshops held in February 2003). GoT was determined to begin the ASDP from the 2003/04 financial year, so they pressed the DADP process to be at once on the 2003/04 budget preparation process. The local governments were directed to submit 2003/04 DADPs by the end of March 2003 while GoT prepared funds for the DADP in the 2003/04 budget to be allocated according to the DADPs.

Responding to the pressed request from the center, all the local governments (114 at that time) submitted DADPs by May 2003. Based on these plans, GoT distributed DADP funds of about 4 billion shillings (about 400 million yen), which were only sourced from the GoT pocket because the basket was yet to be established. Among DPs, the urgent need for establishing the basket fund was acutely shared and efforts continued in preparing the ASDP financial mechanism documents and fostering common understanding about the system and structure of the basket.

Following the proposal of the ASDP-revising team, Task forces were established as the ASDP implementation arrangement with specific technical components allocated to each of the TFs. While TF 1 (DADP) and TF 3 (Agricultural services) were fairly active in pursuing their objectives, other remained less so, continuing discussions on how to implement their assigned sub-components. One reason for such delay was that the arrangement of TF was proposed by external group and only limited consultation was made with the government side before the finalization.

(3) Formulation of the Agricultural Service Support Programme (ASSP)

From early 2003, while agricultural DPs were coordinating to set up the ASDP Basket Fund, IFAD and the World Bank were sending program formulation missions targeting the support for the extension and research components of Tanzania's agricultural sector (ASSP). When a mission visited in March 2003, some DPs supporting the ASDP were seriously concerned about this arrangement because the mission aimed at formulating a project with large financial inputs in parallel to the ASDP. Another concern was that if the two movements go in parallel, the two major components of agricultural development, i.e. investment and technical services would go without much coordination between them as one is supported by the basket while the other by a program. Critical comments were given to the mission, and effort had been made to merge the two movements (May – October 2003). The discussion on the issue of parallel funding planned by IFAD and the Bank continued for another year, and eventually resulted in the merging of the program, the Agricultural Service Support Programme, into the ASDP Basket Fund.

2.3.2 Movement until the Establishment of ASDP Basket Fund (- June 2006)

(1) Joint DADP Program Formulation and the movement to establish the ASDP Basket Fund

While the DADP component of the ASDP continued to operate with GoT funds, concern was raised on the effectiveness of the institutional arrangement for the ASDP implementation. Then it was considered necessary to carry out the ASDP process review (September – December 2004).

While the review was being conducted, another initiative was launched. The government and DPs decided to carry out the Joint DADP Program Formulation with the aim of uniting the DADP operation with the ASSP and eventually setting up a united Basket Fund for the ASDP. The work was phased in two stages and took almost six months for the completion. The final results were presented as a report¹⁸ in May 2005 that laid down most of the present arrangement of ASDP (e.g., on fund flows through the LGCDG system, specific components of the DADP, etc.).

(2) Preparation of the ASDP Government Programme Document and its joint appraisal

Upon the finalization of the Joint DADP Program Formulation, GoT set out to prepare the ASDP Government Programme Document, which would become a base of the united ASDP Basket Fund. The draft of the document was completed in October 2005. The Joint Appraisal of the ASDP Government Programme Document was conducted in February - March 2006 by a joint team of GoT and DPs. The appraisal was completed in May 2006 after the loan negotiation between the government and the World Bank.

The joint appraisal was a requirement in the process of loan approval by the World Bank, which was to provide the loan of US\$90 million around 60% of the total expected amount for the basket at that time. Joint Appraisal Mission (JAM) was composed of several task teams, which dealt with specific aspect of the appraisal such as irrigation and financial management. ToRs and schedules were prepared through discussion with GoT and DPs for both generic and task-specific teams. In terms of human resource arrangement, GoT assigned resourceful officers to each task teams, while DPs allocated consultants or personnel to the team according to their developmental concerns. JAM examined current design of ASDP and identified potential risks of implementation. It also modified some parts of the design to be more appropriate in their implementation and articulated way forward to mitigate risks. Based on proposals made by the task teams, the ASDP Program Document was revised and Aide Memoire was prepared.

(3) Preparation and agreement of the Memorandum of Understanding (MoU) for the ASDP Basket Fund

Following the appraisal of the ASDP Government Programme Document, GoT and the concerned DPs entered the discussion on the Memorandum of Understanding (MoU) for the Basket Fund (May 2006). Similar to the Joint Appraisal, MoU was also a requirement of the World Bank loan process. Hence GoT and World Bank took initiatives of the process. MoU was subject to a series of discussion between GoT and DPs and later with all concerned DPs, and finalized in June 2006. The outline of MoU is depicted in Table 2.3.

Table 2.3: Outline of the Memorandum of Understanding (MoU)

Major Articles	Major Contents
Scope	<ul style="list-style-type: none">- Interpretation of MoU is not to intended to create any legal obligations and fully respects separate bilateral agreements- Documents forming part of MoU include ASDS, ASDP Documents, etc.- Purpose is to set forth the basic rules and responsibilities of the GoT and DPs for financing Basket Fund

¹⁸ District Agriculture Development Plans Support Programme July 2005 – June 2012.

Validity	- Validity is made by the signature by GoT and at least two DPs - Amendments to MoU will be made, taking into account implementation experiences and reviews.
Withdrawal from MoU	DPs may withdraw from this MoU after giving not less than 3 months written notice
Resolving conflicts	Endeavors will be made to find a resolution through dialogue and consultation
Institutional Arrangements	(Brief explanation on DPP of ASLMs, ASDP BF SC, LGCDG SC and so on)
Deposits	Development Partners will make quarterly disbursements to a US Dollar holding account in the Central Bank of Tanzania. The initial deposit, based on cash flow forecast and the approved annual work plan and budget will cover the ensuing two reporting periods. Subsequent withdrawals will be based upon cash flow forecasts, the approved work plan and budget, and quarterly financial statements, including the IFRs for the preceding reporting period.
Disbursements	Disbursements from the Basket Fund account will be conditional on the submission of quarterly cash flow forecasts for the approved work plan, and IFRs prepared by the coordinating DPP of the ASLMs to the ASDP Basket Fund Steering Committee which will approve the release of funds.
Procurement	It complies with Government's prevailing Public Procurement Act (PPA) no. 21 of 2004 and its associated Regulations, except for International Competitive Bidding for goods and works and international/large value consultancy contracts which will use World Bank Guidelines
Accounting & Reporting	(Statements on accounting basis and policies) Reports on ASDP implementation progress will include Interim Financial Reports (i.e. quarterly) and progress against programme outcome targets
Audit Arrangements	The internal audit functions will work closely with the ASDP Basket Fund Steering Committee in accordance with the requirements of the Public Finance Regulations of 2001 Annual external audits of the ASDP and the Basket Fund will be conducted by the NAO as mandated by the Public Finance Act of 2001

Note: MoU is now under revision especially on accounting issues.

Source: A Memorandum of Understanding for the Establishment of the Agricultural Sector Development Programme Basket Fund Between The Government of the United Republic of Tanzania and Development Partners

The ASDP Basket Fund was officially established in July 2006, and full-fledged ASDP was commenced in the same month with the DPs fund channeled through the Basket Fund for the program.

(4) Preparation of documents for implementation

Parallel to the preparation of the ASDP Government Programme Document and implementation of the Joint Appraisal, a set of documents was prepared for the implementation of ASDP. They were the ASDP Financial Mechanism Document and ASDP Implementation Plan both of which constituted part of MoU.

- 1) ASDP Financial Mechanism Document: This document states the mechanism of disbursement of funds to ASLMs and LGAs. It also indicates the methods of auditing and reporting. Consideration must be put on the confirmation the consistency with other existing government systems such as LGCDG system. Finalization was made when ASDP enters implementation stages.
- 2) ASDP Implementation Plan: ASDP Implementation Plan included i) Programme Implementation Plan which contained the profile of each component and implementation schedules, and ii) various guidelines both for national level components and local level component (i.e. DADP).

2.3.3 After the Establishment of the ASDP Basket Fund (July 2006 -)

(1) Operation of ASDP by ASLMs

Once ASDP had been commenced, it was recognized anew that effective coordination among ASLMs was the key to the efficient implementation of the program. The committee of ASLMs directors has responsibility of coordinating ASDP implementation as a whole, and supervises the operational bodies of the Thematic Working Groups. Their responsibilities include making recommendations to the ICC on i) the compliance of the proposed activities with policies and strategies, ii) work plans and budgets,

and iii) the amounts of basket resources to be proposed to the BFSC,¹⁹ and on other topics.

ASLMs originally planned to utilize the ASDP Secretariat for their coordination, which was established in the previous ASDP arrangement (under ASDP Framework and Process document) as an independent coordination body of ASLMs. However the coordination functions that the ASDP Secretariat was originally vested are currently being assumed by the Division of Policy and Planning (DPP) of MAFC. In actuality therefore the coordination among ASLMs is currently performed by the committee of directors and DPP MAFC. Because of the positive commitment of DPP, the overall activities of ASDP have recently been becoming stable and regular.

(2) Contribution to the Basket fund and preparation of the annual work plan and budget

Basket funding is referred to as financial contribution by DPs to the ASDP Basket Fund holding account, which is maintained at the Bank of Tanzania. The funds will then be transferred into the Exchequer bank account where they will join the funds of GoT and used as ASDP funds (Figure 2.4).

The unified funds are authorized by the ASDP Basket Fund Steering Committee to be released to ASLMs, LGAs and Regional Secretariat. The deposit status of basket funds including both actual and planned is summarized in Table 2.4.

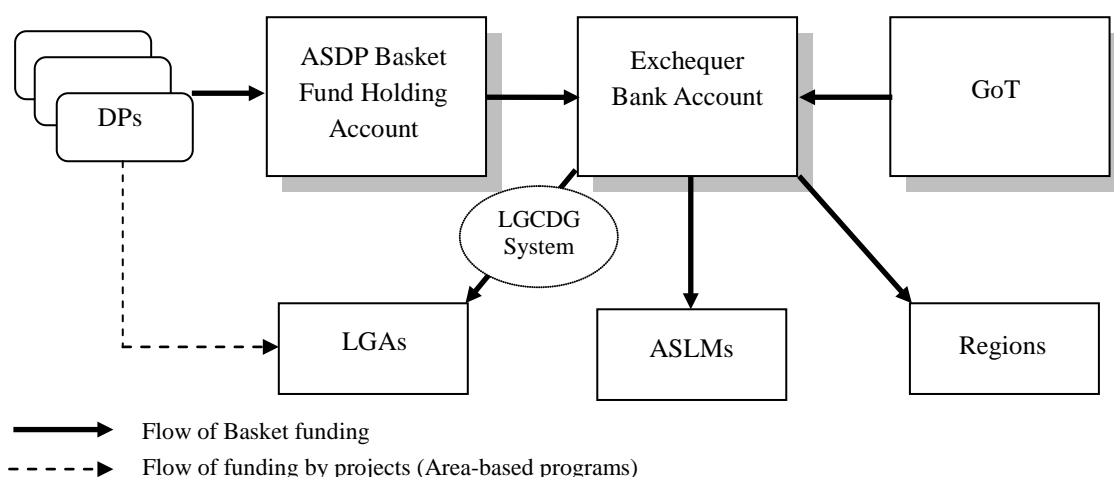


Figure 2.4: Flow of Funds

Table 2.4: Contributions of DPs to the ASDP Basket Fund (US\$ million)

Development Partners	2006/07	2007/08	2008/09 (planned)	2009/10 (planned)
World Bank ¹⁾	8.05	26.69	18.11	19.16
Ireland	1.53	3.96	6.00	Not confirmed
EU ²⁾	9.39	n/a	n/a	n/a
IFAD ^{1), 3)}	0	13.90	7.24	7.66
African Development Bank ¹⁾	-	12.01	20.87	Not confirmed
Japan	0.75	0.78	3.00	Not confirmed
TOTAL	19.71	57.34	55.22	26.82

Source: JICA Tanzania Office. Original data source is 2006/07 Report to ASDP Basket Fund Steering Committee, and Data from ASDP Secretariat, etc.

Note: 1) The funds from the World Bank, IFAD and African Development Bank are loans. African Development Bank started to disburse funds from fiscal year 2007/08 by setting up a fund different from the ASDP Basket Fund.

2) EU shifted their financial support to the general budget support from 2007/08. Because of the policy of selection and focus, and the division of labour among DPs, they withdrew from the agricultural sector.

3) IFAD has a plan of additional financial support of about US\$ 55 million for a period of five years from 2008/09.

¹⁹ URT, *ASDP Support through Basket Fund Programme Document*, 25 May 2006, p 29.

Under ASDP with its basket fund arrangement, the government has now been able to supply resources for development regularly every year to LGAs. Previously development in rural areas was dependent upon the projects supported by individual DPs. Therefore development activities were more likely fragmented and often difficult to sustain. But in ASDP, such steady flow of funds allows LGAs for the first time to conceive development interventions in a long term perspective. They now prepare their agricultural development plan (DADP) every year and continuously communicating with local communities to identify effective activities for the betterment of the local poor.

However, there still remain a few issues regarding the basket fund modality. Once ASDP has been commenced, ASLMs have been obligated to prepare the annual work plan and budget for the ASDP Basket Fund. The former is an extract of activities supported by the Basket Fund, while the latter is the budget thereof. These documents are submitted to the Basket Fund Steering Committee (BFSC) for discussion. They are necessary for the funding DPs for fund monitoring, but the preparation is an additional task for ASLMs that produce their regular work plan and the budget.

Another issue is that some DPs still have difficulties to fully comply with the basket fund modality. During the process of ASDS/ASDP formulation, the establishment of the basket fund was regarded as a cornerstone of the whole system. However, even now, a major international financier of African agricultural sector, IFAD has difficulties to put funds into the basket. The African Development Bank has been able to adopt the modality only recently by establishing a different fund account.

(3) Dialogue and coordination mechanism between the government and DPs

For the consultation between the government and DPs, the mechanism has been systematized in the meeting of ASDP Basket Fund Steering Committee (BFSC). ASDP BFSC is held quarterly under the chairmanship of the Permanent Secretary of MAFC for discussing primarily the operation of the Basket Fund. The participants are therefore ASLMs staff and the basket supporting DPs. The agenda of the meetings are status of fund disbursement, progress reports, MoU revisions, etc. There is another forum for broader stakeholders of the sector. That is the Reference Group Meeting for the agricultural sector. This forum is open to non-basket DPs, private sectors and civil groups. The topics discussed in this meeting are plans for the Agricultural Sector Review, the Joint Implementation Review, etc. The Steering Committee has been now relatively firmly established and held regularly.

As regards coordination among DPs, the group has been organized as Agricultural Sector Working Group (of the Development Partners Group) (A-WG). It meets regularly per month and carries out duties based on the agreement of procedure.²⁰ As has been seen in the case of A-DPG described in Sub-section 3.1.2, the positions of a chair and secretary are appointed among group members on rotation basis. It involves both Basket DPs such as World Bank, IFAD, Irish Aide and AfDB and Non-basket DPs, including TA agencies (e.g., JICA and FAO), DPs supporting food security (e.g., WFP and FEWSNET) and DPs supporting the private sector (e.g., USAID). In addition to regular meetings, informal information sharing and ad-hoc meetings have been conducted among them.

Recent trends on the DP side include: 1) All the assistance in the agricultural sector is to be aligned with ASDP by 2008; 2) DPs are becoming more tolerant to various aid modalities (especially, bilateral technical cooperation); and 3) DPs tend to request the government to show the impacts of ASDP as the program is approaching its middle stages.

(4) Joint review by the government and DPs

The implementation status of ASDP has been monitored by three annual reviews: namely Agricultural Sector Review (ASR), Public Expenditure Review (PER), and the Joint Implementation Review (JIR).

²⁰ A-WG has the Terms of Reference where the structure, objectives, responsibilities, and mode of operation are stipulated.

ASR and PER look at production activities and economic and financial state of the agricultural sector in general. They have different objectives, but in recent years they tend to be conducted jointly. The outputs of these reviews serve as major inputs to the review of the general budget support.

The Joint Implementation Review is a review to examine the implementation status of ASDP, and has been performed every year. JIR is one of the cornerstones of ASDP implementation. With the spirit of SWAPs, JIR is carried out jointly by ASLMs and DPs and is a single major review activity for ASDP other than the regular monitoring and evaluation activities. So far, three JIRs have been conducted:

- First JIR: April 2007
- Second JIR: October-November 2007
- Third JIR: September-October 2008

As has been done in the joint appraisal, the event is organized by the joint core management team of the government and DPs under which several task teams are composed (mostly based on the ASDP TWGs). They are given missions of reviewing the implementation status of ASDP within a specific aspect, like local planning and implementation, or agricultural services. The task teams undertake a field study visiting a few sample regions and prepare a field report which will become an input to the final report of JIR, i.e. the Aid Memoire of ASDP JIR.

RADAG has taken part in these teams as a member or as an independent technical expert.

(5) Thematic working groups

In response to the proposal of the first Joint Implementation Review, the Thematic Working Group (TWG) was formed as an operational arm of ASDP under the ASLMs committee of directors. Presently there are 8 TWGs, namely 1) DADP Planning and Implementation, 2) ASDP M&E, 3) Irrigation, 4) Agricultural Service, 5) Marketing and Private Sector Development, 6) Food Security, 7) Procurement and 8) Communication (See Figure 2.5). The TWG consist of representative officers from ASLMs and those from DPs. All of them have ToRs, annual work plan and budgets and they are to carry out activities upon the approval of the plan and the budget.

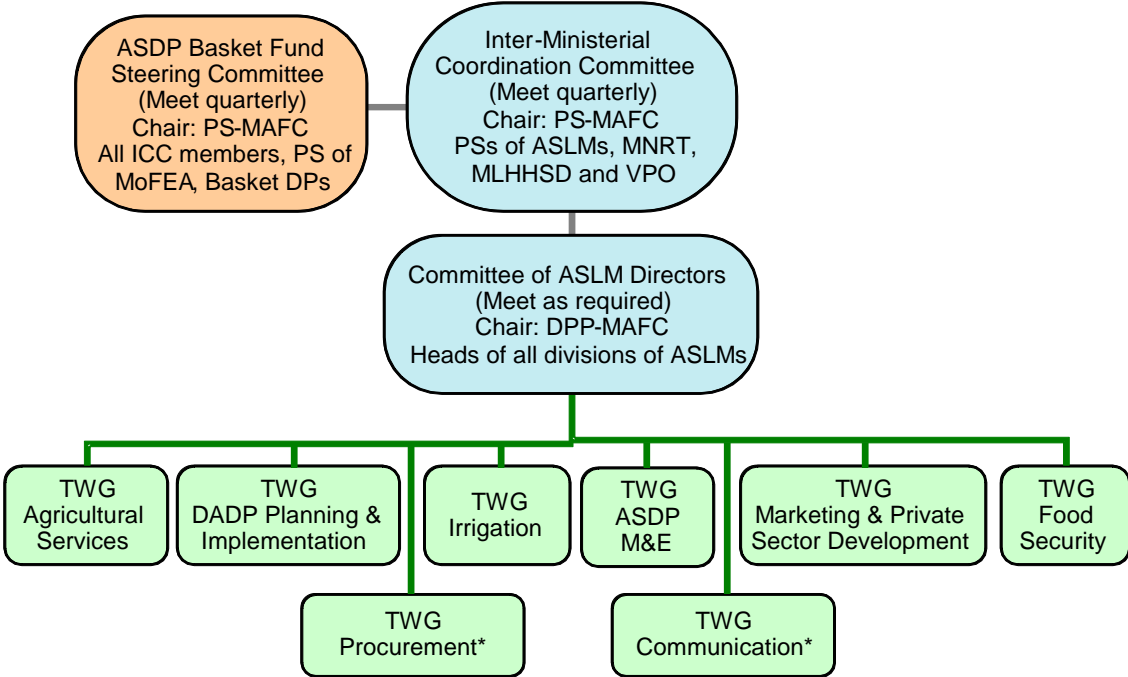


Figure 2.5: Institutional Position of Thematic Working Groups

Note: * These TWGs have been newly formed in November 2008.

There is a variance among TWGs in their activeness. TWGs such as the DADP TWG and M&E TWG are active, while some others are less so or at least not significantly visible. There would be several reasons, but one of them seems to be ambiguity in demarcation of roles and responsibilities between TWGs and existing divisions or departments of the ministries (e.g., food security).

Table 2.5 summarizes the expected role of each TWG and issues to be tackled by them. While current TWGs have been coping with various important issues, there are other areas that may require joint effort of ASLMs and thus setting up of other relevant TWGs in the future implementation of ASDP.

Table 2.5: Expected Roles of TWGs and Issues to be tackled

TWG	Expected Role	Issues to be tackled
Agricultural Services	Provide guidance on supervising and quality control on services to Zonal Agricultural Research and Development Institutes and LGAs	<ul style="list-style-type: none"> • There is a serious lack of extension officers. • While Client Oriented Research and Development Management Approach is being promoted, there is limited linkage among farmers, research and extension and also limited participation of the private sector service providers. • Opportunities for partnerships and joint research and extension activities with farmer organizations, NGOs and other stakeholders need to be explored and promoted. • Implementation of on-farm research activities should be strengthened.
DADP Planning & Implementation	Improve the quality of DADPs through improved DADP design	<ul style="list-style-type: none"> • There is need to further enhance the quality of DADPs (only 20% of DADPs were assessed as high quality) • Projects proposed by LGAs are not fully appraised in terms of viability and sustainability. It is necessary to ensure that LGAs integrate technical and financial assessment/appraisal in the planning process. • There is still limited ownership of the community.
Irrigation	Assist Irrigation and Technical Division of MWI in ensuring implementation of National Irrigation Development Sub-component of ASDP	<ul style="list-style-type: none"> • Despite the increase of irrigated area (289,000ha), there is still a big challenge to achieve the target of 1 million ha. • Resource allocation for irrigation development should be increased in order to close the existing financial gap at local level in DADG and DIDF. • Capacity in zones and districts should be strengthened by deploying irrigation specialist. • Arrangements for scheme Operation and Maintenance (O&M) should be improved.
ASDP M&E	Finalize and operationalize the ASDP M&E framework	<ul style="list-style-type: none"> • While ASDP M&E Framework has been formulated, it is not yet to be operationalized.
Marketing and Private Sector Development	Provide guidance on marketing and private sector development	<ul style="list-style-type: none"> • There is very limited participation of private sector in planning process, implementation of investments, and marketing support at local level. • This Sub-component should be restructured to re-define the scope and specific activities.
Food Security	Facilitate the operation and implementation of the food security sub-component of ASDP	<ul style="list-style-type: none"> • The effects of global climate changes on food production should be considered in implementing ASDP/DADP.
Procurement	Facilitate the process of procurement under ASDP	<ul style="list-style-type: none"> • Procurement procedures tend to be in delay. • Procedures should be harmonized among ASLMs. • It is necessary to enhance community participation in procurement in order to promote community ownership of investment.

		<ul style="list-style-type: none"> • For that purpose, a manual for procurement should be prepared and distributed to LGAs to provide guidance to communities.
Communication	Sensitization and announcement of ASDP	<ul style="list-style-type: none"> • ASDP is yet to be recognized at local level • Most of the politicians are not familiar with ASDP. There is need to have sensitization workshops or other activities for them. • There is still confusion between ASDP and other projects. • It is needed to widely spread information on ASDP through leaflets, media such as TV and radio programs, and farmers' festivals.

Note: Issues to be tackled is based on United Republic of Tanzania, Agricultural Sector Development Programme (ASDP), Aide Memoire for the Third Joint Implementation Review, 18/09/2008 – 21/10/2008.

Volume 2

Report of RADAG Activities

Chapter 3 Activities carried out by RADAG

This chapter reports major activities that the RADAG had conducted for the support of ASDP formulation and implementation. The activities are divided into the following five groups:

- 1) Participation in Joint Appraisal Mission and Joint Implementation Review
- 2) Support to DADP Planning and Implementation
- 3) Support to Finalization and Operationalization of the ASDP M&E Framework
- 4) Studies on Institutional Arrangement
- 5) Other Activities

Whilst all the ASDP stakeholders are expected to participate in 1) above, other areas are where RADAG has independently provided various kinds of technical assistance through collaboration with ASLM staff and in-depth studies. Many other DPs focused on the provision of financial contribution, but RADAG is the one who has contributed to the operational aspects of ASDP.

3.1 Participation in Joint Appraisal Mission and Joint Implementation Review

RADAG has participated in several collaborative tasks done by both ASLMs and DPs and contributed to the outputs. Amongst them are: 1) the Joint Appraisal, which was conducted at the outset of ASDP basket funding; and 2) the Joint Implementation Reviews, which are carried out on an annual basis.

3.1.1 Joint Appraisal

As described in Section 2.3.2 (2), ASLMs and DPs conducted the Joint Appraisal of the ASDP Programme Document to establish the ASDP Basket Fund. An outline of the Joint Appraisal was presented in Table 3.1.

Table 3.1: Outline of Joint Appraisal Mission (JAM)

Period	February 14, 2006 to March 1, 2006
Objectives	<ol style="list-style-type: none"> 1) Appraise the ASDP Programme in technological, institutional, economic and financial, and social and environmental aspects 2) Appraise Implementation Readiness for ASDP
Outputs	<ol style="list-style-type: none"> 1) Revised ASDP Programme Document reflecting findings of JAM 2) Aide Memoire which includes implementation readiness and agreed action for ASDP
Mission Composition	<p>Team Leader: Permanent Secretary of MAFC</p> <p>Vice Leaders: Director of Policy and Planning of MAFC and World Bank Headquarters Officer</p> <p>Task Teams: Irrigation, Agricultural Research, Private Sector Development/Marketing, Agricultural Extension/Empowerment, Local Government Decision-making, Budgeting and Financial Performance, Policy and Public Funds, Institution, Financial Management, Procurement, Economic Analysis, Environmental and Social Issues</p>
Methodology	Group works by task teams, field visits, plenary discussion and agreement

There were two tasks undertaken by RADAG for the Joint Appraisal Mission (JAM), namely: 1) provision of synthesized inputs to JAM on the issues of local governments; and 2) participation in JAM as a member of the task team of Local Government Decision-making, Budgeting and Financial Performance.

(1) Provision of the synthesized inputs to JAM on the issues of local governments

Prior to the embankment of JAM, there was a suggestion among DPs that hitherto there had been various kinds of studies on local government, findings of which should be utilized by JAM to avoid

the replication of the previous efforts. Based on this suggestion, RADAG conducted a synthesis work on local government, which summarized the findings from a variety of the recent studies and indicated key issues for JAM to understand its TOR. Specifically, it was used as an input to the task team of Local Government Decision-making, Budgeting and Financial Performance in JAM (See Appendix 1 of the separate document for the synthesis work on local government). The synthesis work identified the following three critical issues, which had been pointed out commonly in the previous studies.

- Delay of fund disbursements: This will reduce the time span originally taken for implementation of the plan, which results in poor performance of the LGAs. Among the most vulnerable to this problem is the agricultural sector, as its activities are much affected by seasonality.
- Delayed delivery or lack of information: This problem should be overcome between the central and the local levels and among the local levels. It causes poor preparation for the assessment and re-planning by LGAs, as they do not have necessary information such as the assessment schedule and budget ceiling.
- Insufficient capacities of LGAs: The capacities here include not only administrative and financial ones but also technical aspects in agriculture and participatory planning. It also refers to the vision regarding the role of the agriculture officers at LGAs. They are little concerned about the issue of partnership with the private sector.

(2) Participation in Local Government Decision-making, Budgeting and Financial Performance (February – March 2007)

Responding to the request by JICA, RADAG also took part in the JAM by assigning one member to the task of Local Government Decision-making, Budgeting and Financial Performance. The RADAG member closely worked with other task team members from the preparatory stage to the end of the team reporting. The support rendered by RADAG included the following activities.

- Participation in the field study in Morogoro Region. After the Basket Fund would be set up, the DADP funds would be disbursed through the channel of LGDG system.²¹ The field study examined the adequacy and applicability of the minimum conditions and performance assessment conditions for DADP funds.²²
- Participation in all discussions throughout the appraisal process, including stakeholder meetings such as one for the determination of minimum conditions and performance assessment of DADPs with the LGDG circle
- Revision of the ASDP Programme Document based on the findings regarding local governments' performance
- Provision of comments on the Aide Memoire, including implementation readiness and way forward

The following are comments provided by the RADAG members and then reflected in the ASDP Programme Documents or the Aide Memoire.

- There are substantial needs for ASDP to tackle the risk of the insufficient capacity of LGAs in planning and implementation of DADP, which tend to result in a "wish list" without strategic thinking.
- In order to mitigate the risk, then, it is necessary to provide LGAs with a set of technical support, especially at the initial stage of ASDP implementation.
- In a concrete way, the action plan should include: 1) proceeding with the revision/simplification of

²¹ Formally the Local Government Capital Development Grant (LGCDG). The central government provides LGAs with funds for investment and capacity building, following the decentralization-by-devolution policy.

²² Under the LGCDG system, basic funds were unconditionally allocated, but the top-up funds were allocated when the LGA satisfied the minimum conditions and the amount varied, depending on its performance in the previous year (Under the current LGDG system, a certain amount of top-up is provided without fulfillment of the minimum conditions). The DADP funding system was designed based on the LGCDG system.

DADP Guidelines, which had not yet been utilized by LGAs due to complexity; 2) the implementation of trial training of LGAs on revised DADP Guidelines; 3) conducting M&E on training in order to design effective training modules and the guidelines based on trial experience; 4) finalization of DADP Guidelines and training components based on the feedback from the trial and M&E; and 5) rolling-out of DADP training nationwide based on the finalized guidelines.

3.1.2 Participation in the Joint Implementation Reviews

As shown in Section 2.3.3 (4), the Joint Implementation Review had been performed to measure the progress of ASDP. The review was undertaken jointly by GoT and DPs. RADAG participated in the last two reviews.

(1) The second ASDP Joint Implementation Review (October – November 2007)

In the second JIR, RADAG took up the following tasks by assigning two members.

Task 1: Independent consultant²³ to the task team of “Local Planning and Implementation”;

Task 2: Member of the task team²⁴ of “National Implementation and Monitoring”; and

Task 3: Support to the Review Management Team in finalizing the JIR Aide Memoire.

Outputs of task 1 (Support to “Local Planning and Implementation” task team)

The objective of this sub-component review was to examine the actual status of DADP planning and implementation. Although the RADAG member was an independent consultant to the team, he worked closely with the task team from the preparatory stage to the end of the team reporting, working on:

- i. Preparation of the field study;
- ii. Participation in discussions and report writing throughout the team’s review process including the field study in Arusha and Kilimanjaro Regions; and
- iii. Preparation of a consultant technical report separate from the team report.

Through the participation in the work of the task team, RADAG contributed to elaborating the team report. Also the independent report of RADAG provided a second opinion on the issue, enriching the review outputs.

Outputs of task 2 (Support to “National Implementation and Monitoring” task team)

In this task, the RADAG member was an active member of the task team by representing views of DPs. The support rendered by RADAG includes the following.

- Participation in all discussions throughout the team’s review process
- Participation in the field study (interviews) in Dar es Salaam
- Preparation of the team review report (including ideas, comments and report writing)

The objective of the National Implementation and Monitoring Sub-component was to review the status and progress of ASDP implementation and monitoring at national level. Because of RADAG’s participation, many critical issues were raised and included in the final team report such as: 1) To strengthen the coordination role of the DPP MAFC, by fully integrating the functions of the ASDP Secretariat; 2) To develop a generic TOR for the TWGs; and 3) To strengthen the ARDS as envisaged in the ASDP M&E Framework.

²³ In the second JIR, some consultants, in addition to the task team members consisting of ASLMs staff and DPs, were deployed in order to enhance the quality of the review by preparing technical reports on specific issues.

²⁴ A RADAG member participated in the second JIR as a task team member, representing JICA.

Outputs of task 3 (Support to the review management team for JIR aide memoire)

The RADAG member also extended assistance to the Review Management Team in the preparation of the Aide Memoire in the following respects.

- Joint preparation of a draft Aide Memoire.
- Refinement of the draft after receiving comments from the task teams.
- Participation in discussions throughout the preparation process.

RADAG facilitated the preparation and finalization of the Aid Memoire to be on time.

(2) The Third ASDP Joint Implementation Review (September – October 2008)

In the third JIR, RADAG participated as a member of the task team of “Local Planning and Implementation”.

The objective of the task team was, similar to the one of the second review, to find out and examine the planning and implementation status of DADP at the local level. The RADAG member joined the team on the field trip (Tabora and Kigoma Regions) and examined the status. He participated in the daily discussion and team report preparation by supplying his own review notes. He also facilitated the finalization of the team report.

3.1.3 Contribution of RADAG

(1) Contribution by participation in the Joint Appraisal

The Joint Appraisal was a very crucial activity in the process of establishing the Basket Fund and commencing the ASDP implementation. By joining the activity, RADAG has made the following contributions.

- Through the joint work with other members of the appraisal mission, RADAG facilitated the concluding the minimum conditions and performance assessment conditions required for LGAs to receive the DADP funds in the LGDG channel.
- RADAG made recognized the risk of inadequate capacity of LGAs in the ASDP implementation.
- In relation to the point above, RADAG facilitated to modify the implementation contents of ASDP. For example, RADAG explicitly laid down the process at the initial stage of implementation how to carry out DADP trial and roll-out training and how to revise the DADP Guidelines.

(2) Contribution by participation in the Joint Implementation Reviews

RADAG actively participated in both the second and third Joint Implementation Reviews. Following are some of inputs that RADAG had made and resulted in positive outcome.

Table 3.2: RADAG’s proposals in the Joint Implementation Review

Aspect	Proposals made by RADAG
National level implementation and monitoring	<ul style="list-style-type: none">- To strengthen the institutional arrangement of the office of DPP MAFC- To prepare a generic ToR for better coordination among and strengthening the operation the Thematic Working Groups.- To strengthen the capacity of the Regional Secretariat Office
Local planning and implementation	<ul style="list-style-type: none">- To prioritize activities selected in DADPs.

- Together with other team members, RADAG examined the situation of delay in fund disbursement, and made a recommendation in the report that the communication channel between the center and the local government should be strengthened. Another proposal was to promote

- advertisement and public relation of ASDP particularly targeting local authorities.
- RADAG helped the review team and the core management team by taking on such tasks as preparing study schedule, field checklists, providing comments on draft reports and the aid memoire.
- RADAG represented the commitment of JICA to the joint effort of ASDP.
- Logistical aspects of the review were also facilitated by RADAG.

3.2 Support to DADP Planning and Implementation

DADP is the major component of ASDP, receiving 75% of the ASDP Basket Fund budget. It was produced based on village agricultural development plans (VADPs) and receives funds depending on the performance of the LGA. Given the fact that most of the poor live in rural areas and engage in agriculture,²⁵ DADP is expected to function as a basic framework for their economic development. It is also important in terms of decentralization policy, as its system allows LGAs to formulate a development plan reflecting local conditions and needs.

In the process of MoU preparation, ASLMs formulated the simplified version of the DADP Guidelines. In the later process, however, GoT revised the guidelines with more focuses on the operational aspect in response to a need to incorporate guidance on how to use DADP funds in the DADP guidelines. Then it conducted the trial and nationwide training of LGAs. After nationwide training, the main text of the DADP Guidelines was finalized and annexes were prepared as final drafts.

In the later stage of training, there was a need raised by stakeholders to make follow-up after training to support the actual process of DADP planning. The follow-up or “backstopping” was then carried out after nationwide training, which became an annual supporting activity for DADP preparation. Despite the efforts, the first JIR found that the quality of DADPs was not sufficient. Based on this finding, an attempt was made to assess the quality of DADP documents. After the trial assessment for 2007/08 DADPs, the official assessment was done for 2008/09 DADPs by DADP P&I TWG (March 2008).

While technical backstopping for planning and implementation is undertaking of DADP P&I TWG, progress monitoring has been conducted by the Agricultural Section, Division of Sector Coordination of PMO-RALG. The section has a responsibility for consolidating DADP progress reports prepared by all 133 LGAs and for submitting the consolidated reports to the ASDP Basket Fund Committee. The consolidation work is substantially tedious. Therefore, the section has been making efforts to train Regions on techniques to consolidate district-level reports so that it could reduce its workload.

Taking into consideration the significance of DADP in ASDP, RADAG has been supporting DADP planning and implementation. There are two stages in terms of supporting modality. First, prior to the establishment of DADP P&I TWG, RADAG has provided ad-hoc support to ASLMs including the preparation of simplified DADP Guidelines and M&E of DADP training. Once the DADP P&I TWG was established, secondly, the support was done on a more day-to-day basis, as RADAG became a member of the TWG. Such support was extended to the tasks of the TWG, e.g., backstopping and the quality assessment of 2008/09 DADPs. The support rendered by RADAG throughout Phase 2 could be categorized into six activities:

- 1) Preparation of DADP Guidelines;
- 2) Training on DADP Planning and Implementation;
- 3) Backstopping;

²⁵ More than 80% of the poor live in rural area (URT, Household Budget Survey 2007 Analytical Report Chapter 7, p. 5).

- 4) Quality Assessments of DADPs;
- 5) Enhancement of DADP P&I TWG Operation; and
- 6) Consolidation of DADP Quarterly Progress Reports.

3.2.1 Preparation of DADP Guidelines

The DADP Guidelines were part of documents required in the MoU between GoT and DPs on the ASDP Basket Fund. There had been various versions of DADP Guidelines along with developments of the ASDP/DADP. The earlier ones that comprehensively integrated investment and service components were issued in 2005 and have undergone a series of revision since then. RADAG's support started with the preparation of the simplified DADP Guidelines in March 2006, as suggested by JAM. At a later stage, it was also substantially involved in preparation of DADP Planning and Implementation Guidelines in November 2007. The following is a summary of support activities in preparing these two guidelines.

(1) Preparation of simplified DADP Guidelines in March 2006

The comprehensive DADP Guidelines were first developed in November 2005. They were quite broad in contents but cumbersome and thus less user-friendly for practitioners. The way forward proposed by the JAM indicated the revision/simplification of the DADP Guidelines so as to be used for LGAs practically in implementing DADPs. To meet this need, RADAG assisted ASLMs in the preparation of simplified DADP Guidelines. RADAG's support included the following activities.

1) Facilitation of the establishment of a task team

At the time of starting the simplification, there were two initiatives taken by ASLMs. One was the attempt of the Agricultural Service Facilitation Team (ASFT) to prepare guidelines on agricultural service components of ASDP. The other was the intention of the ASDP Secretariat to formulate guidelines that should be simple but function as an umbrella. Having found such a situation, RADAG consulted with the DPP, MAFC, through JICA, which resulted in an agreement to set up a task team, composed of the ASDP Secretariat, ASFT and DP (JICA) to integrate the two initiatives.

2) Support the preparation of simplified guidelines

In developing the simplified guidelines, RADAG examined the current use of the DADP Guidelines by LGAs. RADAG visited several LGAs and found several issues on the guidelines such as various levels of understanding of DADPs across LGAs. These findings were shared with other task team members, who agreed on the following principles for simplification.

- Need to employ figures and tables that summarize key information as much as possible so that even LGAs that have a limited understanding of DADPs could comprehend the guidelines.
- Need to show step-by-step operation required for DADP planning from a practical point of view so that LGAs could understand "what and when they have to do".
- While pursuing simplicity, the guidelines should also facilitate LGAs in accessing various kinds of information useful for DADP operation. Need to show clear reference to other relevant documents.

With these notes in mind, the task team prepared the draft of simplified DADP Guidelines at the end of March 2006 (See Appendix 2 of the separate document). They constitute the basis of the DADP Guidelines even at present.

(2) Preparation of DADP Planning and Implementation Guidelines in November 2007

The draft simplified DADP Guidelines were in place, but the process of negotiation among GoT and DPs after the JAM posed another challenge, which was to incorporate the aspect of how to use DADP funds at a greater degree. Given this need, a working group was established among ASLMs in May 2006. RADAG was requested to provide backstopping to the group, as it had supported the preparation of the simplified DADP Guidelines earlier. The following are activities undertaken by the working group together with RADAG for the preparation of the guidelines at that time.

1) Development of overall structure of DADP Guidelines

There were three major requirements for DADP Guidelines, i.e., practicality for implementation, simplicity for understanding, and comprehensiveness of contents. With these needs in mind, the working group first constructed the overall structure of the documents. RADAG had provided the working group with rough ideas of the structure. In principal, it was agreed that it contained a simplified text for overall guidance with separate annexes for detailed information on the usage of each type of grant, i.e., the District Agricultural Development Grant (DADG), the Agricultural Extension Block Grant (AEBG) and the Agricultural Capacity Building Grant (ACBG).²⁶

2) Producing contents and Draft DADP Guidelines

In order to produce comprehensive contents, then, the working group reviewed various kinds of existing guidelines including not only previous versions of the DADP Guidelines but also those for ASSP and for area-based programs, e.g., PADEP and DASIP. Through review and integration of various guidelines, the working group produced the Draft DADP Guidelines in June 2006.

3) Examination of validity of the Draft with LGAs and finalization of DADP Guidelines

In line with the direction put forward by the JAM, the DADP Guidelines were examined with LGAs in trial and roll-out training on DADP planning and implementation (See Section 3.2.2 for training). Through these processes, the core members of the working group reviewed the Draft DADP Guidelines, including reflecting inputs from LGAs in revision (e.g., approval process of the DADP at LGA level, institutional arrangements and responsibility at village level, more emphasis on the needs to follow the existing LGA system). In November 2006, the main text of the DADP Guidelines has been finalized and distributed, though updated occasionally even today. The Annexes have been developed as the “Final Draft.” The Annexes still require a final check in terms of consistency among themselves and confirmation on how the DADP Guidelines are associated with other technical guidelines.²⁷ The final version of the DADP Guidelines (the main text: November 2006) is available in Appendix 3 of the separate document.

Table 3.3: Components and major Contents of the DADP Guidelines (Draft)

Component	Target area	Major Contents
Main text (Final Version)	Overall	<ul style="list-style-type: none"> - Background (ASDS/ASDP, Decentralization and Reforms, Objectives and Structure of the Guidelines) - Institutional setting for implementation (Institutional setting at Village, Ward, District, Region, and National)

²⁶ Originally, there were other annexes dealing with 1) financial management and 2) monitoring and evaluation (M&E). However, they were discarded, as the former was almost the same as the ASDP Financial Mechanism Document and the latter issue was judged to follow the existing LGA system.

²⁷ For example, it is necessary to determine how technical guidelines, such as the Guidelines operationalizing District Irrigation Development Fund and National Irrigation Development Fund, should be dealt with in the DADP Guidelines.

		<ul style="list-style-type: none"> - Planning process (Overall and steps at each level of Village, Ward, District, and Region) - Budget (ASDP funds, Conditions for disbursement, Method of disbursement, Managerial method of the funds) - Implementation (Investment, Agricultural services, Capacity building) - Supporting mechanism (Financial report and auditing, procurement, Participatory M&E)
Annex 1 (Final Draft)	Agricultural investment	<ul style="list-style-type: none"> - Background (Brief explanation of DADG) - Target activity (Brief explanation of Environmental conservation, Public investment, small-scale production, and Risk-averse facilities, and Cost-sharing by beneficiaries) - Steps of activity implementation (Set-up of project committee, Appraisal /approval, Transfer to community after completion) - Appendix (Proposal format, Agreement example for the use of funds, Introductory of the irrigation guidelines, etc.)
Annex 2 (Final Draft)	Agricultural services	<ul style="list-style-type: none"> - Background (Briefing of agricultural services) - Institutional arrangement for implementation (Introduction of the District core team) - Detailed guidelines (Major items are as follows) <ul style="list-style-type: none"> ➤ District resolution of reforms for agricultural extension ➤ Method and arrangement for the promotion of private sector utilization (How to enter contract with private sector, etc.) ➤ Establishment of the Ward Resource Center
Annex 3 (Final Draft)	Agricultural capacity building and Reforms	<ul style="list-style-type: none"> - Background (Briefing of the ACBG) - Institutional arrangement for implementation - Detailed guidelines (Major items are as follows) <ul style="list-style-type: none"> ➤ Targeted activities of the Basic ACBG ➤ Preparation and implementation of agricultural reform Capacity development of famers and private sector (Participatory needs assessment, Introduction of Farmers' Field School)

Source: United Republic of Tanzania, *Guidelines for District Agricultural Development Planning and Implementation*, November 2006 and their Annexes (Final draft)

Note: The current version of the Guidelines includes Annex 4 for food security.

3.2.2 Training of DADP Planning and Implementation

In addition to the preparation of the DADP Guidelines, it was also agreed by the JAM that guidance on implementation and utilization of the agricultural grants (DADG, AEBG and ACBG) should be given to all LGAs before disbursement of funds commenced for the 2006/07 financial year. RADAG took part in training to carry out M&E.

Training was conducted in trial and roll-out phases. The former was implemented mainly by external consultants together with key facilitators from ASLMs in two regions, Morogoro and Mtwara, in June 2006. After the trial training, roll-out training was carried out in all the remaining regions of the country. This was done by four groups of facilitators (four to five persons/group) from late July to mid-September 2006. Table 3.4 is an outline of the training.

Table 3.4: Outline of Training on DADP Planning and Implementation (June – September 2006)

Objectives	<ol style="list-style-type: none"> 1. To provide LGAs with guidance on planning of DADPs and utilization of the agricultural grants (DADG, AEBG and ACBG) based on the Draft DADP Guidelines 2. To examine the validity of the Draft DADP Guidelines with LGAs
-------------------	--

Major Participants	<u>District:</u> Agricultural and Livestock Development Officer, Planning Officer, Cooperative Officer, Community Development Officer, Subject Matter Specialist for Agriculture, Subject Matter Specialist for Livestock and Subject Matter Specialist for Irrigation <u>Region:</u> Regional Agricultural Advisor, Regional Livestock Advisor and Planning Department <u>Zone:</u> Zonal Research and Extension Office, Zonal Irrigation Unit and Zonal Training Institution
Major Contents	<ol style="list-style-type: none"> 1. Training objectives 2. Skills necessary for effective implementation 3. Overview of the ASDP 4. ASDP financing arrangements 5. DADG 6. ACBG 7. AEBG 8. Development planning (the planning cycle and participatory planning) 9. Planning framework of the DADP in relation to national and sectoral policies 10. VDP and WDP preparation with emphasis on agriculture (using O&OD methodology) 11. Preparation of DADP in context of PMO-RALG's planning framework 12. DADP design as part of the DDP 13. DADP structure 14. MTEF budgeting 15. Participatory monitoring and evaluation (PME) 16. Way forward (Training plan by DFT to WFT)²⁸
Implementation Schedule	Trial: June 19 – 24 (Morogoro and Mtwara) Roll-out: Phase 1 July 24 – 29 (Ruvuma, Arusha, Mbeya, Kilimanjaro, Iringa, Manyara and Rukwa) Phase 2 August 14 – 25 (Shinyanga, Mwanza, Tabora, Kagera, Mara and Kigoma) Phase 3 August 28 – September 2 (Dodoma and Singida) Phase 4 September 11 – 15 (Dar es Salaam, Lindi, Coast and Tanga)

The following are major activities undertaken by RADAG

(1) Support to preparation of training

RADAG assisted the preparation of training, which included facilitation of training of ASLM facilitators (Training of Trainers: ToT) and improvement of training materials. For ToT, together with other members of the working group for the DADP Guidelines, RADAG made a presentation of the Draft DADP Guidelines and facilitated discussion among participants. As regards the training materials, RADAG provided comments for improvement of contents and helped the ASDP Secretariat make a schedule of preparation before launching training.

(2) M&E of trial and roll-out training

After ToT and other necessary preparation, RADAG joined both trial and roll-out training with responsibility for M&E. During implementation, RADAG provided both verbal and written feedback to ASLM facilitators, the ASDP Secretariat and the DPP, MAFC. Major findings are summarized in Table 3.5 and detailed in Appendix 4 of the separate document.

Table 3.5: Major issues of M&E Findings and Recommendations

Viewpoints	Issues	Narrative
Achievements	Facilitation	Excellent team work with good communication between facilitators, with most teams meeting at the end of each day's training to reflect issues and plans for the following day. Very responsive and participatory approach to the participants.

²⁸ The participants, such as the District Agriculture and Livestock Development Officer (DALDO), in the training were organized as the District Facilitation Team (DFT) for each LGA, which was to form the Ward Facilitation Team (WFT) and train them on the DADP Guidelines. Both DFTs and WFTs facilitate the formulation of Village Agricultural Development Plans.

	Multi-disciplinary training	The training targeted a number of departments across the LGA, including agriculture, cooperatives, and planning. This should ensure a more holistic approach to planning.
	Utilization of government systems	The training was based solely on the use of existing planning processes, e.g., O&OD Handbooks and PMO-RALG planning guidelines. This approach encouraged LGAs to see the ASDP as a GoT system to implement all agricultural activities in the district, rather than as another agricultural project.
	Linkage with the Regional Secretariat and zonal institutions	The participation of representatives of the Regional Secretariat and zonal institutions assisted building communication between LGAs and them.
	Nation-wide coverage	All LGAs of the country have received training in their respective regions in a three-month period and before the planning cycle for 2007/08 starts in October.
Challenges	Linkage with the LGCDG system	There are a number of areas still not clear how much synergy there will be with the LGCDG system, e.g., utilization of the grants to procure transport and M&E.
	Utilization of the grants	It is not clear for utilization of the ACBG and AEBG.
	Involvement of the private sector	Specific guidance is needed for LGAs in identification of private sectors in their district and practical ways in which the private sector can be involved in implementation.
Recommendations	Phasing the implementation stage with sufficient intervals	During implementation ASLM facilitators need to have a time to reflect lessons and coordinate with each other.
	Finalization of DADP Guidelines	They need to be finalized and translated into Kiswahili.
	Follow-up	The present facilitation team should form the basis of the follow-up teams, with other members of ASLMs, especially PMO-RALG co-opted.

Overall, the training succeeded in facilitating all LGAs in understanding institutional aspects of the ASDP/DADP such as the concepts and funding mechanisms as a government program. However, it also articulated challenges in terms of practical ways of planning and implementing of DADP, e.g., linkage with LGDG system (such as M&E systems) and involvement of the private sector in DADP implementation. Recommendations made by RADAG included: 1) more coordination among facilitators with sufficient intervals during implementation when conducting a similar training in the future; and 2) finalization of DADP Guidelines and follow-up activities to training as the way forward. The latter recommendation was actualised as a backstopping exercise, which is conducted every year as described in the following section.

3.2.3 Backstopping

During the late stage of roll-out training in September 2006, it was increasingly considered by GoT that some follow-up activities would be needed to facilitate LGAs' preparation of DADPs for 2007/08. This consideration was due to the understanding that while the roll-out training made LGAs capable to formulate the action plan to produce a quality DADP (e.g., training of the Ward Facilitation Team (WFT)), there was no mechanism for ASLMs and regions to support and monitor their efforts. Consequently, after the roll-out training, the DADP P&I TWG set out to conduct the LGA backstopping in their DADP preparation. For the activity a national facilitation team has been formed by selecting members from ASLMs. The backstopping has been conducted three times from November 2006 through December 2008. RADAG participated in all of the three operations.

(1) DADP Backstopping during 2006/07 financial year

In the first operation, due to the limitation of ASDP funds for the activities, the team made use of on-going projects such as PADEP, DASIP, etc. RADAG also contributed through technical and financial support. The operation was conducted in two phases: the first from November to December 2006; and the second from January to March 2007. Table 3.6 outlines the activity.

Table 3.6: Outline of DADP Backstopping (November 2006 – March 2007)

Objectives	To ensure that LGAs be able to develop a quality DADP for 2007/08 year through an improved DADP design and assess the progress of ASDP implementation at local level for 2006/07
Major Contents	<ol style="list-style-type: none"> 1) Discussion on DADP implementation for 2006/07 and planning process for 2007/08 2) Discussion on WFT training contents and materials 3) Backstopping to WFT training 4) Actions for finalization of the DADP for 2007/08

Major Activities of RADAG

RADAG had a series of discussions with the ASDP Secretariat on how to implement the backstopping. In addition to pursuing the principal objective of the backstopping to ensure that LGAs conduct the training of WFT, RADAG emphasized the need for confirmation on the preparation of the DADP. RADAG attended part of the sessions of the backstopping in Phase 1 (in Mara region) and found that while it was effective for facilitating LGAs in DADP preparation, there were needs for further improvement, e.g., greater involvement of regional personnel, prior notification to LGAs with confirmation of DFT members, introduction of key issues based on the DADP Guidelines.

After Phase 1, the ASDP Secretariat and ASLM facilitators had several meetings for improving the operation based on the experience and observations of Phase 1. RADAG also contributed to the discussion by supplying a checklist for the facilitation at LGAs and a sample table of contents of the report to be submitted by the facilitation teams. Subsequently, from early February to mid-March 2007, RADAG again joined the backstopping in the three regions. After completing the whole operation, RADAG prepared a report describing the findings during the sessions and proposals for further improvement. Table 3.7 is a summary of the report (for details, see Appendix 5 of the separate document).

Table 3.7: Summary of RADAG Report on the 2006/07 DADP Backstopping

Overall Conclusion	The backstopping exercise is useful to facilitate LGAs in preparing their DADPs on time. It provided LGAs them with good opportunities to clarify ambiguities in their preparation and to realize that the DADP preparation was urgent and the central government was serious about it.
Key Finding for DADP Preparation	Major obstacle of the 2006/07 DADP planning and implementation was the delay of fund disbursement. Due to the lack of funds, many districts could not start their expected activities.
Major Proposals	<p><u>For the improvement of DADP planning and implementation</u></p> <ul style="list-style-type: none"> - Improve the timing of fund disbursement - Establish a regular and reliable information network between the center and LGAs - Send some personnel of MAFC and MLD to the Agricultural Section of PMO-RALG which bridges information between technical ministries (and the ASDP Secretariat) and LGAs through Regional Secretariats <p><u>For the improvement of facilitation</u></p> <ul style="list-style-type: none"> - Conduct the backstopping at earlier time, preferably during November or December - Organize a review meeting of the backstopping operation in the current year where a comprehensive report of the entire operation should be produced, addressing the achievements and challenges as well as an annual plan (or cycle) of supporting activities for the following year - Prepare materials for facilitation, including 1) agenda of the facilitation session, 2) a tentative time table of the facilitation session, and 3) good (quality) examples of DADPs - Try to reduce costs of the facilitation, including 1) to rationalize the number of facilitators and 2) to require all LGAs to assign a representative of DFT or the DADP coordinator

(2) DADP Backstopping during 2007/08 financial year

In November 2007, the P&I TWG embarked on backstopping following the agreed actions of the second JIR. This time, the TWG considered that the 2007/08 backstopping should rather be a brush-up

for the LGAs focusing on the “how-to” aspects of DADP preparation. Goal was also set to strengthen the capacity of the Regional Secretariats (RSs) for their technical facilitation of LGAs in DADP preparation. The backstopping was also intended to inform LGAs that the deadline of DADP submission for 2008/09 was the end of December 2007, as directed by the President. The outline of backstopping is presented in Table 3.8.

Table 3.8: Outline of DADP Backstopping (January – March 2008)

Objectives	<ul style="list-style-type: none"> - To brush up them with the “how to” aspects of DADP preparation - To strengthen the capacity of the RSs for the guidance and technical facilitation of the DADP preparation - To inform LGAs that the deadlines of the DADP submission is the end of December 2007
Major Contents	<ul style="list-style-type: none"> - O&OD (Steps to follow during the process) - Facilitation skills on how the community could identify economic potentials and how to plan - DADP concept and objectives and how to prepare good plans - MTEF and its basic concept of three-year plan - Financing DADPs - Implementation of DADPs - Group exercise on DADP preparation - Presentation of prepared DADPs

Major Activities of RADAG

1) Support to preparation of backstopping

Immediately after the second JIR, RADAG had a series of discussions with the DADP P&I TWG on how to implement the backstopping. With respect to facilitating the LGAs to prepare a quality DADP, RADAG suggested that the TWG distribute the results of the quality assessment to LGAs. By doing so, it was expected that an LGA could understand which aspects of its DADP should be improved and how it should be done. With this suggestion accepted, RADAG provided the TWG and national facilitators a set of materials that summarize the quality assessment results.

2) Participation in backstopping

RADAG participated in backstopping in Mbeya and Morogoro Regions as an observer.²⁹ RADAG presented the results of the DADP quality assessment. Such feedback from the center offered a good opportunity for an LGA to recognize the quality and features of its DADP as compared to others. To the presentation made by RADAG, many participants and stakeholders positively responded by offering comments for the refinement of the assessment methodology.

3) Preparation of a monitoring report

After returning from the backstopping, RADAG prepared a monitoring report that delineated: i) observations of implementation methodology and effectiveness of the backstopping; and ii) recommendations for better backstopping operation. Table 3.9 is a summary of the report (for details, see Appendix 6 of the separate document).

Table 3.9: Summary of RADAG Report on the 2007/08 DADP Backstopping

Overall Conclusion	<ul style="list-style-type: none"> - The backstopping had achieved its goals to a good extent. Almost all important messages were shared with LGAs, e.g., the concept of a three-year rolling plan, the selection of target villages (linkage with VADPs) and the goals of food security and poverty reduction. - But as described below, there were issues remaining for further improvement.
---------------------------	--

²⁹ RADAG is not in a position to provide training at the backstopping because it is a P&I TWG member but not a NFT member. However, RADAG contributed to the backstopping by presenting the results of the quality assessment of 2007/08 DADP documents (See Sub-section 3.2.4 below) at the request of the P&I TWG.

On the Methodology of Backstopping	<ul style="list-style-type: none"> - In the latter part of the workshop, there was a practical exercise for DFTs to learn how to produce tentative DADPs based on their VADPs. Substantial discussion was held among LGAs, which deepened the understanding of the formulation process of DADPs. - A major obstacle to the backstopping was time constraints. - The backstopping could have been more effective and efficient if it had targeted key participants. - While facilitation skills were in generally good, the focus by the national facilitators was not well balanced. It would be more effective if the facilitators would have deeper knowledge and skills of practical aspects of LGAs' DADP preparation. Concern also remained whether facilitators had a common understanding of a quality DADP and effective facilitation methods. - The objective of involving RSs was also partially achieved.
On the Effectiveness of Backstopping	<ul style="list-style-type: none"> - It was found that the checklist used in the quality assessment was a useful tool both for LGAs and RSs to produce a quality DADP. - To enhance the capacities of LGAs, the DADP Guidelines should be improved with enriched contents of practical know-how.

(3) DADP Backstopping during 2008/09 financial year

In the 2008/09 financial year, the backstopping is planned to be conducted in December 2008 as shown in Table 3.10. This year's backstopping has focus on training LGAs on the project appraisal including the explanation of the cost-benefit analysis and preparation of project write-up (profile). The importance of such skills and knowledge was noted by ASLMs and DPs as they observed that many of the proposed activities in DADPs are just a set of wishful activities and may not have economic viability and sustainability. Therefore, it has been intended this year to facilitate the LGAs to acquire such skills so that they can screen better interventions out of numerous proposals from communities.

Table 3.10: Outline of DADP Backstopping (December 2008)

Objectives	<ul style="list-style-type: none"> - To train LGAs (DFT and WFT) with respect to project formulation and appraisal. - To strengthen the capacity of the RSs for the technical facilitation of the DADP preparation
Major Contents	<ul style="list-style-type: none"> - Explanation of the extended O&OD exercise. - Explanation of the Logical Framework concept and its application in project formulation. - Training on the cost-benefit analysis - Training on preparation of project budget and implementation plans - Training on preparing a project write-up (profile)

Major Activities of RADAG

1) Support to preparation of backstopping

Before starting the operation, RADAG has contributed to the preparation of the backstopping by taking part in the P&I TWG meeting, making suggestions and supplying materials to be included in the operation. Because this year backstopping included fairly technical aspects, RADAG attempted to make the presentation simple and accessible by the participants.

2) Participation in backstopping

In the operation RADAG joined the whole exercises in the Kilimanjaro and Tanga regions, and small part of the course in Morogoro Region. In the former exercise, RADAG supported the activities of the national facilitation team in charge of the operation in the two regions, including the preparation of completion report. In the latter, RADAG conducted a simple participatory observation, examining the effectiveness of the backstopping.

3) Preparation of a monitoring report

In this year support, RADAG did not prepare its own report. Rather it supported the team's preparation of the completion report (See Appendix 7 of the separate document). Major findings of the operation are as follows.

- It seems that the present backstopping was successful in disseminating the knowledge of project appraisal. However there are needs of technical support in such subjects as procurement and private sector participation.
- The workshop was conducted by region. Hence the number of participants was sometimes too large (more than 100). Some measures should be taken to reduce this number to make sure more effective workshop.
- More improvement is necessary in the training materials. Swahili version should be prepared.
- In the present workshop, the concept of logical framework was introduced to help DFT and WFT clarify the logical structure of a project. However, the single occasion of training would not be sufficient for them to fully understand the concept.

3.2.4 Quality Assessment of DADPs

The first JIR, which was conducted in April 2007, pointed out the inadequate quality of DADPs and proposed several actions to be taken by the DADP P&I TWG and other related entities, including designing effective systems for the quality control of DADP operation. However, there had been no detailed and conclusive dialogue among stakeholders on which aspects of the current DADPs need to be improved. Thus, RADAG decided to conduct the quality assessment of DADP documents. It should be noted here that there are two exercise of the DADP quality assessment. The first one was done mainly by RADAG for 2007/08 DADP documents based on discussion with and the acknowledgement of ASLMs. The second one was undertaken by the DADP P&I TWG together with RADAG for assessing the draft DADPs for 2008/09. Behind this is the fact that the former exercise was institutionalized into the task of the TWG, to which RADAG provided technical support based on its former practice. The following are major activities undertaken by RADAG for these two assessments.

(1) Quality Assessment of 2007/08 DADP Documents

1) Development of a checklist for quality assessment

Since it was the first attempt to conduct a thorough and systematic assessment of DADPs, the exercise began with the exploration of an appropriate methodology. RADAG first developed a simple checklist with a set of criteria for a quality DADP. Behind this are various stakeholders in the planning process, i.e., the national facilitators in provision of training, the regional secretariats (RSs) in backstopping, and DFTs in the formulation of a DADP. The checklist aimed at building a common understanding among those stakeholders regarding what a quality DADP should look like. Table 3.11 is an outline of the checklist (for details, see Appendix 8 of the separate document).

Table 3.11: Summary of the Checklist for 2007/08 DADP Documents

Aspect	Viewpoint
Organization (Table of contents)	TC-1: How much do an LGA follow the Table of Contents suggested by ASLMs?
Quality of Planning	QP-1: Are Missions/ Objectives clearly described in line with ASDS? QP-2: Are problems that LGAs/Farmers face clearly described? QP-3: Is the strategy that a LGA takes against problems clearly described? QP-4: Are previous achievements clearly described? QP-5: Is the consolidation /prioritization process clearly described?
Document Writing	DW-1: Are data on SWOT, PDA and statistics analytically applied in planning project/strategies? DW-2: Is the content comprehensive? DW-3: Is the content clear, concise and consistent?
Target Intervention	TI-1: Basic Information, TI-2: Clear and concrete description of Target/Activities, TI-3: Economic evaluation / Marketing plan, TI-4: Social and environmental aspects, TI-5: Sustainability
Budget*	B-1: Are the sources of funds clearly indicated? B-2: Do the figures of budgets funded match with ceiling amounts determined by PMO-RALG? B-3: Is the budget format in line with MTEF Guidelines Format or PlanRep?

Note: There are other viewpoints that examine 1) appropriate use of funds, 2) compliance with the rules of DADP Guidelines, and 3) the proportion of the budget for contracting private extension service providers. However those were not examined in the quality assessment because they have issues with ambiguity for judgment.

2) Implementation of quality assessment

In the quality assessment, RADAG took two steps, namely, an intensive assessment of 38 DADP documents and an extensive assessment of 132 DADP documents submitted by all LGAs of the country. The first dealt with more detailed contents of a DADP, including the analysis on the use of DADP funds, while the second assessed the quality of all DADPs, focusing on narrative aspects. The results of these two assessments can be summarized in Table 3.12 (for details, see Appendixes 8 and 9 of the separate document). Many DADP documents had similar contents, i.e., fair in describing the current status of the LGA but inadequate in demonstrating their objectives, strategic thinking and interventions. Critical needs, it was therefore concluded, were technical guidance on how to prepare a development plan beyond the sensitization of LGAs to institutional and administrative aspects of DADP operation.

Table 3.12: Summary of Reports on the 2007/08 DADP Documents Quality Assessment

Major Objectives	<ul style="list-style-type: none"> a. To identify characteristics of the 2007/08 DADP documents. b. To identify possible reasons for the insufficient quality of the DADP documents. c. To provide recommendations to ASLMs on how to support to LGAs on DADP operation.
Scopes and methods	The assessment is limited to a desk work, targeting 132 copies of the 2007/08 DADP documents from entire country. Methodology adopted is numerical evaluation based on the checklist.
Major findings	<ul style="list-style-type: none"> a. Only about a half of DADPs followed the suggested the Table of Contents, implying that Districts did not take up the instructions sufficiently and seriously. b. Regarding the aspect of planning quality, out of five viewpoints of 1) Mission/Objects, 2) Problem identification, 3) Strategy, 4) Past achievements, and 5) Consolidation process, the latter three viewpoints were often neglected in DADPs, implying that LGAs lack the capacity of strategic planning skills. c. In terms of document writing, many DADPs included numerical data and SWOT analysis, but could not relate them to strategy or interventions. DADPs were also short of issues examined by the Annual Assessment. Also many miscalculations of budget were found. d. With respect to the target intervention aspect, DADPs often did not come with sufficient information such as the number of beneficiaries, marketing plans, and sustainability. e. In the aspect of budgeting, it was found that many DADPs do not clearly indicate the source of funds. Ceiling was not followed and formats used were not unified. Some rules of spending fund were not consistently understood by LGAs. f. The analysis on the use of fund showed that relatively appropriate usage was found in DADG while AEBG and ACBG has some challenges in terms of differentiation and compliance with the DADP Guidelines (e.g. less involvement of private sector). There was also difficulty of categorizing interventions even in light of the DADP Guidelines. The MTEF/PlanRep system seemingly does not match with the application of DADP funds.
Recommendations	<ul style="list-style-type: none"> a. Distribution of the “Project Sheet” to LGAs. This measure was proposed for facilitating LGAs to show key information for effective implementation. b. Development of Annual Quality Control System. It is desirable to assess DADPs in an annual cycle for the purposes of i) obtaining the current quality of DADPs, ii) identifying bottlenecks of DADPs, and iii) feeding back to LGAs on the quality of their DADPs. c. Improvement of DADP Guidelines. The assessment found that some of the issues stemmed from insufficient description of the guidelines. They need to be amended accordingly. d. Conducting fact-finding studies. The assessment was only on the quality of the documents: it is needed to conduct field studies to find how actually those interventions are conducted. e. Revisiting the interconnection between ASDP/DADPs and the MTEF/PlanRep system. As it was found that LGAs were confused about budgeting, clarification and harmonization between the two systems should be undertaken promptly. f. Annual update of the DADP Guidelines. In order to improve the support to LGAs’ DADP operation, the guidelines need to be updated regularly. Such an effort is essential to accumulate and disseminate the lessons learnt from previous experiences. g. Involvement of RS in the quality control. It would be more efficient to get the RS substantially involved in the quality assessment.

3) Mainstreaming of outputs of quality assessment

Having completed the quality assessment, RADAG made efforts to mainstream its outputs into the ASDP/DADP framework. It shared the findings and exchanged views with various stakeholders such as the Director of Policy and Planning (DPP) of MAFC, other ASLM Directors, the DADP P&I TWG and DPs. They provided comments and suggestions for a better approach of the quality assessment. Through the discussions, it was generally agreed that the recommendations provided by the RADAG reports were taken on board as further efforts to be made by the DADP P&I TWG. One of them is for the TWG to conduct the quality assessment by itself.

(2) Quality Assessment of the Draft 2008/09 DADPs

1) Support to preparation of a framework for DADP quality assessment

In order to institutionalize the quality assessment in DADP operation, RADAG has been assisting the DADP P&I TWG in formulating a framework document. This document will serve as a practical guidance for LGAs, RSs and ASLMs to conduct the quality assessment. The “characteristics” have been revised on the basis of RADAG’s “viewpoints”³⁰ with emphasis on issues relating to action plans, M&E, and the performance assessment in the ASDP framework. Accordingly, criteria for scoring against each characteristic have been developed. There is also “the evaluation sheet” for an evaluator to depict his/her observations and recommendations to LGAs based on scores, so that ASLMs could provide specific guidance to each LGA.

With these revisions, the framework document had been prepared up to the third draft as of March 2008. Table 3.13 summarizes its contents and Table 3.14 lists characteristics against which the quality of the DADP document is to be examined (See Appendix 10 of the separate document).

Table 3.13: Outline of the Quality Assessment Framework Document

Objectives	a. To provide a common base of quality judgment of a DADP b. To provide clear guidance to stakeholders on what is a quality DADP and how to achieve such DADPs
Users	<u>National:</u> DADP Evaluation Team (core DADP P&I TWG members and other ASLM officers) <u>Region:</u> RAA, RLA, or other related personnel for backstopping LGA’s planning of a DADP <u>District:</u> DFT and Council Management Team for preparation of a DADP
Use	a. Joint appraisal by RSs and LGAs based on the checklist prior to full council approval b. Evaluation by the DADP Evaluation Team after formal submission c. Feedback to RSs and LGAs by the DADP Evaluation Team
Evaluation	Total 23 characteristics in 7 aspects as listed as in Table 2.12 An evaluation sheet is to be prepared per LGA. It presents scores and observations and recommendations for specific guidance to LGAs.
Scoring	Score 0, 1 or 2 for a characteristic in accordance with the following general principle: 0 = No/Almost no description or compliance 1 = Described to some extent or compliance to some extent 2 = Well described or good compliance Obtain the total score of a DADP by adding all the scores given to individual characteristics and classify as follows*: Group A: Good quality – Total Score of 31 – 46 Group B: Fair quality – Total Score of 11 – 30 Group C: Poor quality – Total Score of 0 – 10

Note: * In the actual exercise of the 2008/09 quality assessment in Morogoro, the ranges were slightly modified with the total score from 0 to 20 for poor quality and from 21 to 30 for fair quality. These modifications are to be reflected in the forth draft.

³⁰ The term of “characteristics” is referred to as “viewpoints” in the quality assessment for 2007/08 DADP documents. They are the main checkpoint for the quality assessment

Table 3.14: Characteristics for the Quality Assessment

Aspect	Characteristics
Structure	1.1. Does the DADP follow the Table of Contents?
Context	2.1. Are Missions/Objectives/Targets consistent with ASDS/ASDP? 2.2. Are key problems clearly stated? 2.3. Do strategies sufficiently address key problems of respective districts? 2.4. Are past achievements and causes of shortfalls clearly stated? 2.5. Does the DADP give need assessments of capacity building and agricultural service provision? 2.6. DADPs formulation process: (Is the DADP derived from VADPs?) 2.7.1. Are prioritization conditions appropriately stated? 2.7.2. Has any prioritization of interventions been done? 2.8. Is the three-year plan concept understood and used (as per MTEF)? 2.9. Are interventions properly linked to realize set Targets?
Consideration of the PA Criteria	3.1. Does the DADP contain an analysis of the district's agricultural potential, opportunities and obstacles to development? 3.2. Is the DADP assessed for the level of implementation as per activities and budget? 3.3. Does the DADP inform the number of wards which have established farmer fora? 3.4. Does the DADP describe the percentage of LGA budget for extension used for contracting services through private providers? 3.5. Does the DADP describe linkages with the Zonal Agricultural Research and Development Institutes (ZARDIs)? *3.6. For investment interventions, is profitability and/or economic viability stated? *3.7. For investment interventions, is sustainability considered? *3.8. For investment interventions, is environmental consideration described?
Interventions (Activities)	4.1. Appropriate use of grant by categories, i.e. Basic and Top Up, DADG, ACBG, and AEBG (eligibility of interventions)? 4.2. Are identified Targets feasible and practical (i.e., SMART criteria)?
Budget	5.1. Is proper MTEF format and/or PlanRep used? 5.2. Is the costing realistic (sample check)? 5.3. Is the costing correct (sample check)?
Action Plan	6.1. Is the Action Plan appropriately structured?
M&E	7.1. Does DADP include an M&E plan?

2) Participation in quality assessment

In March 2008, the quality assessment was conducted by an evaluation team consisting of the core members of the DADP P&I TWG and some staff of the Division of Sector Coordination, PMO-RALG. For this quality assessment, a workshop was held in Morogoro, where both orientation for the team members and evaluation of 132 DADPs were carried out. RADAG participated in both. In the orientation, it made presentations on criteria for scoring and the use of the evaluation sheet, while in the evaluation, it dealt with 33 DADPs. The workshop produced expected outputs including the evaluation sheets to all of the LGAs with specific guidance for improvement of their DADPs and a report that summarized key data and recommendations for way forward. The former was disseminated to LGAs by PMO-RALG and the latter was submitted to ASLM's CD as an output of the assessment (See Appendix 11 of the separate document).

3.2.5 Enhancement of DADP P&I TWG Operation

Since the latter half of 2007, RADAG has been one of members of DADP P&I TWG. And it has provided technical assistance to the management of the TWG in addition to the TWG' activities to backstop LGAs in DADP planning and implementation.

It was in February 2008 that the DADP P&I TWG, under the guidance of DPP, MAFC, decided to revise its TOR and Work Plan that had been formulated for the year and hence did not meet the current roles expected of the TWG. RADAG provided written comments on the existing TOR and Work Plan. Key pillars provided by RADAG included: 1) the addition of specific objectives that have not yet been stipulated in the TOR but have been pursued by the TWG in the process hitherto; 2) the derivation of outputs against each specific objective for effective task management; and 3) the establishment of an

annual cycle of technical assistance for strengthening LGAs for DADP operation. Table 3.15 and Figure 3.1 below show RADAG’s proposals on these issues.

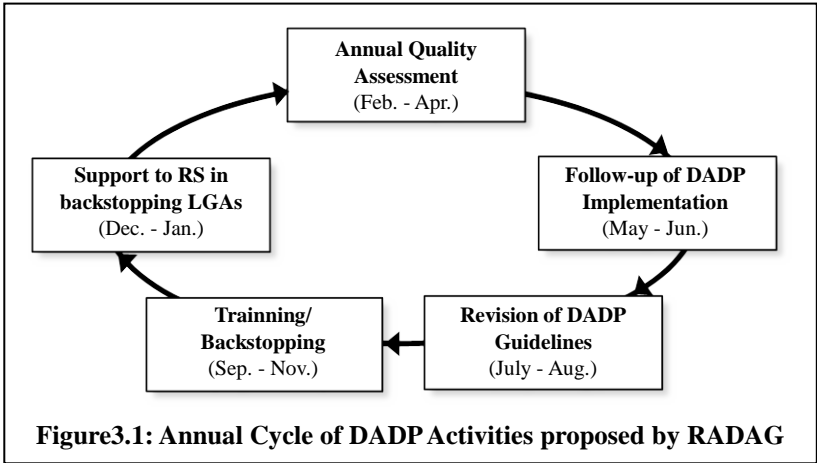
Table 3.15: Major Specific Objectives and Outputs for DADP P&I TWG proposed by RADAG

	Specific Objectives	Outputs	Remarks
1	Review DADP Guidelines periodically.	Comprehensive DADP Guidelines	Annual basis
2	Assess the quality of DADPs annually*.	Assessment Report	Annual basis
3	Coordinate preparation and/or review of training materials/modules on DADPs P&I.	Updated training materials/modules for DFT	Annual basis
4	Provide technical guidance, coordination and training, as needed to NFT*.	Minutes of Meeting Training modules for NFT	Annual basis
5	Coordinate and facilitate training workshops on DADPs planning and implementation.	Training (or Backstopping) Report	Annual basis
6	Provide guidance and support to RSs for effective technical backstopping to DFT and WFT.	TOR and tools for RS backstopping Training modules for RS Training Reports	TOR and tools for 2008/09 Modules and report on annual basis
7	Collaborate with other TWGs, especially the M&E TWG for a follow up on DADP implementation.	Minutes of Meeting Updated TOR for TWGs	For 2008/09
8	Collaborate with PMO-RALG, especially DMIS to harmonize DADPs into SP/MTEF framework**.	Minutes of Meeting Improved PlanRep2	For 2008/09
9	Conduct implementation monitoring/ Follow-up of DADP implementation **.	Monitoring Report	Annual basis

Note 1: * Specific objectives added by the World Bank. RADAG has affirmatively confirmed their worthiness to add.

** Specific objectives added by RADAG

Note 2: The table indicates major specific objective. There are other specific objectives being examined..



Having obtained comments from members, DADP P&I TWG finalized its TOR. Since then, RADAG has been contributing to discussion and operation of the TWG, including the provision of comments to training materials for backstopping and making communication with the ASDP M&E TWG to incorporate M&E issues in backstopping. As of December 2008, TWG has been pursuing TOR, though the progress of achieving activities is rather behind the annual work plan scheduled.

3.2.6 Consolidation of DADP Quarterly Progress Report

Whilst providing technical backstopping to the DADP P&I TWG, RADAG extended its support to the Agricultural Section, Department of Sector Coordination of PMO-RALG. This section has a mandate of consolidating 133 of DADP progress quarterly reports submitted from all of LGAs in the country into one report as a part of ASDP quarterly progress report. This task tends to be burdensome and tedious, which delays the preparation of the consolidated report. In this situation, there has been policy

the Agriculture Section. However, this initiative is yet to be fully institutionalized, requiring technical assistance on how to transfer the task of consolidation from PMO-RALG to RSs. The following are major activities undertaken by RADAG to facilitate this process.

1) Participation in the consolidation task

In July and October 2008, in response to the request made by the Agriculture Section, RADAG joined the consolidation tasks undertaken by the Unit and examined the current status of the operation. Major findings are as follows.

- Despite the intention of PMO-RALG, many RSs merely compile the reports submitted by LGAs into one report without organizing and analyzing data.
- There are various levels of performance of RSs and LGAs on the quarterly progress reports. This could be attributed to the fact that some of them do not understand how to use the format while others cannot well operate the computer to produce a report, both of which resulted in making the consolidation by the Agriculture Section more burdensome and time-consuming.
- There is also room for improvement in the analysis made by the Agriculture Section, e.g., they collect data required for a consolidated report (such as the number of irrigation facilities constructed) by manually counting the numbers shown in LGAs' reports. This is due mainly to the inappropriate format that does not have a column to fill in with necessary data.

These findings were shared with the Agriculture Sector Unit, which decided to conduct the training of RSs on how to consolidate the DADP quarterly progress reports in November 2008, thus targeting developing capacity of RSs.

2) Participation in the training of RSs on the consolidation tasks

Based on the experience of supporting the consolidation process, RADAG assisted PMO-RALG in conducting the training workshop of RSs, which was held in the middle of November 2008 in Morogoro. Support rendered by RADAG includes the following activities.

- Preparation of training materials such as simple guidelines for RSs on how to consolidate the reports and good/bad samples from the previous reports
- Preparation of presentation materials including a model for demonstration on the consolidation using computer techniques such as coding and sorting
- Facilitation of discussion and practical sessions, especially on computer techniques required for report writing

Following the participation in the training, RADAG prepared an observation report for the Agriculture Section of PMO-RALG (See Appendix 12 of the separate document). Major recommendations included in the report are:

- Through the practice of the workshop, it was observed that there were locations in the process of report consolidation where many RS officials made similar mistakes. Hence it would be beneficial to prepare a basic manual of computer know-how required for the report consolidation, e.g., how to calculate a sum and do sorting in MS Excel;
- RS produces a consolidated progress report based on the reports submitted by LGAs. It would be helpful to prepare a list of common mistakes observed in many LGA progress reports, and share it with LGAs so as to prevent them from making such mistakes in advance.
- Based on the submitted report, it was inferred that majority of district officials were less skillful than expected in computer operation. Therefore LGAs should be advised to utilize ACBG to improve the computer skills of officers; and

- In order to secure the quality of the quarterly progress report, it would be desirable to produce and utilize a checklist for quality assessment similar to the one created for the DADP quality assessment.

3.2.7 Contribution of RADAG

RADAG provided various kinds of technical support for DADP planning and implementation. It functioned sometimes as an in-house consultant for the DADP P&I TWG; at other times it provided external inputs to ASLMs including the TWG and the Agriculture Section of PMO-RALG. Following are contributions made by RADAG through the series of joint work with the TWG and other relevant organizations.

- RADAG contributed to lay groundwork for the DADP Guidelines by working jointly with the government team in preparing the simplified version (March 2006) and the full version (November 2006).
- The DADP quality assessment which RADAG conducted a trial exercise has been internalized by the DADP TWG. The assessment is now registered as an official activity in the annual work plan.
- RADAG facilitated the Agriculture Section of PMO-RALG in their effort to transfer some of the duties of progress report consolidation to the RS offices.

3.3 Support to Finalization and Operationalization of the ASDP M&E Framework

A monitoring and evaluation (M&E) framework is necessary in order to implement ASDP effectively and efficiently and eventually achieve the objectives of the program. The framework should provide guidance on periodical monitoring both the financial and physical progress of ASDP implementation for feeding back the results into the next planning cycle and on measuring the overall performance of ASDP by setting indicators and their target values.

Although MoU for the Basket Fund was signed in June 2006, ASDP had not yet operationalized the M&E Framework stipulated in the Government Programme Document. ASLMs were obligated by the ASDP DPs to finalize the framework and move on to operationalize it soon. For this task, RADAG assisted GoT in establishing an ASLMs and DPs Working Group (WG) for ASDP M&E, which was materialized in December 2006.³¹ RADAG assumed the role of secretariat for the group in the beginning, and since continued to backstop the M&E TWG. In March 2007, RADAG transferred the secretariat role to the M&E unit of MAFC so as to enhance the government ownership of the process. RADAG remained as one of the core members of the group and keep facilitating the process. During the fourth year of the Program, RADAG's support to the TWG was handed over to JICA's Technical Cooperation in Capacity Development for the ASDP Monitoring and Evaluation System, commenced in March 2008.

The support rendered by RADAG for the finalization and operationalization of the ASDP M&E framework for the period of May 2006 – September 2008 is as follows:

- 1) Study on ASLMs' M&E Capacity for DADPs;
- 2) Participation in the M&E Working Group of MAFC;
- 3) Establishment of the ASLMs and DPs Working Group;
- 4) Finalization of ASDP M&E Framework;
- 5) Finalization of Short-listed Indicators; and

³¹ The joint working group was then consolidated as one of the ASDP Thematic Working Groups. It is therefore referred to as the ASDP M&E TWG.

6) Preparation for the 2008 Agricultural Survey (Sample Census).

3.3.1 Study on ASLMs' M&E Capacity for DADPs

Since the DADP started, ASLM officers have been dispatched to districts to monitor financial and physical progress of DADPs every year. RADAG undertook a study on ASLMs' M&E capacity for DADPs by reviewing the ToRs and participating in the actual monitoring in two regions in 2006. Based on the study, RADAG identified the areas that need improvement to make the monitoring practice more effective and efficient such as (The findings of the study are presented in Appendix 13 of the separate document.):

- To review and re-formulate the TOR;
- To establish a reporting and feedback mechanism; and
- To involve the Regional Secretariats in the DADP monitoring.

3.3.2 Participation in the M&E Working Group of MAFC

In August 2006, MAFC established a working group to strengthen its data collection and M&E system of the ASDP. One of the purposes was to monitor effectively the implementation of the ASDP and evaluate its impacts. In response to the request of MAFC, RADAG participated in the working group to provide technical backstopping. In September 2006, a meeting was held which discussed about the M&E frameworks and the formats of area-based programs. RADAG joined the meeting and facilitated a MAFC member of the group to explain overall idea of the ASDP M&E system.

In the meeting, it was found that computer software at LGA level such as PlanRep2 and Local Government Monitoring Database (LGMD)³² promoted by PMO-RALG was expected to play an important role in the M&E system of MAFC, and yet the group did not have sufficient information about the reporting arrangement of the software and how they had been used at the local level. Then, RADAG had taken the following actions. These activities led to a better understanding of the working group members on the current situation of computer software, data collection and reporting mechanisms at LGAs.

- To inviting a computer system analyst of PMO-RALG for a presentation;
- To organize a field trip to three districts in Tanga region to observe current situations of the use of the software (The results of the trip are presented in Appendix 14).

3.3.3 Establishment of the ASLMs and DPs Working Group

Along with the MAFC M&E working group, DPs established a working group in October 2006 to examine the current M&E framework for the ASDP and to identify needs, if any, for further improvement. FAO, Irish Aid and JICA were selected as the members of the DPs working group, which was joined by the World Bank later. Then, MAFC and DPs agreed to consolidate their M&E working groups, rather than having separate ones with similar purposes. It was also considered

³² PlanRep2 is the computer software introduced by PMO-RALG and the Ministry of Finance and Economic Affairs and aims at providing LGAs tools for budget preparation, financial management and project monitoring. Since the 2006/07 financial year, LGAs have been mandated to use PlanRep2 for the preparation and submission of MTEF to the central government. However, the use of PlanRep2 in financial and physical progress reporting is still limited. LGMD (Local Government Monitoring Database) was developed to provide data for the annual indicators of the Poverty Monitoring Master Plan (PMMP) and for planning at district level. Indicators for the objectives set in PlanRep2 can be selected from LGMD. The indicators included in LGMD have been selected for agriculture, education, health, governance, lands, poverty, roads, and water/sanitation and their data are collected at village, ward and district levels. These software packages have yet to be disseminated due to insufficient training of LGAs staff, limited access to e-mail that allows LGAs to submit data to the central government and inadequate routine data systems at district level.

important to involve other ASLMs. RADAG thus assisted them in establishing a joint M&E working group by: 1) drafting TOR of the working group; and 2) undertaking a series of discussions involving ASLM Directors and DPs in collaboration with the JICA Tanzania Office. The ASDP M&E TWG was finally set up in early December 2006 in order to:

- Finalize the M&E framework for the ASDP; and
- Formulate a blueprint that delineates steps to operationalize the M&E framework.

RADAG initially assumed a role of secretariat and coordinated activities of the M&E TWG, such as review of previous literature on ASDP M&E and indicators of each ASLM, field studies and working sessions. At the end of March 2007, however, RADAG transferred the secretariat to MAFC's M&E Unit with a view to enhancing GoT's ownership in finalization of the M&E framework.

3.3.4 Finalization of ASDP M&E Framework

Upon its return to Tanzania in May 2007 for the third year of the Program, RADAG re-joined the M&E TWG and worked on what its ASLM members had attained during the absence of RADAG. Tasks undertaken by the M&E TWG toward finalization of the M&E framework document include:

- Revising the table of content of the M&E framework;
- Selecting short-listed indicators³³ using SMARTU criteria;
- Developing data collection, reporting, monitoring and evaluation mechanisms of the ASDP; and
- Identifying the roles of key institutions.

For these tasks, the secretariat group consisting of core members of the M&E TWG usually prepared drafts, which were then presented to all WG members for discussion and approval. In June 2007, a workshop was held to present a draft M&E framework and to solicit comments from a wider range of stakeholders, e.g., ASLMs, the National Bureau of Statistics (NBS), RSs, LGAs and DPs. With the comments incorporated, the revised ASDP M&E framework was submitted to DPP, MAFC, and then approved by the Committee of ASLM Directors in late August 2007 (See Appendix 15 of the separate document).

3.3.5 Finalization of Short-listed Indicators

Although the ASDP M&E framework was approved, there remained an important task needed for its operationalization, i.e., finalization of the short-listed indicators through field-testing and baseline data collection. Field-testing was needed to ensure the selected indicators were really collectable. The baseline data collection would be done only after that confirmation.

For this purpose, the M&E TWG undertook field-testing in November 2007 in four regions (two districts in each region) with a questionnaire. In the field-testing, availability and reliability of data for each short-listed indicator and its data source were verified, which led to omission and revision of some indicators. Concurrently, national-level data collection for some short-listed indicators was conducted in Dar es Salaam. Data were collected from various agencies such as NBS, the Tanzania Investment Center (TIC), and the Tanzania Revenue Authority (TRA).

The findings of the field-testing at national and local levels were integrated, and 21 indicators were finally selected as short-listed indicators. Of these, six indicators required data collection from LGAs. The M&E TWG thus developed another questionnaire for these indicators in December 2007 and distributed it to each LGA in March 2008, holding workshops in ten locations in the country (at each

³³ The short-listed indicators were selected from the long-listed indicators to reduce the number of indicators to a manageable size. Another aim was to focus data collection efforts to the limited number of indicators that are feasible in the current situation (See Table 3.16 below).

location LGAs staff and Regional agricultural/livestock advisors from 2 to 3 regions were invited). In the workshop, the M&E Framework and the short-listed indicators were also briefly explained.

Upon its return to Tanzania in May 2008 for the fourth and final year of the Program, RADAG, together with the consultant team of JICA's Technical Cooperation (TC) in Capacity Development for the ASDP Monitoring and Evaluation System, also called RADAG (M&E), resumed assisting the M&E TWG in preparing a baseline report as described below.

1) Data entry of six short-listed indicators from the questionnaire submitted by LGAs

Data in the filled-out questionnaires submitted by LGAs were entered into an Excel format largely with RADAG (M&E) assistance. Data for other short-listed indicators had already been collected from national institutions such as ASLMs, NBS, TRA and TIC in the course of the field-testing.

2) Change of one of the short-listed indicators

Outcome Indicator 2, "Average consumption expenditure levels in rural areas" was replaced with "Production and productivity of crops and livestock" (See Table 3.16). This was because the DPP, MAFC, suggested that an indicator on production and yield of major crops and livestock products be included in the short-listed indicators as the National Panel Survey was expected to bring about more reliable data, at least national level estimates, of these indicators on an annual basis from the 2008/09 financial year.

3) Data collection of three short-listed indicators from the National Sample Census of Agriculture

The data source of the three short-listed indicators³⁴ is the 2002/03 National Sample Census of Agriculture (NSCA), and they provide not only national level estimates but also district level estimates. The national-level crop and livestock reports were published in 2006, but not all the regional reports that included district level estimates had been published as of mid-2008. Thus, data were obtained from the National Bureau of Statistics (NBS) for the short-listed three indicators.

4) Setting target values for each indicator

In preparing a baseline report, targets need to be set so as to measure the progress of ASDP against its plan. The M&E TWG discussed and agreed on methods to set target values for each indicator as follows:

- At national level: The target values set in other documents, such as the MKUKUTA Monitoring, are used. The TWG would also obtain target values from relevant MDAs;
- At regional level: It is not necessary to set target values because RS is not an autonomous administration; and
- At LGA level: Target values included in the filled-out questionnaire submitted by LGAs are used, wherever available. LGAs would be instructed to set target values at the time of updating the data in subsequent years.³⁵

5) Preparation of baseline report

Although the progress was not as fast as expected primarily because the M&E TWG members were sometimes not available due to other assignments, the baseline report was finally prepared in late September 2008, including national and regional level tables for each indicator and their analyses.

Table 3.16 shows the short-listed indicators finalized in September 2008. The final draft of the ASDP

³⁴ Outcome Indicator 1 "Production and yield of major agricultural and livestock products", Outcome Indicator 3 "Proportion of smallholder households using improved technologies", and Outcome Indicator 4 "Proportion of smallholder households using mechanization."

³⁵ Data for the short-listed indicators need to be updated every year to measure the performance of ASDP.

M&E framework including definitions, data source, and target values of these indicators is presented as Appendix 15 of the separate document.

Table 3.16: Short-listed Impact, Outcome and Output Indicators for the ASDP

	Indicators	Frequency	Disaggregation			Data source
			District	Region	Nation	
Impact	1. Real GDP growth rate per annum [MKUKUTA]	Annual			√	NBS
	2. Headcount ratio in rural areas – basic needs poverty line [MKUKUTA]	Periodical		√	√	NBS (HBS)
	3. Value of agricultural exports	Annual			√	TRA
Outcome	1. Food self-sufficiency ratio [MKUKUTA]	Annual I		√	√	MAFC
	2. Production and productivity of crops and livestock.	Periodical	√	√	√	NBS (NSCA)
	3. Proportion of smallholder households using improved technologies	Periodical	√	√	√	NBS (NSCA)
	4. Flow of private funds into agricultural and livestock sectors	Annual		√	√	TIC
	5. Proportion of smallholder households using mechanization	Periodical	√	√	√	NBS (NSCA)
	6. Ratio of processed exported agricultural products to total exported agricultural products	Annual			√	TRA
	7. Proportion of smallholder households participating in contracting production and out-growers schemes [MKUKUTA]	Annual	√	√	√	LGAs
	8. Proportion of LGAs that qualify to receive top-up grants	Annual			√	PMO-RALG
	9. Proportion of LGAs that qualify to receive performance bonus	Annual			√	PMO-RALG
Output	1. Number of agricultural production infrastructure	Annual	√	√	√	LGAs
	2. Number of agricultural marketing infrastructure and machinery	Annual	√	√	√	LGAs
	3. Number of extension officers trained on improved technological packages	Annual	√	√	√	LGAs
	4. Value of loans provided by SACCOs for agriculture	Annual	√	√	√	LGAs
	5. Number of agricultural marketing regulations and legislation in place	Annual			√	MITM, MAFC, MLDF
	6. Number of markets where wholesale or retail prices are collected	Annual			√	MITM
	7. Number of Inter-Ministerial Coordination Committee (ICC) meetings held	Annual			√	ASDP Secretariat
	8. Proportion of quarterly progress reports submitted on time	Annual	√	√	√	Regions, ASLMs
	9. Proportion of female members of Planning and Finance Committee	Annual	√	√	√	LGAs

Note: Indicators with [MKUKUTA] are from the Poverty Monitoring Master Plan.

Source: ASDP Monitoring and Evaluation Framework Document Final Draft, September 2008.

Contributions made by RADAG in finalization of the short-listed indicators include:

- Finalization of the field test questionnaire, participating in the test, and preparing the report;
- Data collection at national and local levels (including support to holding local workshops)
- Preparation of the Baseline report
- Finalization of the short-listed indicators through the above activities

3.3.6 Preparation for the 2008 Agricultural Survey (Sample Census)

In Tanzania, an agricultural survey is supposed to be implemented every five year. As the next survey was scheduled for 2008/09, the Government of Japan (GoJ) started examining some assistance for the survey around the end of 2007 with a view to strengthening the poverty monitoring system of the country. While NBS was thinking of conducting another large-scale survey similar to the last survey (the National Sample Census of Agriculture 2002/03), a general view was that it had shortcomings such as a delay in publishing survey results and insufficient involvement of the “users” of survey results in planning. The JICA Tanzania Office, the JICA adviser to NBS and the Embassy of Japan agreed that they would take the initiative to facilitate the discussion among stakeholders by developing a framework for the survey. RADAG participated in this effort as a representative of the ASDP M&E TWG, one of the primary users, of the survey.

First, the Japanese members developed several alternatives for the survey and identified pros and cons of each alternative. Then, RADAG with the JICA adviser to NBS explained the alternatives to ASLMs and asked them to consider which alternative would best meet their needs. In addition, RADAG and the JICA adviser facilitated a dialogue between NBS and ASLMs to make the decision-making process for the forthcoming survey more participatory. Owing to these efforts, MAFC, MLDF and MITM have gained a better understanding of the survey, and a technical committee to finalize the survey framework was established with participation from ASLMs and NBS. GoJ, based on the discussions with GoT, disbursed US\$1.44 million for the survey in 2008/09.

In addition to the above-mentioned activities, RADAG attended monthly A-WG meetings and assisted the JICA Advisor for the ASDP in reporting the progress of the ASDP M&E TWG and participated in or made presentations at various workshops/meetings related to the M&E of the ASDP.

3.3.7 Contribution of RADAG

Contributions made by RADAG are as follows.

- RADAG enhanced the M&E TWG members to acquire expertise of M&E system. Through joint works, knowledge and skills of how to define feasible indicators measuring impact, outcome, and output of a program, and how to select them (supply of the SMART criteria) have been transferred.
- RADAG facilitated the group to build capacity of team work. Working with the Group, it also made the ASDP M&E Framework completed. The ASDP M&E system has been in the process of development on the bases of the framework.
- RADAG had played the role of catalyst in establishing and operating the M&E TWG (Support to hold joint meetings and joint works where all M&E TWG members and DPs took part in). Even before the M&E TWG was formally set up, RADAG, together with JICA office, facilitated ASLMs to form a joint working group including DPs. As a result, the ASLMs-DP joint working group was officially formed. Given the situation that communication was sometimes disturbed even between two ministries, the formation of such a working group was significant as it was mandated to work on the cross-ministerial issues with participation of staff from multiple ministries. Even at present, the M&E TWG is operated by members from all ASLMs.
- RADAG positively facilitated the operation of the TWG by encouraging time management and timely preparation of agenda and minutes. RADAG assumed the role of secretariat at the beginning, but the responsibility was subsequently handed over to the government members. At present the group is managed entirely by the initiative of the government members, setting time for meetings and carrying out planned activities.

3.4 Studies on ASDP Institutional Arrangements

3.4.1 Study on National-level Institutional Arrangements for ASDP Implementation

Background and Objectives

One of focal challenges to ASDP implementation pointed out by the first JIR of April 2007 was a need for improved institutional capacity and coordination of ASDP at national level.³⁶ This issue had been discussed among DPs and between ASLMs and DPs almost since the onset of the ASDP in 2003. While some progress has been made, however, additional measures are still in need for further improvement.

Recognizing the critical importance of the institutional arrangement for ASDP implementation, the study was conducted with the following objectives:

- 1) To investigate the current situation and issues of institutional arrangements at national level for the implementation of ASDP; and
- 2) To identify needs for technical assistance in order to strengthen the ASDP institutional arrangements at national level.

Methodology

The following tasks were carried out mainly through deskwork and attendance at related meetings.

- 1) To review the process and contents of revision of the ASDP Programme Document.
- 2) To review the situation of national-level coordination after the finalization of the ASDP Programme Document, i.e., the establishment of the ASDP basket fund.
- 3) To assess the effectiveness of the TWGs in ASDP coordination.
- 4) To examine measures to improve ASDP coordination at national level and necessary technical assistance thereto based on the findings of 1) – 3) above.

Summary of the Findings and Recommendations

Major findings of this study are as follows. The final draft report is presented in Appendix 16.

- 1) Review of process and contents of ASDP Programme Document revision

Throughout the revisions of the institutional arrangements at national level in the ASDP Programme Document, it is the position and role of the ASDP Secretariat that the greatest change has been observed. The ASDP Secretariat was set up as the main coordinating body of ASDP implementation in early 2003. The function was basically shifted to the Committee of ASLM Directors in February 2006. Although the ASDP Secretariat continues to exist as a unit responsible for coordination and facilitation, DPP, MAFC, as the Chairman of the Committee of ASLM Directors, and his staff have gradually assumed the roles of the Secretariat.

- 2) Situation after finalization of the ASDP Government Programme Document (establishment of the ASDP Basket Fund)

The situation has improved to some extent by the shift in responsibilities. At the ASDP BFSC meeting held in June 2007, however the DP members expressed their concerns about the consultation process and documentation. The first JIR of April 2007 pointed out improvement in institutional capacity and coordination of ASDP at national level as the highest priority issue. A diagnostic study on capacity building to improve ASDP implementation conducted with EU's assistance in early 2007 indicated that capacity for planning, financial management, implementation, coordination, M&E and reporting

³⁶ United Republic of Tanzania (URT), *ASDP Joint Implementation Review April 10-24, 2007 Aide-Memoire Revised Draft*, May 9, 2007.

needed to be further enhanced at national level. The shortage of staffing at the Division of Policy and Planning, MAFC, has remained basically unchanged since the problem was highlighted in the aide memoire of the Joint Appraisal for the ASDP in February 2006 or even before.

3) Assessment of effectiveness of Thematic Working Groups in ASDP coordination

As a result of the first JIR, the TWGs were redefined as immediate coordinating bodies and situated under the Committee of ASLM Directors with a view to improving ASDP coordination and implementation. They were expected to contribute to more efficient implementation of the ASDP, but their contributions to improving ASDP coordination have been constrained by the following reasons: 1) There is no unit that effectively coordinates and supervises activities of TWGs, especially for such important tasks as preparing an integrated work plan and budget for the ASDP; 2) Tasks and composition of each TWG have not been adequately examined; 3) Some TWGs members are sometimes yet to be ready for tasks due to being either too busy (occupied by other tasks) or not technically enhanced; and 4) There is no significant involvement of ASLM Directors and the DPs in TWGs.

4) Measures to improve ASDP coordination at national level

For improvement of the institutional arrangement for the ASDP implementation it is proposed that a coordinating unit for ASDP implementation should be set up within the Division of Policy and Planning, MAFC, and that professionals with higher expertise and wider work experience, particularly in planning and M&E, are appointed to the coordinating unit. If the division does not have qualified staff, the ASDP basket fund should be used to recruit such professionals from outside for a limited period. It should also be proposed that the professionals are required not only to supplement technical expertise but also to strengthen the capacity of MAFC staff, especially of middle and junior levels, through on-the-job training.

Finally, technical assistance necessary to improve ASDP coordination is: For sustainability, it is more important to facilitate the ASLMs to ensure required tasks to be completed timely and properly, rather than to provide temporary expertise; To ensure that experts externally hired should not carry out the tasks of ASLM staff on their behalf but work as a facilitator to enhance their capacity through collaboration; and To deploy staff members who can be engaged in the tasks full-time and have willingness or desire to learn.

3.4.2 Study on Coordination Mechanism of the Assistance with Particular Attention to TA for Capacity Development

Background and Objectives

Since the outset of ASDP, a need for effective technical assistance (TA) has been felt to strengthen the capacity of actors at all levels to implement the program. With the recognition of increasing importance of capacity development, the DPs supporting ASDP have provided various kinds of TA to ASLMs and LGAs. However, the formulation of a TA program/project may not always be efficient because the coordination mechanism of TA in ASDP has not been clearly addressed among the stakeholders.

Against the background, this study was conducted to examine a possible coordination mechanism of TA within the ASDP framework with a view to building consensus among the stakeholders, particularly among DPs, as well as between ASLMs and DPs. The study was carried out over the period of May – November 2008. Through the process, information was sought for from other sectors for comparison, including health, water, local government and public financial management. The major findings and proposals are summarized in Table 3.17 (for details, see Appendix 17).

Table 3.17: Major Findings and Proposals of the Study

<p>Major Findings</p>	<p>1) There is an increasing need for capacity development (CD) in pursuing better results of ASDP. 2) TA is a major means for capacity development, but so far no clear platform for coordination has been established. 3) Currently the policy dialogue does not explicitly include the discussion of CD and TA issues. 4) Effective coordination of TA improves the efficiency and effectiveness of ASDP CD support. 5) Other SWAp sectors have mechanisms implicit or explicit to accommodate TA activities. <u>Public Financial Management Reform Program (PFMRP)</u>: Bilateral TA is accepted as long as harmonized with PFMRP. MoU for PFMRP III includes institutional arrangements and can also be signed by non-basket DPs. <u>Local Government Reform Programme (LGRP)</u>: Bilateral TA is accepted only in transition, and the programmatic approach, or non-basket contributions, should be finally phased out. MoU for LGRP II is expected to include an appendix with regard to non-basket contributions. <u>Health SWAp</u>: It has been operating in a mixed aid modality for almost a decade and bilateral TA is widely recognized as a means to implement the program. TA coordination is agreed and regulated through the Code of Conduct (CoC) and TOR for the SWAp Technical Committee with which both GoT and DPs should comply. <u>Water Sector Development Programme (WSDP)</u>: While preferring basket funding, GoT accepts bilateral TA as long as it is implemented within the general framework. TA is coordinated through a dialogue and coordination mechanism (the Water Sector Working Group and thematic working groups thereunder) jointly set forth by GoT and DPs. <u>National Technical Assistance Policy</u>: The policy is to provide overall guidelines for the formulation and implementation of a TA program/project in all sectors. The final draft is to be completed by December 2008.</p>
<p>Proposals</p>	<p>[Way forward for the near future] 1) To enhance shared understanding about the importance of CD for ASDP. 2) To identify capacity needs for the more effective ASDP implementation. 3) To discuss and prepare a capacity development plan. [Optional proposal for the coordination arrangement] 4) To discuss possible coordination mechanism and prepare basic documents for TA coordination. 5) Institutional arrangement: A TA coordination focal point is proposed to coordinate TA requests and linkage with supporting DPs. The focal point is set under the Committee of ASLM Directors. 6) Procedural arrangement: A schematic process of TA formulation has been proposed. It is preferred that with sufficient flexibility for external conditions, the need for TA should be first identified by ASLMs, though DP as a TA provider may assist program/project formulation. All TA should be jointly formulated and implemented with ASLMs and other DPs.</p>

3.4.3 Contribution of RADAG

Having completed the study of National-level Institutional Arrangements for ASDP Implementation, the findings were provided as an input to the National Implementation and Monitoring Sub-component of the second JIR in October 2007. The task team of the sub-component took some of the findings and recommendations of the study and included in the final team report. Those implied by the study and included in the report are: 1) To improve ASDP coordination by deploying experienced professionals in the Division of Policy and Planning, MAFC; and 2) To clarify the TOR, membership and work plans of the TWGs and better coordinate their tasks.

By sharing the results of the study on coordination mechanism of the assistance with DPs and MAFC DPP, the importance of TA and its objective of CD as well as the urgency of policy dialogue on the supporting activities has been highlighted.

3.5 Other Activities

3.5.1 Agricultural Sector Review 2006/07

RADAG's Task

In addition to the Joint Implementation Review (JIR), the Agricultural Sector Review (ASR) is another key annual review of the ASDP. Together with the Public Expenditure Review (PER), the results constitute major inputs to the GBS review from the agricultural sector. During the RADAG Phase 2 period, three ASRs were conducted, i.e., 2006/07, 2007/08 and 2008/09. RADAG substantially participated in the ASR 2006/07, which was the first one since 2000 when the last ASR was conducted. Since then, a number of sectoral and cross-sectoral reforms had taken place, including Crop Boards reforms, divestiture of agricultural parastatals, and crop and livestock marketing reforms.³⁷ At the higher level, the PRS and the NSGRP (MKUKUTA in Kiswahili) had been prepared. Also the ASDP Basket Fund was just established in July 2006. Therefore, the ASDP stakeholders, particularly ASLMs and DPs, were acutely aware that the ASR needed to be carried out in 2006.

Considering the time constraint for the preparation, RADAG has announced the possibility of contributing one member full-time for the duration of the review as the sub-lead consultant who would assist ASLMs and DPs in conducting the ASR. Through the consultation with ASLMs and DPs, it had been agreed that a RADAG member would take part in the task for the three months from early July to early October 2006.

RADAG's engagement

As summarized below, RADAG involved itself greatly in the process from the beginning to the end so as to ensure the quality of the review and its timely completion.

1) Preparation of the review

- It was necessary to hire one international level consultant for the review task. RADAG therefore prepared the ToR for that employment and facilitated the selection process.

2) Carrying out the review tasks

- Joining the government review team and co-working with the international consultant, RADAG performed substantial part of tasks needed for the review. The tasks include data/information collection, data analysis, and report writing. The tasks were intensively carried out by the consultant and RADAG based on the data/information collected by themselves and by the government team. In addition to the technical work for the review, RADAG facilitated ASLMs to hold the inception workshop at the beginning of the review process, and the wrap-up workshop (Reference Group Workshop) at the end of the process. The consultant and RADAG made presentation of the review and joined the discussion session afterward.

3) Logistical support

- RADAG offered the consultant office space and other necessary services (internet, etc.).

Major conclusions of the 2006/07 Agricultural Sector Review

The results of the ASR 2006/07 are summarized in Table 3.18.

³⁷ The Crop Boards, which had been set up for promoting the production and export of major cash crops such as coffee, cotton and tobacco, were managing all the processes from provision of inputs to marketing of outputs (including pricing) during the colonial period and the command economy era. GoT has greatly reduced their functions towards a market economy and their current responsibilities are limited to the control of product quality and unlawful businesses. As part of the reforms, some agricultural parastatals, e.g., milling factories and large-scale irrigations facilities, have also been privatized.

Table 3.18: Summary of ASR 2006

Major Conclusions	<ol style="list-style-type: none"> 1) The agricultural sector has been growing at an average annual rate of almost 5 % over the last five years. While the growth rates have been generally lower than the aggregate economic rates, they have been substantially higher than the average annual population growth rate, implying positive income growth amongst agricultural households in the country. 2) The average annual export growth rate of agriculture was 5.8% during 2000 - 2004. Although the export of the traditional export crops was virtually stagnating since the latter part of the 1990s, the last three years have seen some recovery. 3) Agriculture's incentive structure remains unsatisfactory. 4) For the last several years, expansion in arable land virtually stopped being a major source of agricultural growth in the country. Crop substitution, away from low-value cereals to relatively high value crops (oilseeds in particular), has been taking place at farm level. This is increasingly becoming the major source of growth in the sector. 5) Considerable commodity substitution within either the food crop sub-sector or the cash crop sub-sector has been gradually taking place, leading to significant diversification within the sector. 6) Average yields of grains and export crops remained depressed throughout the review period. 7) Irrigation is considered necessary for achieving significantly higher yields and for mitigating the impact of rather frequent droughts on food supply in the country. 8) Private sector investments in agriculture are essential and necessary to complement public investments in the sector. There has been upward trend in private investments in the sector. 9) Public expenditures in the agricultural sector are necessary to complement private sector investments. Despite the clear need for adequate funding in the agricultural sector, government expenditures in the sector have been dismal.
Major issues and Challenges	<ul style="list-style-type: none"> - Improving producer incentives - Developing new sources of agricultural growth - Increasing farm productivity - Improving agribusiness and processing - Enhancing participation of rural poor in agricultural growth - Improving agricultural sector investment climate - Improving public expenditures in the agricultural sector

3.5.2 Study on Training Institutions

Background and Objectives

Within the ASDS/ASDP framework, agricultural training institutions (MATIs), livestock training institutions (LITIs) and other related training institutions are to play an important role in updating knowledge and skills of farmers, extension officers and other service providers. ASLMs are expected to ensure the institutional arrangements and activities to meet various kinds of demand, including entrepreneurial skills for commercial agriculture, and cross-cutting issues such as the environment, human nutrition and gender. The emphasis on demand-driven and business-oriented training calls for a reassessment of the training institutions. In line with this responsibility, GoT recently launched a major program (the so-called Crash Programme) that aims at filling the gap between the existing number of extension officers (about 3,000) and required number of officers (12,000 based on the assumption that one officer in one village).

Against this backdrop, JICA has considered it timely to conduct a study on the agricultural training institutes to identify their present situation and problems facing them. Hence, RADAG conducted the study jointly with MAFC (the Division of Research and Training) and the MLDF (the Division of Research, Training and Extension). The overall objective of the study is to present a set of feasible reform actions that enables the ASLMs training institutes to serve more effectively to the advance of the ASDP. The study was conducted in two phases: the preliminary study (January – March 2007), the final study (June – August, 2007).

(1) Preliminary Study

A preliminary study was implemented through January to March 2007. The study was conducted by a team of two local consultants hired by RADAG. Being a preliminary study, its objectives were: 1) to review the current situation of training institutions of MAFC, MLD and MITM and; 2) based on the review, to examine possible directions for their reforms with a view to improving agricultural services under the ASDP. Table 3.19 summarizes the findings of the study (for details, see Appendix 18).

Table 3.19: Summary of the Findings of the Preliminary Study

Major Conclusions	The institutes are overwhelmed by the shortage of resources to deliver their expected services. The shortage is exacerbated by the limited financial support from the center. Training curriculum is also inadequate to meet the demand of commercially oriented agriculture envisioned by the ASDP.
Major issues and Challenges	<ol style="list-style-type: none"> 1) Major constraints include: low students intake; inadequate tutor/student ration; poor tutor mix; poor infrastructure; few vehicles and equipment; and inadequate libraries. 2) Training curriculum should include agribusiness and processing components for value addition. They also should include group formation skills and management. 3) The academic level of tutors should be raised. 4) More delegation of power should be encouraged by the center to the institutes.

(2) Final Study

The final study was conducted through June – August 2007 by a study team consisting of government counterparts from Division of Research and Training of MAFC and MLDF, and a member of RADAG. With the overall objective aforementioned, the study focused on such aspects as:

- 1) The agricultural sector trend with respect to the needs of human resources;
- 2) Training services to be demanded;
- 3) Target groups of the training; and
- 4) Training contents.

After the initial document review and analysis, the study team embarked on two-week extensive field survey from July 1, 2007. In the survey, the team visited a number of organizations that have some relevancy to agricultural training and business training. The visited organizations are listed below.

Table 3.20: Organizations visited by the Study Team

Training Institutes under MAFC	MATI Uyole (Mbeya), MATI Ilonga (Morogoro), KATC (Kilimanjaro), MATI Mlingano (Tanga)
Training Institutes under MLDF	LITI Tengeru (Arusha), LITI Morogoro (Morogoro), LITI Mpwapwa (Dodoma), LITI Bhuri (Tanga)
Organizations under MITM	College of Business Education, SIDO, Tanzania Bureau of Standard, Board of External Trade
LGAs	Arumeru DC, Morogoro DC
Vocational schools	VETA Tanga, VETA Mbeya
Zonal Agricultural Research Institutes	Mbeya Zonal Agricultural Research and Development Office
Universities	Moshi University College of Cooperative and Business Studies, Sokoine University of Agriculture
Other organizations	African Vegetable Research Center (Arusha), Heifer International Tanzania (Arusha), Tanga Fresh Co. Ltd. (Tanga)

After visiting these organizations and collecting information at field, the team carried out the focused analysis and prepared a report in early August. Table 3.21 summarizes the study report (for details, see Appendix 19 of the separate document).

Table 3.21: Summary of the Final Study on ASDP Training Institutes

Past and Present Situation of the Training Institutes	While GoT has launched the Crash Programme aiming at expanding the deployment of field extension officers, there have not yet been major interventions undertaken systematically in the training sub-sector. The government support resumed since 2000 but only to a limited extent so far. The Crash Programme has brought significant impetus to the institutes with a large amount of financial support. But the functions and capability of the institutes should be discussed from a long-term perspective.	
Challenges	Immediate Challenges	Immediate challenges are the physical, financial, and human resource shortages with the backlog of physical renovation and improvement that roughly amounts to Tsh. 15-30 billion.
	Institutional Challenges at the Center	<ol style="list-style-type: none"> 1) Lack of training policy: Lack of an adequate policy prevents the sub-sector from development, hence holding back the supply of proper human resources. 2) Task allocation among the institutes: At present some of the training institutes are specialized in a limited range of subjects (agro-mechanization, irrigation, etc.). It would be more beneficial for the institutes and farmers, as well as GoT, if all the institutes are required to provide basic general courses but with additional specialization in particular subjects reflecting their local conditions and comparative advantages. 3) Inadequacy of offered courses: Some institutes such as MATI Mlingano offer courses less relevant to today's agriculture in Tanzania dominated by smallholder farming. 4) Dispersion of training activities: In MAFC, according to the 2007/08 budget, training activities are conducted by divisions other than the Division of Research and Training. Such parallel conducts not only reduce the overall efficiency of training services but also disrupt an integrated operation of the ministry. 5) Weak coordination among ministries (MAFC, MLD and MITM): Presently the training institutes are divided into two groups, MATIs and LITIs, with respective focus on their specialization. 6) Weak linkage among training, extension and research: This issue has been recognised for some time. The three branches of the agricultural services are better off by working as a team. 7) Lack of support to strengthen private service providers: It is urgent to establish some kind of support mechanism that promotes and strengthens private service providers.
	Institutional Challenges at the Institutes	<ol style="list-style-type: none"> 1) Accreditation: Accreditation from the National Council for Technical Education (NACTE) is crucial for all MATIs and LITIs to secure their training quality and to become more independent. 2) Weak linkage with LGAs: Under the ASDP, it is the LGA that sends farmers or extension officers to the training institutes. Therefore, the linkage with LGAs is crucial.
	Challenges in Training Contents and Approaches (Long course)	<ol style="list-style-type: none"> 1) Standardization of curriculum for promoting comparative advantage of individual institutes 2) Overemphasis on technology transfer with less attention to business planning and management 3) Opening special courses for potential private service providers: Special arrangements would be needed to facilitate the increase of private service providers.
	Challenges in Training Contents and Approaches (Short course)	<ol style="list-style-type: none"> 1) More short courses: Short courses have much potential for farmer empowerment and revenue expansion and, therefore, should be exploited further. 2) Attractive course contents: Attempts should be made to focus on specific crops with better income generating potential, including entertaining contents in the courses (e.g., cooking), providing small kits with training, etc. 3) Improvement of training approach: It would be more effective to train farmers as a group together with their local extension officers. 4) Joint venture with private companies: In order to reduce costs of training, support should be looked for in the private business circle.
Proposals	Central Level	<ol style="list-style-type: none"> 1) Prepare a long term policy and implementation plan to guide the training institutes to the future. 2) Hammer out a regular coordination mechanism for training matters among MAFC, MLD and MITM. 3) Streamline the training activities under a single administration line. 4) Strengthen the linkage among training, research and extension.

Institute Level (MATIs and LITIs)	<ul style="list-style-type: none"> 5) Acquire the accreditation of NACTE. 6) Establish an advisory board, strategic plan and special taskforces. 7) Start thinking seriously how to promote self-revenue mechanisms. 8) Review the contents of curricula to reflect the needs of commercial farming. 9) Strengthen the connection with LGAs.
--	---

3.5.3 Others

RADAG has provided a variety of technical assistance for effective implementation of the ASDP. The support activities also included those to enhance JICA's engagement in the ASDP. Support rendered by RADAG other than those delineated elsewhere in this report are as follows.

(1) Fact finding study on DADP and LGCDG³⁸

In November – December 2005, RADAG carried out a fact-finding study on the DADP preparation and its relationship with the LGCDG system. The report was distributed to the A-WG members to supplement their knowledge about the actual practice of DADP and LGCDG at local level. The findings of the study are summarized below (for details, see Appendix 20).

- In general, LGAs welcome the unification of the two funds for reasons: 1) As a single ministry (PO-RALG) issues instructions and receives reports, the administrative procedures will be simplified; 2) Because one ministry controls the fund flow, the funds would be disbursed much faster than under the present system; 3) Because of the simplification, the communication channel will be shorter, facilitating close interaction between the center and LGAs; and 4) Because of the fiscal synchronization, planning could be made more effective and strategic.
- The officers of the LGAs, on the other hand, expressed some concern about the new arrangements such as: 1) Due to insufficient information sharing within the LGAs, officers at lower levels are often not updated; and 2) The unified flow of both funds may cause unfair results for some departments if the entire funds are denied due to the failure or lack of responsibility of a few departments while others are doing fine.

(2) Survey on DPs' views regarding ASDP framework

As a part of collecting updated information at the outset of RADAG Phase 2, RADAG conducted a survey in January 2006 to find general views and opinions of agricultural DPs concerning the arrangements for the ASDP with particular focus on the collaboration mechanism among DPs.

In the trend of greater emphasis on the aid coordination by adopting JAST in addition to SWAp, many DPs are withdrawing from bilateral projects. In the agricultural sector in particular, it has been getting harder to continue bilateral projects while supporting SWAp. The DPs agree on the importance of technical assistance for strengthening the functions of the ASDP Secretariat and the capacity of LGAs. Against such a backdrop, it is urgently needed for JICA to find out an effective way to proceed with their technical assistance.

The findings of the survey were discussed with JICA with a view to improving their coordination for ASDP. Based on the discussion, JICA continued to commit itself to the aid coordination as the secretariat of ASDP, while making greater efforts to highlight the importance of the bilateral technical assistance.

(3) Review of the Financial Mechanism Document

In January 2006, as one of the ASDP stakeholders, RADAG reviewed the ASDP Financial Mechanism

³⁸ Currently named as LGDG.

Document and prepared comments for further refinement as presented in Appendix 21. The general comments are as follows.

- The document is to be confirmed in its consistency with: 1) the MOU and other ASDP documents specified hereunder (e.g., the ASDP through Basket Fund Government Programme Document); and 2) the LGCDG system (including the consistency with Local Government Capital Development Grant (LGCDG) System: Implementation and Operations Guide).
- The document should deal with financial issues only, while other documents will cover others.
- The document could be more user-friendly by simplifying its contents and by providing simple procedures and a mechanism for users to completely follow. The document could be divided into two volumes, one for national level support and the other for LGA level support.

(4) Consultation for JICA's direction of technical assistance for DADP

From June to August 2008, RADAG assisted JICA in exploring directions of technical assistance for DADP support (i.e., direction on how JICA could support DADP planning and implementation in the future, particularly after RADAG Phase 2). The direction was discussed with government counterparts including the DPP of MAFC, the DADP P&I TWG and the Agricultural Sector Unit, Division of Sector Coordination of PMO-RALG. An agreed direction could include the following principles.

- While there are various stakeholders for DADP planning and implementation such as RSs, the TWG and the Agricultural Sector Unit of PMO-RALG, JICA's support could focus on the two aspects of operation, i.e., 1) ASLMs' technical backstopping of LGAs in planning and 2) ASLMs' monitoring of DADPs through the DADP quarterly progress reports. Then the prime entities to receive JICA's support will be the DADP P&I TWG and Agricultural Sector Unit of PMO-RALG. However, coordination will be made with other entities as needs arise, e.g., the ASDP M&E TWG for monitoring issues.
- The functions of RSs should be enhanced in both DADP planning and monitoring, as they have a mandate of backstopping LGAs directly.
- Field-level observations, i.e., regular visits to some LGAs, may be conducted so that ASLMs could recognize effectiveness of technical backstopping. For regular visits, special attention may be given to LGAs whose performance in DADP planning and implementation has not been satisfactory.

3.5.4 Contribution of RADAG

Through the activities mentioned above, RADAG has contributed to ASDP in the following respects.

- During the approaching months to the planned timing of the 2006 Agricultural Sector Review, the stakeholders were keenly aware of the importance and urgency of the exercise. However, due to administrative problems, the preparation was late, and ASLMs were in search of fast track measures. At that juncture, RADAG played an effective role to response the situation, supplying necessary manpower and expertise. The results of the work, the Agricultural Sector Review report, had set a basic pattern of the review and been followed by the following reviews.
- The results of the Fact finding study on DADP and LGCDG was shared with other DPs and contributed to enhance common understanding on the matter.

Chapter 4 Contributions made by RADAG and Remaining Challenges

The Program carried out various activities to facilitate effective and efficient implementation of the ASDP as summarized in Table 4.1. The contributions are categorized in accordance with the objectives of the Program or targets of its support: 1) Support to institutional and operational arrangements for the ASDP; 2) Establishment of the ASDP Basket Fund and follow-ups for the operation of the Fund; 3) Facilitation of DADP planning and implementation; 4) Capacity building of relevant organizations; 5) Dissemination of information and knowledge; and 6) Others.

Table 4.1: Contributions made by the Program

Target of Support	Contributions
1. Support to Institutional and Operational Arrangement for ASDP	<ul style="list-style-type: none"> - Examination of measures to improve ASDP coordination at national level - Finalization and operationalization of the ASDP M&E Framework - Participation in the ASDP Joint Implementation Review - Recommendations to JICA based on information obtained from other DPs - Proposal for policy dialogue between ASLMs and DPs, i.e., the Agricultural Sector Consultative Group
2. Establishment of ASDP Basket Fund and follow-ups for the operation of the Fund	<ul style="list-style-type: none"> - Finalization of the ASDP Basket Fund Financial Mechanism Document - Participation in the Joint Appraisal Mission (Establishment of ASDP Basket Fund) - Participation in the ASDP Joint Implementation Reviews - Support to the consolidation of DADP quarterly progress reports
3. Facilitation of DADP planning and implementation	<ul style="list-style-type: none"> - Finalization of the DADP Guidelines - Training on DADP planning and implementation - Backstopping (technical support to LGAs in DADP planning and implementation) - Quality assessment of DADP documents - Enhancement of DADP P&I TWG operation
4. Capacity building of relevant organizations	<ul style="list-style-type: none"> - Collaboration with and technical backstopping to ASLMs and LGAs in activities of 2 and 3 above
5. Dissemination of information and knowledge	<ul style="list-style-type: none"> - Preparation and circulation of various reports to stakeholders - Report to the Program's Advisory Committee to JICA in Japan - Report at seminars organized by JICA in Japan
6. Others	<ul style="list-style-type: none"> - Participation in the Agricultural Sector Reviews - Examination of possible reforms of ASLMs' training institutions

Major contributions are further explained below with description of and remaining challenges. The explanation is made according to the categories of the target of support, although the categories in which contributions are difficult to measure are not included. It must be noted that positive results have been made possible only through the joint efforts of Tanzanian government officials, other stakeholders and RADAG. The contributions that RADAG made have been only one of major drives of the positive outcomes.

4.1 Support to Institutional and Operational Arrangement for ASDP

Achievement

- Using the findings of the RADAG's Study on National-level Institutional Arrangements for ASDP Implementation as inputs, the National Implementation and Monitoring Subcomponent team of the second JIR proposed to strengthen the functions of DPP MAFC by expanding staff working

exclusively for ASDP coordination. RADAG also proposed to prepare a generic ToR for better coordination of the Thematic Working Groups. Currently ASLMs are in process of improving the coordination as the generic ToR have been put in place.

- RADAG facilitated the ASDP M&E TWG to finalize the ASDP M&E framework and performance indicators. At present they have been finalized and serving as a guide to establish a practical M&E system encompassing ASLMs and LGAs. The TWG now engages in operationalization of the M&E system based on the framework. The process has been technically backstopped by the JICA M&E support team.
- The National Implementation and Monitoring Subcomponent team of the second JIR in which RADAG participated, also indicated the need of information dissemination about ASDP at the local level. The need was recognized acute particularly among district councilors who have key roles in determining development policy at the local level. Now ASLMs have set up a new thematic working group for ASDP information dissemination and promotion.
- Similarly, the subcomponent team recommended to strengthen the capacity of the RS to improve their support to LGAs in DADP planning and implementation. The office also has a key role in preparing the ASDP progress report. In this respect as well, GoT has decided to expand the staff and financial resources of the RS.

Remaining challenges

- DPP MAFC is now in charge of coordinating activities of ASDP. However, the office still needs to be strengthened further particularly in terms of the number of staff as recommended by the Joint Implementation Review. Also to make the coordination among TWGs more efficient, it would be helpful to appoint director-class personnel to the chair of each working groups. By doing so, the activities of TWGs are easily reported at the meetings of ASDP Committee of Directors.
- While the generic ToR has been prepared to enhance coordination among TWGs, it is still needed for ASLMs to encourage TWGs to follow the ToR and carry out necessary activities accordingly, so that effectiveness of coordination would be actualized.
- Remaining major challenges of the ASDP M&E system are establishment of the Agricultural Routine Data system, and the preparation and dissemination of the M&E Guidelines. It is expected that the M&E TWG will work on these challenges in close collaboration with the JICA M&E team.
- Although the efforts are on-going to strengthen the institutional capacity of RSs, it is of crucial importance for ASLMs to articulate the roles and activities to be taken by RSs. Having identified expected roles of RSs, then they also could examine methodology on how to develop capacities of RSs. So far, backstopping methods such as guidelines have been prepared for LGAs mainly but there is a new challenge to provide technical tools for RSs.
- While the importance of TA and capacity development, and the urgency of coordination have been highlighted, more effort will be needed to include the issue more explicitly in the policy dialogue and ensure the long-term capacity development process. Also for that to happen, it is necessary to set up an institutional and procedural arrangement for the coordination.

4.2 Establishment of ASDP Basket Fund and Follow-ups for the Operation of the Fund

Achievement

- RADAG took part in the Joint Appraisal Mission for the ASDP Government Program Document, which was directly linked to the establishment of the ASDP Basket Fund.
- RADAG was particularly concerned with the conditions for the DADP fund disbursement: The

minimum conditions for fund receiving; and the performance assessment conditions for the top-up funds. RADAG continued to engage at later stage in the updating of the conditions. The conditions were updated to reflect improved situation of LGAs for their qualification. A higher set of conditions has been introduced to further enhance LGAs performance.

- Joining the Local Planning and Implementation Sub-component team of the Joint Implementation Review, RADAG made observations on timing of LGAs' reception of DADP funds, the level of budget utilization, and the level of carry-over funds. Together with the Sub-component team, RADAG has proposed to improve the communication among the center, the region and the local government. ASLMs have decided to take actions to ensure better communication along the channel of budget flow.
- RADAG has facilitated the Agricultural Section of PMO-RALG in consolidating LGAs' DADP quarterly progress reports into a national report. Given the importance of the progress report, the section is a cornerstone of the ASDP financial and physical monitoring. With technical backstopping of RADAG, the Section is now in the process of transferring some of consolidation responsibilities to the RS. Such transfer will ease the stress of report preparation, and contribute to improve the efficiency and effectiveness of the progress report.

Remaining challenges

- In the aspect of the Fund operation, the most important challenge is how to disburse the funds swiftly on time. At present, ASLMs together with DPs are working hard to solve the challenge, and came to agreement recently to conduct following actions: To hold the ASDP Basket Fund Steering Committee earlier (in June); and to apply the President Warrant to disburse funds before the parliament approval.
- It is critical to improve the quality of the DADP quarterly progress report. PMO-RALG should facilitate LGAs and RSs to acquire necessary computer skills by using their ACBG fund. It should also prepare and provide them with a report preparation manual and a checklist for quality assurance. Moreover PMO-RALG should take initiative in harmonizing the formats between the progress report and PlanRep2 or other government reporting system.
- Hitherto, efforts have been made to provide funds to LGAs and monitor their expenditures. Future focus will be placed on the issue of how funds have been effectively used in both national and local level components, i.e. the concept of money for values.

4.3 Facilitation of DADP Planning and Implementation

Achievement

- RADAG was, through participating in DADP P&I TWG, engaged in preparation and revision of the DADP Guidelines. Now the guidelines are firmly put in operation and serve as a base for all LGAs to prepare their DADP in the government regular system. DADP P&I TWG has internalized the quality assessment that the RADAG team initiated, and will carry out the assessment on annual basis. The assessment allows both the center and the local government to share common understanding about what is a good DADP. Because of these facilitation (DADP Guidelines and quality assessment), DADP has now established clear base for preparation and quality evaluation.
- RADAG has been indicating the importance of prioritization and cost-effectiveness of DADP activities through the discussion with the DADP TWG and in the Joint Implementation Review. Recently the ASLMs noted similar concern, and directed the DADP TWG to introduce the project appraisal procedure to LGAs in their DADP formulation. Such procedure makes the selection of DADP activities more justifiable in terms of project viability and sustainability.

Remaining challenges

- Technical challenges of DADP planning and implementation are the revision of DADP Guidelines and the continuation of the DADP quality assessment, reflecting implementation experiences. These activities are already included in the annual work plan of the TWG; they are yet to be implemented. With the enhancement of institutional arrangement as depicted as below, greater support from ASDP backing DPs may be required.
- Moreover, it is of crucial importance to investigate the reaction of LGAs to the technical supports by rendered by ASLMs through monitoring actual process of planning and implementation. This helps them to identify reasons why some areas of development has not yet been addressed sufficiently (e.g. the involvement of the private sector and implementation of on-farm research) and appropriate measure to tackle the issues.
- As an institutional challenge, close coordination should first be considered among supporting activities to LGAs. For example, coordination among backstopping, Guidelines revision and quality assessment would make the support to LGAs more effective as a whole, as the results of assessment would be conveyed to LGAs through backstopping while the findings of the assessment would be included in the guidelines. Also coordination among DADP supporting organizations, i.e. DPP MAFC, the TWG and PMO-RALG Agricultural Section should be more enhanced. One example of this aspect is that the procedure of the quarterly progress report preparation should be included in the guidelines while the results of the report should be informed back to LGAs. Greater coordination would make the LGA support more systematic and may produce synergy effects.

4.4 Capacity Building of Relevant Organizations

Achievement

- The DADP P&I TWG now revises the guidelines and also carries out the DADP quality assessment, both of which RADAG had at one time been substantially engaged in especially at their initial stages. While it was TWG's own effort to internalize the operations, RADAG has contributed to the internalization process by facilitating the Group in adopting such operations.
- On the other hand, the members of M&E TWG have acquired some expertise on M&E and achieved progress in the management of the group work. For example, the TWG members took full responsibility of reporting to and responding in the meetings of the Joint Implementation Review. Through active communication with concerned parties of both the government and DPs, the TWG keep working on operationalization of the M&E system. Also the TWG is now almost solely managed by the government members. While it still benefits from the technical backstopping of the JICA M&E team, the clear ownership of the process by the government members clearly shows positive effect of the RADAG's facilitation.

Remaining challenges

- It is a challenge for the DADP P&I TWG to observe the annual work plan. It spent fairly great amount of time in preparing the work plan and budget. But the plan has not been adequately kept in actual implementation, with reasons being for example weak commitment of some members, conflict with other tasks that members sometimes need to perform, and limited coordination with other parties. The same also applies to other Thematic Working Groups. Hence efforts should be made, for example to delineate the distribution of responsibilities among members as well as among TWGs and to make good coordination between tasks that the members need to take on. It may improve efficiency of operation if some members are assigned for a limited span of time exclusively to the TWG work. Further facilitation by DPs should also be considered to strengthen

their operation, including DP's greater participation to meetings and more frequent request for reporting their activities (operations, achievements and challenges).

- It seems critical for DPs to get more involved in the ASDP operation at both national and local levels. For example, DPs should take advantage of the arrangement that they are registered as members of TWGs not only to show commitment but also to facilitate the capacity development through collaboration. Also by the involvement, DPs can grasp specific issues of capacity development, e.g., particular skills/knowledge, or the way the ASDP is operated, any organizational issues, etc., and hence suggest to GoT the need to take action for the issues more convincingly. DPs should demand more accountability from GoT on particular assignments. For example, the DADP P&I TWG has been conducting the backstopping exercise for LGAs. DPs could request the TWG to present a report of the exercise, which would include their operation, achievements and impact they had brought about. Such a request entails the TWG's more serious commitment to the assignment, facilitates them in improving the quality of their work and eventually contributes to their capacity development.
- Last but not least, it would be fruitful for GoT and DPs to share information on the support to capacity development of ASLMs, RSs and LGAs such as on technical assistance and introducing new tools for rural development. Currently there is little dialogue between GoT and DPs on how to enhance management capacity to enjoy greater benefits of SWAp. Through coordination and consultation, the comparative advantages of respective entity could be utilized for effective implementation of ASDP.

Volume 3

Lessons learned for Future SWAp

Chapter 5 Matters learned while Supporting ASDP

After summarizing RADAG’s support activities through Phases 1 and 2 and their characteristics, this chapter discusses issues and topics learned or observed by RADAG during its engagement in the support to the ASDP formulation and implementation. Although the focus has been mostly on the RADAG’s phase 2 experience, the range of search was extended to RADAG’s phase 1 experience so as to look at the characteristics of SWAp in a broader perspective. In the following, issues and topics are described in a sequence of two groups, the first “During the period of ASDP formulation” and the second “During the period of ASDP implementation”.

RADAG’s support activities through Phases 1 and 2 are as summarized in Table 5.1.

Table 5.1: Summary of RADAG’s Support Activities

Phase	Programs Targeted	RADAG’s Major Support Activities
Phase 1 (March 2001 – March 2005)	1. Formulation of RDS 2. Formulation of ASDS 3. Formulation and Implementation of ASDP 4. Formulation and Implementation of DADPs	1. Attendance and preparation of minutes of relevant meetings 2. Background study for formulating policies, strategies and programs 3. Preparation of manuals and guidelines 4. Field study at district and village levels and policy recommendation based the study 5. Information sharing with stakeholders
Phase 2 (November 2005 – February 2009)	1. Formulation and Implementation of ASDP 2. Formulation and Implementation of DADPs	1. Support to institutional arrangements for ASDP 2. Establishment of ASDP Basket Fund and follow-ups for the operation of the Fund 3. Facilitation of DADP planning and implementation 4. Capacity building of relevant organizations 5. Dissemination of information and knowledge

The characteristics of RADAG’s support activities through Phases 1 and 2 are described below. These are also considered vital elements of TA in SWAp to which government ownership and partnership are indispensable. Thus, RADAG may have demonstrated an effective way of supporting SWAp through its activities as mentioned above.

- 1) Support in response to needs of ASDP and stakeholders: RADAG’s work is a kind of process support carried out in response to developments in the ASDP implementation led by GoT. It is therefore crucial to respond swiftly, flexibly and properly to needs that have arisen in the ASDP process in close consultation and collaboration with the ASDP stakeholders. RADAG attempted to function as “public goods” for effective and efficient implementation of ASDP over the eight-year period, which was greatly appreciated by GoT and DPs.
- 2) Information collection, analysis and sharing: RADAG’s another important role as “public goods” is to collect, analyze and share information commonly sought by the ASDP stakeholders. RADAG provided GoT and DPs with relevant information, including studies conducted primarily for GoJ/JICA, through distribution of reports and presentation at meetings. Particularly in the early stages of ASDP implementation when the monitoring and reporting systems by ASLMs had not been fully established, the information provided by RADAG through JICA, the Secretariat of FASWOG-TF then, was utilized in making policies and decisions for ASDP implementation.
- 3) Balance between government ownership/capacity building and output quality: RADAG tried as much as possible to limit its role to a facilitator for ASLM staff since higher ownership of the government is expected in SWAp. While a consultant might be able to prepare some document for ASDP on his/her own, it would most probably not be owned, or utilized, by ASLM staff at all as past experiences have demonstrated. However, DPs may not accept an output generated by ASLM staff alone for its unsatisfactory quality. RADAG thus provided support so as to enhance government ownership and

capacity through on-the-job training (OJT) while ensuring output quality. Such a way of cooperation required respect for ASLM staff's experience and ideas, as well as a great deal of patience.

- 4) Collaboration with JICA: A clear policy of the DP (GoJ/JICA in this case) and frequent dialogue with the host government and other DPs are essential to such institutional support as RADAG's activity. On the other hand, it is important to deploy consultants who can technically assist the DP in bringing policy dialogue and advice into effect. RADAG's collaboration with JICA Tanzania Office contributed to enhancing the latter's coordination capacity and presence vis-à-vis GoT and other DPs.

5.1 During the Formulation of ASDS/ASDP

5.1.1 Formulation of ASDS/ASDP Documents

AS described in chapter 2, since SWAp was embraced for the development of the agricultural sector, almost 6 years had passed before formally the ASDP implementation was commenced (See Table 5.2). The long process seems to show how difficult was the coordination among stakeholders to come to an agreement of ASDP.

Table 5.2: Overall Process of Basic Document Preparation

Basic Documents	Duration of Preparation	Major Contents
ASDS	Completed in Oct. 2001 (approx. 1 year)	Issues for development and methods for dealing with the issues (Strategies) in the Tanzania Agricultural Sector.
ASDP Framework and Process Document	Oct. 2001 – Mar. 2003 (16 months)	Overall structure, budget construction, general institutions for the implementation of ASDP activities.
ASDP Government Programme Document	July 2005 – May 2006 (11 months)	Detailed institutions for implementation, detailed operation of the ASDP Basket Fund, including costs, budget allocation, methods of disbursement, etc.

Major support extended by RADAG during the document preparation period was to supply comments and suggestions for the prepared documents. Issues experienced and observed by RADAG are as follows.

Needs for close consultation and coordination (Different views on the role of the government)

From the beginning of the ASDS/ASDP process, there have been discrepancies among stakeholders (Government and DPs) on the roles of the government and issues of the Tanzanian agricultural development. The discrepancy was and has been wide between GoT and DPs, but small ones exist even among DPs. These differences sometimes caused delay in the process of document preparation.

A major difference is on the roles of the government. GoT (MAFC and other ASLMs) takes the responsibility to heart that it must support farmers and agricultural stakeholders in general. The results are often supply-sided interventions in the program including many forms of subsidies, crop-specific and/or area-specific promotion activities, and government-sponsored investment such as irrigation and dip tanks. On the other hand, many DPs who look at the sector from the market-based operation regard the role of the government should be to setting-up enabling environment for farmers, like independent business people, to carry out their operation based on their own social and economic decisions. Consequently DPs are more likely to stress the importance of reform in regulations, tax system, finances, and after all promotion of the private sector.

Differences in views exist in other more practical aspects. For example opinions differ in the effectiveness of fertilizer subsidies. Often government side advocates the necessity of such subsidies while DPs are more skeptical about their real impact. Another difference exists in the relevancy of

investment. Some people have argued that irrigation schemes should not be supported by public funds because as long as it produces profit, private parties can take actions for that. Similarly, different ideas exist in the adequacy of mechanization for agricultural sector. Some prefer the introduction of large machines while others claim that smaller processing equipment must come first, and some others maintain that such issues are out of the government concerns.

These discussions continued throughout the preparation of ASDS/ASDP as well as DADP Guidelines. Although it is unavoidable to have different views whenever multiple parties are involved in a process, it would be beneficial for the process to take into account in advance some extra time which would be needed for settling the difference in opinions. Often times it takes fairly long time, more than expected, for all parties to come to an agreement.

Importance of dialogue between the government and DPs, and the balance between the government ownership and quality of outputs

As described in Chapter 2, Section 2.3.1 (1), there was a significant setback in the process of ASDP document because of a conflict between GoT and DP. Immediately after finalizing ASDS (October 2001), GoT proposed to start preparing ASDP. Acknowledging the government leadership, DPs followed that proposal. Because of uncertainty of funding, however, the government task team had not started their major works until the middle of February. All these situations resulted in that the first draft was hastily presented to stakeholders without much prior consultations. When the draft was presented in late March, some DPs raised questions with respect to several aspects of the document, including consistency of the document with ASDS, etc. The discussion came to a deadlock when some DPs requested to have an appraisal for the document to assure the contents satisfactory for funding. Though there were further correspondences between GoT and DPs, including a major meeting attended by concerned ministers and ambassadors, the result was to re-write the document from the very beginning.

This was apparently one of the major events during the period of ASDS/ASDP formulation, and made the relationship between the government and DPs hostile. It provides many important lessons, some are obvious but others are subtler. First obvious lesson is that more close consultation should have been done between GoT and DPs during the preparation period especially on the contents of the document. Another was that GoT might have been too ambitious to carry out the task, while requesting funding for the task from DPs. It should have been noted that the completion of ASDS took almost one year. Similar schedule could have been considered for the task.

More subtle but profound lesson is about how to keep balance between the ownership of the government and required quality of outputs. In general, aid agencies cannot support the government without output assurance, hence tend to expect output standard higher than the government does. In general, if a task is fully given to the government, the ownership of the task will be high, but the output may be compromised. On the other hand, if the task is conducted under DP's control, they will be satisfied with achieved output, but government ownership will not be ensured. It would be desirable for DPs to accept a greater range of ownership of the government as it will be accustomed to the process and able to carry out dependable works, while strongly committing to facilitate the capacity development of the government.

Practicality of the basic program documents

A program documents such as ASDP Government Programme Document is prepared to operationalize a strategy or a policy. This objective requires the document to be practical and reflect well the situation of targeted areas or subjects. However, this is often only in theory. Actual contents of ASDP for example have a number of difficulties when it is really put in operation. For example, the approach that DADP funds should be used in three different categories, DADG for investment, ACBG for

capacity building, and AEBG for extension services, is fairly impractical at the local level. This is because i) differentiation between capacity building and extension services at a specific activity is often difficult, (e.g. workshop for farmers on new varieties: If looked at from farmers' viewpoint, this is capacity building, but from officers' viewpoint, this is an extension services.) ii) Quite often, an activity contains all elements of investment, capacity building and extension services (e.g., development of demonstration plots with some facilities included: Obviously this activity would include all three components.).

Ideally speaking, such inconsistency should be amended as they are found. However, in reality, such process is hardly possible because the document has often been jointly appraised by a big team and referred to as a base for funding system and agreement of concerned parties. Hence quick revisions are not feasible.

Therefore the issue is how to prepare a more practical document. It is noted that because such a basic document as ASDP is prepared at the central level, there is unavoidable tendency that process is guided more by development ideals and visions. Also it is more likely that such a document is prepared within a rather short time, allowing only limited reflection on its practicality. It would be, however, more effective for the program to examine to a possible extent effectiveness and efficiency of major components (e.g. local activities in the case of agricultural sector) at field before actually set out to the implementation.

5.1.2 Participation of DPs in Formulation

During the formulation process of ASDS/ASDP, the basic institutional setting for GoT-DP consultation has been the FASWOG-TF. JICA was the secretariat of this task force. After the ASDP Framework and Process document was completed, four TFs were set up to implement the program. DPs joined the TFs according to their interests. After 2004, in line with the formulation of development partners' group (DPG) at higher level, they were officially organized as Agriculture-DPG with agreed ToR and appointed chairperson and secretary. Since then they held regular meetings on monthly basis while engaged in frequent sharing of information by emails.

Being the secretariat for the FASWOG TF and A-DPG, JICA was taking a leading role in the ASDP formulation and implementation process. Then most of RADAG's activities were to support the JICA's operation, and through which helped the ASDP process.

RADAG participated in almost all meetings of FASWOG TF and A-DPG, and joined the discussion and prepared formal or informal minutes of the meetings. In addition due to the function of JICA as the secretariat, RADAG engaged in the coordination of stakeholders. For example, when consultation turned hard, informal discussions were held and explored agreeable conditions with individual stakeholders.

After the ASDP Secretariat was formed, RADAG maintained close communication with the Secretariat to facilitate GoT-DP coordination to be efficient. Given GoT plan that ASDP was to be implemented as soon as possible, RADAG also engaged in the support to the Task Forces which were under the Secretariat. (Because JICA was a member of TF 1 (DADP), RADAG's support mostly went to the activities of TF 1.) When IFAD and the World Bank intended to formulate a project for agricultural services support (ASSP), RADAG, under the coordination of JICA with other mostly bilateral DPs, facilitated the two organizations to streamline their project in ASDP.

Following are the issues experienced and observed by RADAG.

Reduction of transaction costs on the government side while increase of coordination costs on DPs' side

As described in Chapter 2, Section 2.1, one reason for adopting SWAp is the premise that the SWAp with Aid Coordination reduces the transaction cost. The reason goes as follows: When DPs are individually approach to the government and conduct their activities (projects) without coordinating with other activities, the government needs to coordinate those activities putting them in their broader policy perspective, and also respond to each of these DPs/activities differently, i.e. different processes of project formulation, different styles of project management, different formats of reporting and accounting, etc. However, if coordination is made among DPs and their activities are streamlined to the government policy, and made consistent with the process, styles, and formats of the government, then the government is relieved from ensuring individual projects are in line with the government policy and from responding differently to development activities. Hence the transaction costs, the costs required for implementing the activities (projects), as the government now carries out much simple processes.

However, as long as the ASDP experience is concerned, this argument is rather one-sided. In reality SWAp entails greater coordination works (between DPs and within DP's own organization) on the DPs' side. In SWAp, DPs are now responsible for coordinating their supports so as to make sure they are all in line with the government policy, and adjusting their procedure compatible to the government systems, or adopt government systems in place of their own systems. One consequence of this transformation has been numerous meetings and necessity of information sharing and updates among DPs. Another is the stress on DPs to communicate with their headquarters for allowing them to adjust their procedure towards the government system. These new requirements have entailed coordination costs on the side of DPs, though these are not often mentioned. Reduction of costs should be measured as a net of the reduction on the government side and the increase on the DPs side.

Government ownership (Importance of owning the management of working groups)

The first institutional system of ASDP - the ASDP Secretariat as an overall coordination body with Task Forces (TF) for program implementation - was proposed by the consultant who facilitated the preparation of ASDP Process and Framework Document. TF Members were collected widely from government departments, academics, and private sectors. However, after a few months it became clear that while TF 1 and 3 were fairly active, TF 2 and 4 were almost dormant. Although it is hard to pin down any specific reasons for the weak outcome, one possible reason would be that the system was not properly "owned" by the government, as it was introduced by the consultant. If it were designed by the initiatives of the government, the outcome might have been different. In any case, the experience suggests that assuring the ownership of the government is not easy. Good consultation is indispensable prior to finalizing an institutional arrangement.

DP coordination and timing (Delay of ASDP implementation due to the effort of unifying the World Bank Project under a single basket arrangement)

When the ASDP Framework and Process document was complete in March 2003, ASDP was ready to be implemented. In fact, GoT spearheaded it by disbursing DADP fund of about 4 million dollars from their own budget in the 2003/04 fiscal year. At that time, the Basket Fund was still under preparation, and general agreement was the Fund would first be formed by DPs supporting local investment component (i.e. the part that DADP is concerned.), and other DPs would join later as regulations and legal requirements of those Support Project (ASSP) focused on agricultural service sub-sector.

At this juncture, some DPs raised questions about the effectiveness of ASDP in which other projects were going on in parallel under the program. Concern was also given to the situation that two important components of ASDP, local investment and service, were carried out rather separately

because of fund separation: Investment was from the Basket, while service was from the project. Consequently, a series of efforts had been made to unite these two major components. First a study was performed to examine the viability of the current DADP arrangement (from November 2004 – May 2005). The results were compiled to the report, DADPs Support Programme July 2005 – June 2012. Based on this study, GoT and DPs moved on to prepare a unified Basket Fund where original funds for local investment and the World Bank ASSP fund would be joined together. GoT began to prepare a new ASDP document, the ASDP Government Programme Document, from around July 2005, and submitted the draft in September 2005. Finally the Document was jointly appraised by GoT and DPs in February to March 2006, and eventually reached to the establishment of the ASDP Basket Fund in June 2006.

The point here is that the financial commitment of DPs to ASDP was delayed for a period almost 3 years. ASDP was already commenced in 2003/04 by the government own fund. GoT was eager to start the program without waiting for DPs contribution. However, on the side DPs, effort was renewed to include the World Bank resources into the Basket. Considering the huge amount that the Bank brought in to the sector, the decision might have been adequate. But judgment may be flipped if the time, full three years, spent for that purpose was taken into account. A lesson from this experience is that it would sometimes be more beneficial and practical to begin a program anyway, and adjust the arrangement either institutional or financial, to situations as new circumstances arise. Another lesson is the recognition that it takes a long time to come to an agreement in SWAp where a number of stakeholders have different agenda and views.

Withdrawal from SWAp (A thought on the cases of DANIDA and EU)

At the last moment of the MoU to be signed, the government of Denmark announced not to participate in the program despite its earlier commitment to the program. In addition, at a later stage, EU also withdrew from the program beginning from 2007/08 fiscal year.

DANIDA, the Danish Development Agency withdrew from the ASDP process just before MoU for the ASDP Basket Fund was to be signed. It had been an active player for the whole period of the ASDS/ASDP formulation process until its withdrawal. Then, it announced that it would not sign MoU, and withdrew completely from the support to the agricultural sector. Their reason for the pulling out was their choice of other sectors in line with its strategy of selection and focus.

An implicit reason, however, might have been the government action which rather suddenly included a large portion of irrigation activities in ASDP Government Programme Document at the last moment without much consultation with DPs. When the new contents of the program was first revealed, DANIDA expressed a great concern about the government action, and suspended to go further with the program. Eventually the agency informed GoT of its withdrawal from the process altogether.

EU started expressing concerns about the process around the end of 2006/07 fiscal year. EU completed the provision of fund pledged to the Basket earlier than scheduled, and stopped to attend the Basket Fund Steering Committee since 2007/08 fiscal year. EU's withdrawal was mostly due to shifting focus to other sectors as its major agricultural fund, STABEX fund, was approaching to the end. The concern was presented in the Steering Committee held in June 2007, and subsequently GoT made effort to improve the consultation process.

These two events hint at least possibility that a stakeholder would indeed withdraw from the program. The motivation for withdrawal would be twofold: i) from their perspective, the actions of the government or contents of a program are not compatible with the stakeholder's requirements, standards, goals, or visions; ii) withdrawal is an expression of the stakeholder's dissatisfaction about the actions of the government or contents of a program. In SWAp DPs respect the ownership of the government. But it does not mean that DPs accept government's any decisions or actions. In reality, an approach that support continues to the government no matter how and what it acts or plans is not

viable in terms of DP's comparative advantage or coordination costs imposed on DPs. While the principle is that DPs should continue supporting the government once they commit to SWAp with understanding that SWAp is a long term development process, they may consider withdrawal as an option if the contents or arrangements of a program become incompatible with their system.

Too much focus on the Basket Fund

The basic concept of SWAp is the coordination and consultation of stakeholders so as to streamline various support activities (projects) along the government general policy and program which are themselves agreed upon by the stakeholders. This concept does not render itself a focus on a pooled fund or a sector basket fund. A pooled fund may be one manifestation of SWAp, but it is not a requirement. However, it is often argued without much delineation that a pooled fund is an essence of SWAp. This idea seemed prevailed in ASDP. Evidence is the arrangement of MoU. ASDP MoU is prepared only for the purpose of the operationalization of the ASDP Basket Fund of which signatories are only the fund contributing DPs. In other sectors, MoU is open to all interested DPs who contribute either through financial or non-financial (i.e. technical assistance) means. At present the formal consultation forum between GoT and DPs is the ASDP Basket Fund Steering Committee (ASDP BFSC). Although ASDP BFSC currently include FAO which is a technical assistance agency, it is regarded an exception.³⁹ Therefore, it is rather unfortunate that the present system is not truly inclusive of those DPs who have engaged in the development of the sector without much financial contribution. With regard to the coordination of TA activities, the government is currently preparing the National TA Policy. ASLMs are waiting for the completion. Once completed, the National Policy is expected to guide the sectoral policy for the TA coordination.

5.1.3 Joint Appraisal Mission

As presented in Chapter 3, Section 3.1.1., RADAG participated in the Joint Appraisal of the ASDP Basket Fund Programme. Issues experienced and observed by RADAG are summarized as follows.

JAM is a good opportunity for stakeholders to raise issues for alignment

Joint Appraisal was a significant event for stakeholders to articulate challenges for ASDP implementation. If there is any issue which one thinks critically important for ASDP, it is necessary to raise and discuss it with other stakeholders and accordingly incorporate it in the ASDP Program Document, so that measures against it will be institutionalized and tackled by the ASDP as a whole. This provides implication for a DP which is mandated to integrate its assistance policy into the program, though it is prerequisite to examine the usefulness of its policy for the program as a whole.

Members for JAM should possess diplomatic skills with substantial experience of working for the country and a targeted sector.

The composition of the team is quite diverse in terms of nationality and subjects. If joining the JAM, it is necessary to assign personnel who possess diplomatic skills, including communication and negotiation in order to reflect his/her findings through stakeholder coordination. Moreover, a joint appraisal tends to be completed within a few weeks. JAM members should be abundant with experiences of working in the country in question, especially for a targeted sector, so as to contribute to the efficient and effective implementation of joint appraisal.

³⁹ Recently the African Development Bank also joined ASDP BFSC even though it supplies fund outside of the basket.

Importance of the follow-up after implementation

Joint appraisal itself would be useful for a program in SWAp, because it provides a good opportunity for stakeholders to have common understanding on the progress of preparation and issues to be modified in the design and to be taken as action before outset of implementation. However, there was tendency that stakeholders were satisfied with the implementation of itself. More crucial is to follow up the recommendations made by the JAM. In the case of ASDP, the progress of such tracking activities was not apparently shared among stakeholders.

5.1.4 Memorandum of Understanding

MoU is a key document of ASDP, with which ASLMs and DPs agreed on various issues. GoT and World Bank took initiatives of preparing MoU, which had been revised through a series of discussion between GoT and DPs. Issues experienced and observed by RADAG are summarized as follows.

Importance of coordinating agency

Major discussion held in finalizing MoU includes 1) conditions of depositing funds into the ASDP Basket Holding Account, 2) procurement rules and management, and 3) types of reports required. For each discussion, the Secretary of DPs' group, which was JICA in case of ASDP, made revision of the document to reflect agreed points precisely. JICA has thus played a vital role of coordination among stakeholders, which implies the importance of the coordinating agency for preparation of MoU in particular and other documents as well in general.

DP Coordination and timing (Need for dependable steps for signing)

On June 27, 2006, the MoU was finally concluded between ASLMs and DPs. There was critical experience of signing MoU on DPs' side, however. It was said at that time that at least three DPs were required to sign the MoU in order to make it effective. At the time only EU was ready for signing but there had been no DPs who could clearly pronounce timing of signing: most of them were dependent on the approval of their own Headquarters. Fortunately since World Bank and Japan did succeed in obtaining the approval from the headquarters and Tokyo respectively at the last moment, MoU was made effective among GoT, World Bank, EU and Japan. However, this experience pointed out the risk of collective action among various parties; they might think that "someone would take action even if my organization does not." In preparing significant documents like MoU, it would be needed to have dependable steps for completion.

Operational Issue (Caution on audit requirement)

At present, the MoU is under the process of amendment. Major reasons for revisions include the variance of audit requirement between government system and DP's requirement. As discussed in Section 3.3.8 "Basket Funding" in this report, DPs tend to seek audit reports which focus on the management of basket funds; obviously, however, existing government system is not able to produce such fund-specific reports. This experience implies that there had been little examination over whether and how the existing system could be utilized for the operation of ASDP. It is necessary to identify how issues required in MoU could be provided through the government system.

5.1.5 Preparation of Documents for Implementation

RADAG was substantially involved in preparation and revision of the DADP Guidelines. Experienced and observed issues are as follows.

Need to confirm the roles of the guidelines

The numerous occasions of revising or updating the guidelines implies a variety of exceptions by stakeholders to the roles of the guidelines. For example, the initial version prepared by external consultants was demanded to reflect ASDP/DADP concepts. During the preparation of the MoU, then, the stakeholders required the guidelines to be simplified to be user-friendly in terms of planning steps. During the negotiation process between GoT and DPs after MoU, then, they posed another challenge, which was to include the issues of how to use funds with a conviction that the simplified guidelines much focused on planning aspect only. And even at the present day, the revision is still going on. They are expected to incorporate technical issues, reflecting implementation experiences.

In the history of ASDP, there has been overall tendency of focusing on the role of the guidelines to disseminate institutional information to LGAs; but it was found that the users of LGAs might require clear instructions in operation aspects also. As SWAp has been introduced, and as institutional arrangements for development change, expected roles of guidelines vary. This experience indicates that more practical guidelines would be produced if stakeholders agree in advance on which kind of information should be included in guidelines. Such agreements reduce unnecessary revisions of guidelines.

Importance of establishing updating mechanism

In theory, documents for implementations such as guidelines should contain all necessary information for user to carry out expected tasks a priori. In practice, however, it is inevitable to refine the documents by reflecting issues that have been observed through experiences.

Since the ASDP has been embarked, there have been various issues raised by LGAs involved in actual operation of DADPs, requiring further instructions from the central government. For example, given the insufficient quality of DADPs submitted by LGAs, ASLMs has recently developed a checklist to investigate the quality of DADP documents submitted by LGAs. The methodology of this quality assessment is worth introducing in the DADP Guidelines, so as to accelerate LGAs to prepare quality DADPs. Guidelines could be useful tools of communication between the central and the local government. In many cases, as the application of SWAp is a first attempt for the government, many challenges could be identified during implementation. It would be effective to establish the systematic mechanism of updating documents for implementation, including feedback mechanism from users.

Practicality of the basic program documents (Different interpretations of stipulations at the operation level)

Guidelines are prepared based on a program document. However, in practice there have been several different interpretations on particular conditions of program operation. For instance, the DADP Guidelines stipulate the use of top-up ACBG for farmer empowerment and private sector development. Then it was considered that the use of ACBG top-up might well be for capacity building for private sector/farmers, which resulted in confusion with the use of AEBG to support extension services for farmers. The confusion or difference in interpretation may be arising from careless reading of the guidelines or other more fundamental ambiguities. In any case, it is very important to make sure that basic documents that will be the source of operational instructions should be clearly described and sufficiently conducive for the operation at filed level.

Various guidelines to be integrated

Agricultural sector involves various kinds of activities such as construction of irrigation, training of farmers and their groups, livestock keeping, extension, marketing, etc. In order to respond this diverse, ASLMs have been developing various guidelines. Each division of sector ministries or working group has tended to prepare them with their own initiatives. Such many guidelines go to a single local

government which may be confused with various instructions from the centre: sometimes information is not consistent with others. It is required for the government to systematize and harmonize various guidelines, so as to be able to deliver a one message to the users.

Importance of examining M&E document applicability during the formulation period

For M&E of ASDP, there was a document named as ASDP Results Framework as one of the Annexes of ASDP Government Programme Document, which was positively appraised by JAM prior to the conclusion of MoU. However, since ASDP enters implementation stage, it was found that most of indicators adopted by the document were not practical. Then ASDP stakeholders have then established a ASLMs-DPs joint working group (ASDP M&E TWG). The group commenced revising the framework and prepared ASDP M&E Framework and their efforts for operationalization are lasting even at present. This experience implies the needs to provide careful consideration to methodology of M&E even in the formulation period of a program, though the attentions of the stakeholders at that time tend to be paid to the program design only.

5.1.6 Summary of Issues during Formulation

In sum, ASDP stakeholders had spent substantial time and efforts to coordinate with each other in order to formulate ASDP/ASDP. It has been found that stakeholders had different views and expectations with regard to the development concept, choice of issues, the roles of the government, and quality of outputs. Such different views sometimes resulted in heated discussions, and at other times caused some delays in the process, as has been seen in the occasion of re-formulation of ASDP Process and Framework document. It would rather be said that the initial stage of formulation of ASDP was just a series of continuing consultations, which arguably demonstrates the significance and difficulties of consultation/ coordination among concerned parties.

In the later stage of formulation, there were several specific events and undertakings, with which stakeholders prepared for effective implementation of ASDP e.g. Joint Appraisal, MoU and preparation for necessary documents for implementation. Such tasks required stakeholders to possess clear and practical outlooks in the operational aspect of the program to be implemented. ASDP had accomplished these undertakings by learning by doing. Review of its experiences has then articulated some expertise to be utilized in order to attain effective implementation.

The issues experienced and observed during formulation of ASDP can be summarized in Table 5.3.

Table 5.3: Summary of Issues Experienced and Observed during Formulation

Issues	Explanation
5.1.1 Formulation of ASDS/ASDP Documents	
Needs for close consultation and coordination (Different views on the role of the government)	There are different views on the role of the government between GoT and DPs and even among DPs.
Importance of dialogue between the government and DPs, and the balance between the government ownership and quality of outputs	There was insufficient prior coordination between GoT and DPs. DPs were not satisfied with the output by GoT. At last stage, GoT had to re-write the ASDP P & F document with strong request from DPs.
Practicality of the basic program documents	It was found that, for example, it was difficult to classify activities according to type of funds.
5.1.2 Participation of DPs in Formulation	
Reduction of transaction costs on the government side while increase of coordination costs on DPs' side	Transaction costs for program operation are reduced for the government by DPs aligning their approach with the government system. On the other hand, additional costs, "coordination costs", are incurred by DPs as they need to coordinate themselves and to negotiate with their

	headquarters or modify procedural arrangements to accommodate operations to the government system.
Government ownership (Importance of owning the management of working groups)	Some TFs became not so active. This was partially because external consultants did not make close coordination.
DP coordination and timing (Delay of ASDP implementation due to the effort of unifying the World Bank Project under a single basket arrangement)	The implementation of ASDP was postponed because of the efforts to involve World Bank/IFAD in the basket fund.
Withdrawal from SWAp (A thought on the case of DANIDA and EU)	Withdrawal of DANIDA and EU shows one of the options that DPs could take.
Too much focus on the Basket Fund	With too much focus on basket fund, the circle of DPs for ASDP had been narrowed.
5.1.3 Joint Appraisal Mission	
JAM is a good opportunity for stakeholders to raise issues for alignment	DPs could internalize its aid policy into SWAp through joint appraisal, as long as consideration is made for the benefits of the program as a whole.
Members for JAM should possess diplomatic skills with substantial experience of working for the country and a targeted sector.	JAM tends to be diverse in terms of nationality and subjects. It also has to conduct tasks within a few weeks. Hence diplomatic skills and substantial experience were required to be members of JAM
Importance of the follow-up after implementation	Stakeholders tend to be satisfied with implementation of joint appraisal itself.
5.1.4 Memorandum of Understanding	
Importance of coordinating agency	JICA played a vital role in revising MoU while coordinating with stakeholders.
DP coordination and timing (Need for dependable steps for signing)	There was not clear information even at last moment on who would be signatory.
Operational issue (Caution on audit requirement)	It was found during implementation that audit requirement was different between GoT and DPs.
5.1.5 Preparation of Documents for Implementation	
Need to confirm the roles of the guidelines	Guidelines could be not only to sensitize LGAs on the institutional arrangement of SWAp but also to provide technical guidance on how to make/implement a plan.
Importance of establishing updating mechanism	It is during information to find some issues requiring adjustment in program. It would be effective to have system of updating mechanism.
Practicality of the basic program documents	It is likely that different interpretations arise in operation at field level. It is important to make sure basic program documents are clearly stated and conducive for field operation.
Various guidelines to be integrated	There are many guidelines to be prepared in the agricultural sector where activities are dynamic. They need to be systematized or harmonized in order to give one message to LGAs.
Importance of examining M&E document applicability during the formulation period	It is of crucial importance to pay careful attention to M&E documents from the stage of formulation.

5.2 During the Implementation of ASDP

5.2.1 Operation of and Coordination within ASLMs

As explained in Chapter 2, the committee of ASLMs directors has responsibility of coordinating ASDP implementation as a whole, and supervises the operational bodies of the Thematic Working Groups. Following are the issues experienced and observed by RADAG.

Importance and Challenges of coordination among ASLMs

As said in Section 2.1.1, coordination among multiple ministries is already a characteristic of

agriculture SWAp, and one of the factors that makes the SWAp more challenging.

ASDP involves five ministries, i.e. ASLMs, and their coordination is by itself fairly challenging. One example is the preparation of the ASDP annual work plan and budget. ASLMs are required to prepare the materials every year, and for that task to be done on time, every ASLM needs to prepare their own part and submit to MAFC on schedule. PMO-RALG faces especially a hard task of consolidating DADPs of 133 LGAs into one plan and budget. MAFC, receiving the plan and budget form each ministry, compile them into a single work plan and budget of ASDP. This series of works demands significant coordination effort among ASLMs.

With regard to coordination among ASLMs, DPP MAFC together with the committee of directors (CDs) has been serving as a functional body. In recent years, DPP MAFC's increasingly positive commitment has made the coordination more stable and regular. However, more effort should be done. For example, it would be desirable for ASLMs to put more importance on information sharing and coordination, and to promote communication through emails. In addition, strong commitment on ASDP from member ministries is essential and should be promoted further. Moreover, DPP offices of ASLMs should be strengthened by having a set of staff to be focal points of coordination, as suggested by the ASDP Joint Implementation Review.

On the other hand, an example indicating the importance of coordination was seen the process of ASDP M&E system construction. It was in fact MAFC who took the lead of the work (August 2006), but at that time it planned to develop a system applicable to only MAFC. However, through consultation and coordination among ASLMs, it was agreed that the system was to be constructed by the ASLMs joint team which is now the M&E TWG. As a result, the joint team has been producing the ASDP M&E Framework and the Baseline Data Report. Without the coordination among ASLMs, the development of M&E system would have been much delayed.

Need for looking at operational issues

As described in Chapter 2, SWAp has two characteristics in its implementation: i) To respect the ownership of the recipient country; ii) To manage the process on the result-based evaluation. In fact in ASDP process, stakeholders tend to evaluate the program in terms of outcomes and outputs. Due to the idea of respecting ownership and limited manpower of DPs, the part of operation is left on the discretion of the government. Consequently, the consultation meetings deal with more of big issues such as general policy, budget, and financial management. And the government tends to continue working on tasks in a conventional manner.

For example, GoT has put much effort to promote DADP implementation, but for some time major activities were limited to the preparation and dissemination of guidelines and holding workshops. While these are effective measures to some extent, missing are more communicative and efficient approaches between the center and the District. When RADAG initiated the quality assessment of DADP documents and shared the results in a workshop, there were many positive responses from LGAs. Because of the assessment, the Districts have now a practical guide on how to produce a good DADP, while the center has a practical tool with which it can suggest or facilitate the District for their improvement. GoT has incorporated the assessment since then by requesting the DADP Planning and Implementation TWG to carry out the task.

The tendency that attentions are less directed to the operational issues is shared by DPs as well. Because DPs are not involved in actual operation, their situation would be more serious.

SWAp has a number of advantages including revitalization of the government institutions. Also the ownership of the government must be respected so that they take positive responsibility of program implementation. However, it would be naïve to assume that once funds are made available, the government would be able to implement the program with high efficiency. It would rather be said that many important issues either on effectiveness or efficiency are involved at the operational level.

Importance of capacity development

This issue is related to the importance of the operational side of ASDP mentioned above. At present, DPs are more concerned with the entrance subjects such as plans, budget, and fund disbursement and exit subjects such as annual/progress reports. The proposed ASDP M&E system is also for the most part concerned with results of ASDP (outcome and output indicators). Not much attention has been given to the effectiveness and efficiency of operation. This limited concern is reflected to the weak discussion about the importance of capacity development in ASDP.

For example, in ASDP, the agricultural extension services are identified as an important component, and envisioned to be reformed by boosting the private service providers. However it seems that not much discussion has been made on how actually the existing extension officers are working, nor has been examined how the present agricultural (or livestock) training institutes like MATIs are conducting extension officer training. Also not much information has been collected about actual potential of the private sector in the extension services. Such information is basic for capacity development, but not sufficiently collected. Similarly it has not been systematically examined how the District officers are working in their local settings. Are they capable for the expected tasks as DFT members? If not, what kind of supports should be made? Is that only a matter of transport or OC funds, or any organizational issues are involved? If such information were available, measures could be taken to improve efficiency and effectiveness of implementation and could prepare plans for overall capacity development.

In any case, the present ASDP arrangement seems to lack a systematic consideration about the capacity development mostly because, it seems, less attention has been given to the operational aspects. In order to assure the effective use of funds and future sustainability, it is desired that more attention is drawn to the importance of medium and long term capacity development in such aspects as strategic planning, managerial skills, financial recording and reporting, and data collection and analysis.

5.2.2 Contribution to the Basket Fund and Preparation of Annual Work Plan and Budget

ASDP supporting DPs put funds to the ASDP Basket Fund holding account, which is maintained at the Bank of Tanzania. Through this account and under the authorization of the ASDP Basket Fund Steering Committee, ASDP provides quarterly disbursement to ASLMs, Regional Secretariat and LGAs.

RADAG has not been involved in basket funding itself. However, through opportunities such as the Joint Implementation Reviews, we have investigated whether or not the funds has been actually disbursed to LGAs as planned. RADAG also participated in relevant meetings, conferences and workshops such as ASDP BFSC and IFAD additional loan stakeholder workshops. RADAG participated in the DP's study of the work plan and the budget, taking on a part of the divided task. RADAG prepared a summary of findings with some comments on the activities and budget included in the government plan. Issues experienced and observed by RADAG are as follows.

Positive effect of SWAp (Unified public expenditure: Steady fund flow to LGAs)

The basic principles of the SWAp are: i) Integration of development activities (projects) under a single sector-wide development program; ii) Joint effort of the government and DPs in the implementation of the program. The consequence of the two principles above is the establishment of the sector basket fund (ASDP Basket Fund) where DPs put in their resources together and agree with the government on disbursing them according to the government's budget cycle and channel of fund flow. In Tanzania, the government budget which is supported by its own tax revenue has been mostly for the salary of the government staff and expenses for their duties, and has had only limited amount for development

activities. At the local level in the past, therefore, the District could expect development interventions such as irrigation or dip tanks only when some DPs came in the area to carry out a development project. In other words, development activities have strongly been influenced by DPs' decision on where and what kind of interventions they consider. Hence, the development activities became fragmented and often times the effect has tapered off after the intervention was over.

Under ASDP with its basket fund arrangement, the government has now been able to supply resources for development regularly every year to LGAs. Such steady flow of funds allows LGAs for the first time to conceive development interventions in a long term perspective. They now prepare their agricultural development plan (DADP) every year and continuously communicating with local communities to identify effective activities for the betterment of the local poor.

Too much focus on the Basket Fund (It took some time for major international financiers to adjust to the Basket.)

While attaining positive effects of SWAp, there are some challenges for DPs. Although major international financiers have adopted SWAp as a viable alternative funding modality, they spent a fairly great amount of time and effort within the organization to accommodate this new system and allow themselves to put funds into the Basket Fund.

Considering the fact that the major financiers had to make so much effort to follow the modality, it would not be productive to insist too much on the pooled funding. It may be more practical at least at the beginning of a program to allow various funding modalities and accept support to the sector as long as they are in line with the system and objectives of ASDP.

Utilization of government system (Preparation of work plan and budget separate from regular ministerial ones)

The preparation of work plan and budget entailed tedious rearrangement of ordinary ministerial annual plans and budgets of all ASLMs and combining them together to have single ASDP plan and budget. Because ASDP uses resources from the Basket Fund, ASDP monitoring necessitates tracking activities supported by the basket separate from the ones backed by ordinary government budget. The situation has been relatively simple for LGAs, because they are required to produce DADPs which exactly consist of the work plan and budget for ASDP.

Although the government seemed to struggle at the beginning to generate the information, as it repeats the exercise, the process has become smooth and the quality of outputs is improving. Despite the improvement, however the basic issue remains that as long as the sector pooled fund is separate from the government budget, the government needs to produce the separate annual plan and budget. This is kind of redundancy, and would be solved if funds are all placed in the general budget. On the other hand, however, if it would happen, the tracking of fund uses and measurement of their effectiveness would become more difficult. In any case, as long as the modality of the basket funding, the preparation of annual work plan and budget are indispensable.

Utilization of the government system (Variance in audit requirements between GoT and DPs)

In MoU, DPs who support the ASDP Basket Fund have demanded the government to submit audit reports on the use of the Basket Fund. However, it came to know that the government audit targets the budget and expenses along the line of ministries, and does not cover a part of the ministry budget, nor look at the pool of the parts of multiple ministries.

In the end, there was an agreement between the DPs and the government that the government audit results are to be accepted as substitutes for the original requirements. Based on this agreement, both GoT and DPs are revising the MoU. The lesson here is that once resources are put into a basket fund, the financiers are likely requested to adjust their audit requirements to the government system.

5.2.3 Dialogue Mechanism

ASDP has two consultation mechanisms: One is between GoT and DPs, and the other is among DPs. For the former consultation, the mechanism has been systematized in the meeting of ASDP Basket Fund Steering Committee (BFSC). ASDP BFSC is held quarterly under the chairmanship of the Permanent Secretary of MAFC for discussing primarily about the operation of the Basket Fund. The participants are therefore ASLMs staff and the basket supporting DPs. There is another forum for broader stakeholders of the sector. That is the Reference Group Meeting for the agricultural sector. This forum is open to non-basket DPs, private sectors and civil groups. The topics discussed in this meeting are plans for the Agricultural Sector Review, the Joint Implementation Review, etc. The Steering Committee has been now relatively firmly established and held regularly.

As regards coordination among DPs, the group has been organized as Agricultural Sector Working Group (of the Development Partners Group) (A-WG). It meets regularly per month and carries out duties based on the agreement of procedure.⁴⁰ It contains both Basket DPs such as World Bank, IFAD, Irish Aide and AfDB and Non-basket DPs, including TA agencies i.e. JICA and FAO and other DPs who support private sector in agriculture e.g. USAID. In addition to regular meeting, informal information sharing and ad-hoc meetings have been conducted among them.

RADAG has participated in ASDP BFSC, Reference Group Meeting, A-WG meetings and contributed to discussion held at these conferences. It also prepared notes of discussion held at those meetings for JICA Tanzania Office. Especially at A-WG meeting, it shared information on the progress of ASDP M&E TWG with other DPs, thus accelerating their understanding on the issues on-going. Following are the issues experienced and observed by RADAG.

Positive effect of SWAp (Possibility of broadening source of available resources (financial and human))

The principle of SWAp, the joint effort of the government and DPs, entails close consultation and communication among stakeholders. As long as concerned parties engage positively in the process, such an arrangement will broaden the potential of available resources, either financial or human. It sometimes happens that an additional task is suddenly necessary, or that a task needs different source of funds or manpower because despite the urgency of a task, the timing is not concordant with the government financial cycle.⁴¹ Or due to its short-notice, ASLMs may be unable to meet the demand. In such occasions, SWAp would give a broader potential of finding additional sources of funds or manpower. If the support to a task has been confined to a single aid agency, as often was in the project operation, such event would have adverse impacts on the schedule of the program. However, because of SWAp and the resultant network of support, an unexpected event can be dealt with more easily. Indeed, such mutual support among DPs as well as the government depending upon their comparative advantage and relative availability of resources is fundamental benefit of the joint effort of SWAp.

Positive effect of SWAp (Greater information availability)

Similar to the aforementioned mutual support in mobilizing resources, SWAp has a great advantage in

⁴⁰ A-WG has the Terms of Reference where the structure, objectives, responsibilities, and mode of operation are stipulated.

⁴¹ One such example was the support to the Agricultural Sector Review (ASR) in 2006. At the time the Basket Fund was just established and ASDP process was not yet fully ready for regular operation. On the other hand, ASR was acutely needed as an input to the review of the general budget support. ASR was also needed for the sector itself because it had not undertaken official review for five years. Given the situation, DPs, DANIDA and JICA in particular, came to support jointly the undertaking. While the operation is part of the regular ASDP process, hence should have been handled by the government, the emergency situation made such cooperation necessary (Indeed the government has since been dealing with the undertaking by themselves).

information collection and analytical works. Apart from the joint effort toward a common goal, concerned DPs have their own agenda in development, and often conduct studies with their own initiative. Ever since ASDS/ASDP was embarked, the information sharing has been active among members. The information circulated has included a broad range of issues, including crop production, agricultural technology, fertilizer subsidies, food security, and issues other than agricultural like international trade, taxation, environmental degradation, and government finance. Everyone has benefited from this expanded availability of information. RADAG has also followed this spirit and conducted studies with the view that the results are to be widely shared among DPs and ASLMs.

DP coordination (Difficulties of timely information sharing and updating)

Grouping of DPs is basically temporal and ad hoc in nature. Because of reasons such as limited number of staff and additional duties assigned to those members, the attendance of members and follow-up of issues are sometimes not perfect. In RADAG's experience of long past, there were occasions where some members were not fully committed to the process, and attended the meeting only once in a while. And it happened that when the member attended a meeting, a cumulative discussion and agreement formed on that basis was suddenly overthrown by that member who insisted that he/she (or his/her agency) could not accept the agreement. Information sharing and updating get more difficult when the government is involved. The use of emails has helped to reduce the difficulty, but many government officers have still way to go for fully utilizing such tools.

On the other hand, the government, though organized by a solid institutional framework, often faces greater challenges in information sharing. Despite the rapid expansion of email use, many officers are still in need of training of such technologies.

Operational issue (Benefit of adopting co-working support teams)

In the process of ASDP implementation, issues and challenges arise as the programme proceeds. Also, the programme needs to adjust the contents or the way it operates according to the review results of either JIR, ASR or monitoring exercises. Issues and challenges are jointly recognized and discussed during the review meetings. However, the government has been sometimes constrained by various conditions to address those in a timely manner. One example is the preparation of ASDP M&E system. As a joint programme, all DPs as well as the government are eagerly waiting for the early completion of the system. And the challenges are repeatedly raised in many of the last several BFSCs meetings. Because of the government effort, the framework document and the baseline data report have been finalized. But the system is by no means operational yet. Similarly the challenges of extension service components, e.g. operationalization of Client Oriented Research and Development Management Approach (CORDEMA), have been noted by DPs for some time, but again the progress has been modest, though the pace has been picking up recently.

The problem here is again the balance between the ownership of the government and the assurance that necessary actions are taken timely. One practical means to address the challenge is to adopt co-working system as RADAG has done. When it becomes necessary to tackle the issue rather quickly the co-working members can boost the operation by increasing the hand-on support. In fact this co-working system should be a good complement to the dialogue mechanism, and should be considered more earnestly by the SWAp participants.

Government ownership (Perception gap about the extent of "Ownership")

Sometimes the boundary of the government ownership becomes a contentious issue in the dialogue. An example was the case that DPs strongly urged GoT to share the information and commit to the dialogue during the budget process. It was during the 2006/07 budget preparation process (February to May in 2007). At one of the meetings, GoT gave an explanation that budget process is government's

exclusive work, implying that it was not necessary for the government to involve DPs in the process. Although this was an extreme view presented in a heated discussion, the statement nonetheless illuminates an implicit perception gap between the government and DPs about the boundary of ownership.

If the government extends the range of ownership too wide, it would surely discourage DPs, and the dialogue mechanism would collapse. Because the boundary will never be delineated a priori, the balance must be found on case-by-case bases. It is only hoped that continuation of sincere dialogue with good will would eventually reduce the gap. At the same time, DPs should not interfere too much on the government business, because after all it is the government who should be responsible for the outcomes.

5.2.4 Mainstreaming

In general “mainstreaming” means either to align or terminate activities or system of a project (including area-based program). This operation has been considered critical in ASDP implementation. During the formulation of ASDP, a view prevailed among major stakeholders that ASDP was equal to the development program with a basket fund. It was agreed by the time of the Joint Appraisal for ASDP that all of area-based programs was to be ended until FY2008/09. In line with this policy, major area-based program have been or will be closed. Consequently most of the area-based programs are now in the process of winding up.

RADAG participated in JAM and JIRs throughout the formulation and implementation of ASDP. It contributed to actualization of agreed action proposed by these joint works, mainstreaming its activities into the needs of ASDP, such as support to DADP training and quality assessments. It also shared information and knowledge of ASDP/DADP with other TA projects of JICA, thus assisting them in mainstreaming its activities into ASDP systems. An example is the support to KATC /JICA Technical Cooperation in Supporting Service Delivery Systems of Irrigated Agriculture, which has been attempting to make LGAs incorporate its training package in DADP: RADAG coordinated with DADP P&I TWG, which facilitated the workshop held by KATC/JICA to sensitize district people. Issues experienced and observed by RADAG are as follows.

Too much focus on the Basket Fund (Meaning of mainstreaming)

During the formulation period, there was substantial discussion on mainstreaming which mainly focused on the modality of support. By “mainstreaming,” some thought the termination of projects. Financial supporters tended to consider in this way. On the other hand, others regarded it as adjustments of project activities so as to address the issues articulated by the ASDP Government Programme Document. This thinking was more shared by technical agencies like JICA. The former idea was more likely to result in narrower circle of supporting agencies for a program. Both interpretations are possible, but as stated in Section 5.1.2, the former ideas became dominant in ASDP and the circle of ASDP-supporting DPs has been narrowed.

Operational issue (Mainstreaming not only on modality but also on operation)

At that time, the issue of modality was critical: stakeholders tended to think that SWAp should be equal to a basket fund program. When it comes to implementation, however, there are several issues arising from the perspective of the operation of ASDP. One of the examples is the distribution of funds to LGAs. In the first year of implementation, some LGAs which were supported by area-based programs could enjoy a greater amount of funds than others which received the support from ASDP only. This eventually caused the feeling of “unfairness” among LGAs. ASLMs then reduced the amount of funds or halt disbursement to such double-assisted LGAs in order to keep fairness. Another

example is on the rule of operation. There was the difference between ASDP and other area based programs in terms of proportion of cost sharing with beneficiaries. Facing the different standards, the community wished to follow the rule favorable for them, which indicates less proportion for their burden. These experiences show that consistency and coordination among programs is required not only for modality but also for operational issues such as financing and rules of operation.

5.2.5 Joint Implementation Review

The Joint Implementation Reviews (JIR) is a single major review activity for ASDP implementation other than the regular monitoring and evaluation activities. So far, three JIRs have been conducted. The review examines the implementation status of ASDP from several viewpoints, and reports the progress and remaining challenges. The final report contains a matrix of “Agreed Actions” which are to be done by the next review. Actual achievement of the “Actions” is checked in the next review.

RADAG took part in the second and third JIRs (see Chapter 3). Following are the issues experienced and observed by RADAG.

Operational issue (Some shortcomings of the Joint Implementation Review)

While the practice of JIR is becoming more efficient as it has repeated the operation, some issues seem to remain unaddressed. They are mostly related to the effectiveness of the review exercise. First, because the review is conducted by a large group of participants (the task team, the plenary sessions, and the wrap-up meeting), discussions tend to remain at the surface of issues. Because of a large number of participants issues are changing frequently and time eventually runs out before getting deep into the issue. Second, because of large participation, there is a tendency that the review is considered finished when the draft of the final report (Aid Memoire) is discussed and gets comments. The most crucial point is how to translate the results of the review into actions in the next stage. Although the Aid Memoire has a matrix of agreed actions to be completed by the next review, those actions are often summary of proposal of task teams. It is not screened out whether they are really relevant to the objectives of ASDP.

It seems there is a misconception that if anything is done with participation of all concerned parties, i.e. if anything is done “jointly” by everyone, the results are automatically authentic. Preferably the JIR should be supplemented by a few specific studies conducted by a small group of experts with sharp focus on a narrow range of issues. Such studies should be included as a necessary component of the ASDP review. It will also be beneficial to supplement large meetings with meetings of much smaller group where discussions will be further deepened.

Utilization of government system (World Bank streamlined its mid-term review to the JIR)

SWAp demands participating DPs to adjust their system consistent with that of the government. One recent example was the review condition needed by the World Bank. The Bank had a condition that any Bank-supported interventions must carry out a mid-term review. Conventionally, the Bank has carried out the review according to its own process, schedule, review team, and review contents. But this time in the ASDP, the Bank accepted that the review would be conducted as a part of the government regular review. The ASDP has a regular annual review of the program, i.e., the Joint Implementation Review. The Bank agreed to join the review and produce a single review report in which their review components were included. Although in the actual implementation, they sent out different review teams for their own concerned aspects (financial management, procurement and safety net), the team findings were streamlined into the final Aid Memoire.

This is one example of DP’s effort to adjust their procedure to the government system. Along the development of ASDP implementation, we have seen many examples of this sort. Apart from the

argument that such joint enterprises are really effective, the fact is that as long as participating in SWAp, there is a continuous demand on the side of DPs to make adjustments and changes so that their procedures, whether they are about financial process, procurement process or training process, are conforming to the government ones. Review process is one of typical subjects often required to streamline with the government system.

5.2.6 Thematic Working Groups

As described in chapter 2, there are 8 Thematic Working Groups (TWGs) for the sake of actual implementation of ASDP.

As reported in Chapter 3, RADAG provided a variety of technical assistance to DADP P&I TWG and ASDP M&E TWG as a member of the TWGs. For the former TWG, RADAG assisted in 1) preparation of the guidelines, 2) nationwide training as described later, 3) backstopping, and 4) quality assessments of DADPs. Support to the ASDP M&E TWG includes 1) Study on ASLMs' M&E Capacity for DADPs, 2) finalization of ASDP M&E framework, 3) finalization of short list indicators, and 4) preparation for the 2008 Agricultural Survey (Sample Census) (See Chapter 3 for details). Issues experienced and observed by RADAG are as follows.

Utilization of the government system (Institutional position of TWGs)

As has been observed in the case of TF system under the ASDP Framework and Process document, some of the current TWGs (e.g. DADP Planning and Implementation and ASDP M&E) are active while others are less so or at least not visibly so. One of the possible reasons is that the role of those TWGs is overlapping with that of divisions of ministries, e.g. food security. It is likely that members of such TWGs consider their tasks under TWG are just the same as under the conventional government structure. Looking back the history of ASDP, there is a general tendency that DPs and the government set up working groups and task forces to implement a program. However, such arrangements may not be as effective as they seem to be. As long as we look at the experience of the ASDP TWG, modality of working group seems to function if the working group deals with cross-cutting issues (such as DADP and ASDP M&E which requires joint efforts of ASLMs). In any case, considering the roles of existing departments and necessity of TWGs, a system of TWGs should be established to address all the major sub-components of the program (e.g. Rural finance, Community development).

Ambiguity of the institutional arrangement adversely affects the functions of TWGs. While making efforts to implement activities, the progress of the TWGs' tasks tends to delay against plan. Also in the middle of annual plan, the group's responses to planned tasks are often less proactive. Possible causes include difference among members in the commitment to TWG works, limited accountability imposed on the works undertaken by TWGs, and approval mechanism between TWG and management entities. It would be desirable to construct clear institutional environment for TWG including task assignment, responsibility, and power distributions.

Positive effect of SWAp (on the enhancement of the government ownership)

While there are some institutional challenges as mentioned above, there are increasing cases in which TWGs has accomplished their tasks with their own initiatives. For example, RADAG had undertaken secretary position of the ASDP M&E TWG when it was established. RADAG then transferred this mandate to the government members through co-working process. Presently, they took a leading role in management of the TWG, including meeting arrangement, preparation of work plan and implementation of specific tasks. Moreover, they positively internalized technical assistance from RADAG when they judged useful for M&E framework and has then formulated M&E Framework

Document through coordination among ASLMs. Another instance can be seen in the DADP P&I TWG, which also has been attempting to institutionalize and further develop the quality assessment originated from RADAG. These efforts to internalize external inputs show the positive effect of SWAp to the government ownership.

5.2.7 ASLMs' support to DADP Planning and Implementation

At the initial stage of implementation, in line with the suggestion made by JAM, ASLMs conducted the trial and then nationwide roll-out training of LGAs on the implementation of ASDP/DADP. At present, ASLMs extend technical backstopping support to LGAs with respect to DADP formulation. They also carry out quality assessment of DADP.

RADAG had facilitated all of these supporting activities (For details, see Chapter 3). Issues experienced and observed by RADAG are as follows.

Importance of trial exercise

In SWAp which has been invented against ill-effect of project approaches, development activities tend to be conducted simultaneously to cover the whole area of the country. As done in this training, however, step-wise approach or trial exercise could be effective as it provides the opportunity to examine the applicability of activities and tools introduced. Indeed, through the trial session, ASLM facilitators had opportunity of examining methodology of training and guidelines. Communication among implementers will be also allowed with this approach. On the other hand, the DADP quality assessment was also adopted in a stage-wise process. Namely the assessment was first confirmed effective in a trial exercise, and then adopted by the government to conduct formally. Indeed ASDP itself is a new trial and needs to go under the process of "Learning by doing". Therefore instead of beginning at once with a full scale operation, a stage-wise approach will be more effective as it secures opportunities for learning and capacity development. This is particularly important at the initial stage of the program where the government has also no or little experience of operating the program.

Training needed not only for sensitization but also for technical support

Overall, the training was effective in sensitizing all LGAs in understanding institutional aspects of the ASDP/DADP. However, it also articulated challenges in terms of practical ways of planning and implementing of DADP. Through the training, LGAs might understand ASDP/DADP mechanism (e.g. the concept and financing mechanism) but much less so how to prepare DADPs practically, which results in "insufficient quality of DADPs" as identified by Joint Implementation Review conducted in the following years. The training could have incorporated the element of technical instruction to LGAs on the preparation of DADPs to greater extent.

DP's engagement (Not as "supervisor" but as "Co-implementer")

RADAG assisted ASLMs in conducting this training by playing a role of M&E on training methodologies. While there was substantial collaboration between ASLM facilitators and RADAG, this kind of support was often deemed as "supervision by DPs" rather than "doing something together." More effective approach for a supporting entity could be to become a part of facilitators and implementers, so that cooperative sprits could be more enhanced and technology of transfer could be done smoothly in mutual way.

5.2.8 M&E

If one adopts SWAp, the development program tends to be nationwide or large scale, involving various activities and stakeholders. M&E system for the program should also be comprehensive. In Tanzania, ASDP has developed overall framework for M&E to see the performance of the program while engaged in progress monitoring of the components.

There have been two kinds of support provided by RADAG for M&E. First, as a member of ASDP M&E TWG, it assisted ASLMs in finalizing ASDP M&E framework including selection of short-list indicators. The second support is rendered to PMO-RALG, including preparation of a simple manual on the use of report format and facilitation in the training of Regions (See Chapter 3 for details). Issues experienced and observed by RADAG are as follows.

Importance of field testing and trial exercise (for the establishment of an effective M&E system)

At present, GoT and DPs are making effort to establishment and operationalization of the ASDP M&E system as the first priority. However, as has been discussed in Section 3.2.5, both GoT and DPs once overlooked the practicability of M&E system during formulation era. Consequently, ASDP M&E TWG has now to review the framework and indicators proposed by the program documents.

In general SWAp entails a number of stakeholders, who tend to seek various kinds of information regarding the performance of SWAp. This has been true for ASDP M&E. Initially the number of indicators which have been proposed to adopt was more than one hundred. But they reviewed applicability of them with SMRATU criteria (Simple, Measurable, Accessible, Realistic, Timely and Useful) and conduct field testing to see whether data could be collected at LGA level. They thus finally identified practical indicators for M&E. Moreover they have been revising formats for monitoring and have a plan to introduce them into 4 districts in 2 regions. While the “slow” progress of work has often been pointed out, their efforts demonstrate the importance of trial exercise for establishment of effective systems.

Utilization of the government system (the case of DADP Progress Reports)

The theory of SWAp indicates that the development program could be implemented, utilizing the government system. In reality, however, there is need to recognize the limitation or challenges of the government system to conduct the program. As stated earlier, the format determined by Ministry of Finance and Economic Affairs was not sufficient to yield data needed for ASDP stakeholders to examine the progress and achievement of DADPs. Hence the ASLMs have to develop another format for ASDP information needs, which results in duplication of system. SWAp assumes that development program could/should be implemented in the government system but the experience has shown that existing government system needs to be adjusted to implement the program, though harmonization of information needs are being achieved within the sectors.

Need to consider the capacity of local government

M&E of development program under M&E is often dependent upon data from the local governments. However, in general, data provided by LGAs are inaccurate and disorganized. This can be attributed to the fact that LGAs do not understand how to use the format and/or cannot use computers due to lack of capacities and infrastructures. In general, SWAp stakeholders tend to seek various kinds of information for their interests in results. It should then be kept in mind how such information could be collected from field level. Although ASLMs have been improving the situation by conducting training of regions that could backstop LGAs, one should not overlook the needs for capacity development of the government, especially at local level, in terms of computer techniques and infrastructures so as to construct practical M&E system.

5.2.9 Summary of Issues during Implementation

Once ASDP has been embarked, there had been several positive effects of SWAp. The first is the growth of government ownership. The government has been almost fully prepared to carry out the program by its own system. It has been observed some TWGs are gradually internalizing operations suggested from outside. It is expected such operations will continue under their ownership. The second is the unification of public expenditure which realized steady flow of funds to local governments. Under this financial arrangement, LGAs are now able to see the issue of development in long term view. Another is the greater availability of resources. The experience has shown that financial resource owned by one entity could be made available for others to implement unexpected but needed activities for ASDP. Lastly, information is shared among various stakeholders, which reduce the cost of information collection among them. These effects could be considered as advantages of SWAp, which provide significant implication for future implementation of SWAp.

On the other hand, overall review of implantation stage has articulated some challenges for both the government and DPs to make SWAp into effect. First, the operational issues of the program are yet to receive more consideration and measures for greater effectiveness. It is of crucial importance to examine effectiveness and efficacy of major activities, which help to articulate the way of developing capacity of the government. GoT is learning by doing: its own empirical knowledge with DPs' support should be accumulated. Secondly, both GoT and DPs have to adjust its systems for the operation of SWAp. During implementation, the issues for adjustment have increasingly appeared. As regards the cases of auditing reports and JIR, DPs have made adjustment to be in line with the government system. In terms of annual work plan and budget and M&E, on the other hand, additional attempts have been made by GoT. Lastly, the importance of consultation/ coordination among stakeholders can hold even in the implementation stages. Critical consideration has been provided to the issue of ownership. Encountering during implementation is the question on how the government could own the ownerships.

Issues experienced and observed during implementation stages are summarized in Table 5.4.

Table 5.4: Summary of Issues Experienced and Observed during Implementation

Issues	Explanation
5.2.1 Operation of and Coordination within ASLMs	
Importance and Challenges of coordination among ASLMs	ASLMs consist of five ministries. Hence their coordination is challenging. On the other hand, the coordination taken to construct the ASDP M&E system has been helpful for the effective implementation of ASDP.
Need for looking at operational issues	Discussion among stakeholders tends to focus on big issues such as the progress and outcomes of the program. Attention to the operational issues of the program has been limited.
Importance of capacity development	The importance of capacity development will be recognized more easily if more attention is given to the operational aspect of the program.
5.2.2 Contribution to the Basket Fund, and Preparation of the Annual Work Plan and Budget	
Positive Effect of SWAp (Unified public expenditure through MTEF: Steady fund flow to LGAs)	Because of SWAp, the financial flow of aid agencies has been unified, and disbursed steadily through the government channels. Hence, the local government can now envision their development in much longer perspective.
Too much focus on Basket Fund (Major international financiers are yet to adjust to the Basket)	Even now some major international financiers such as IFAD have difficulty to comply fully with the Basket Fund arrangement. It would be worth considering a funding modality for SWAp other than basket funding.
Utilization of government system (Preparation of	Because the Basket Fund system necessitates an annual working plan and its corresponding budget specifically for

work plan and budget separate from regular ministerial ones)	the activities supported by the Fund, the ministries need to prepare them separate from their usual work plan and budget.
Utilization of the government system (Variance in audit requirements between GoT and DPs)	DPs need to have audit report focusing on the basket funds. However, the existing system of a government produces reports based on ministry's budget. Hence adjustments are needed to solve the inconsistency.
5.2.3 Dialogue Mechanism	
Positive effect of SWAp (Broadening of available resources)	The 2006 Agricultural Sector Review was carried out by good collaboration among DPs. In SWAp, resource availability will likely expand as more stakeholders are connected and coordinated by the network.
Positive effect of SWAp (Greater information availability)	Through the consultation and coordination, more information will be available. Consequently the cost for collecting information will be reduced.
DP coordination (Difficulties of timely information sharing and updating)	The grouping of DPs is in principle of temporary nature. When the engagement of members varies, the group may have difficulty in stable consultation.
Operational issue (Benefit of adopting co-working support teams)	Even if challenges were addressed during consultation process, consultation cannot alone ensure to address them. It would be more effective to employ a team that work jointly with the government team, as RADAG did.
Government ownership (Perception gap about the extent of "Ownership")	There is occasionally difference between the government and DPs with regard to the range of the government ownership. The government may refuse requests made by DPs by claiming that concerned issues are within the government ownership.
5.2.4 Mainstreaming	
Too much focus on Basket Fund (It took some time for major international financiers to adjust to the Basket.)	Some major international financiers have spent a great amount of time to adopt the Basket Fund arrangement. It would be worth considering a funding modality for SWAp other than basket funding.
Operational issue (Mainstreaming not only on modality but also on operation)	Mainstreaming should be considered not only at modality level but also at operational level, e.g. fund disbursement and implementation arrangements of field activities.
5.2.5 Joint Implementation Review	
Operational issue (Some shortcomings of the Joint Implementation Review)	Operational issues should be considered even in the joint implementation. In a large meeting such as plenary session, discussions are more likely to remain superficial. Also there is tendency to be contented once the large event is concluded by the wrap-up meeting. More effective review process should be designed.
Utilization of government system (World Bank streamlined its mid-term review to the JIR)	World Bank agreed to conduct its mid-term review in the arrangement of the Joint Implementation Review of ASDP.
5.2.6 Thematic Working Groups	
Utilization of the government system (Institutional position of TWGs)	Some of the Thematic Working Groups overlap with the existing government divisions. The weak institutional arrangement of TWGs affects the commitment of members and causes delays in coordination and decision making.
Positive effect of SWAp (on the enhancement of the government ownership)	Some TWGs internalize the experience given by the external technical sources, and carry out it by themselves.
5.2.7 ASLMs' Support to DADP Planning and Implementation	
Importance of trial exercise	Because of trial exercise, training method and materials were improved. Information sharing among trainers was also enhanced.
Training needed not only for sensitization but also for technical support	It was later recognized that the information disseminated by the training should have included not only SWAp arrangement but technical knowhow necessary in the implementation of the program.
DP's engagement (Not as "supervisor" but as	DPs should engage in activities of the government not as

“Co-implementer”)	supervisors but as co-implementers.
5.2.8 M&E	
Importance of field testing and trial stage (for establishment of effective M&E system)	ASDP M&E TWG has selected data and indicators which are actually collectable and usable in evaluation. It is aiming at establishing an effective M&E system through field tests and trial exercises.
Utilization of the government system (the case of DADP Progress Reports)	The present M&E system does not deal with monitoring demands of ASDP. Hence ASLMs are making effort to formulate a new monitoring format and disseminate it.
Need to consider the capacity of local government	Data needed in SWAp are typically collected from the local level. The data collection system should take into account the physical and technical capacity of the local government.

Chapter 6 Lessons learned and Suggestions for SWAp Implementation and Support

This chapter draws lessons from the RADAG's experience of ASDP in Tanzania. The issues observed and experienced in the process are generalized to be lessons for future implementation and support of SWAp. It is expected that the lessons presented here are helpful for those who will be engaged in SWAp either through implementation or facilitation. As have been seen in Chapter 5, there are various issues to be considered in actual operation of SWAp for agricultural sector. These issues could be categorized into four principles of lessons as follows.

- 1) To understand the General Nature of SWAp
- 2) To strengthen Consultation and Coordination among Stakeholders
- 3) To support Capacity Development of the Host Government
- 4) To develop Institutional Capacities of SWAp Supporting Agencies

6.1 To understand the general Nature of SWAp

This principle represents prerequisite for any agency who consider participating in SWAp. The experience of SWAp (in ASDP) has entailed advantages and possible challenges. This principle then contains the following lessons.

(1) To understand the positive effects that SWAp is highly likely to bring about

The government is assured its ownership over implementing development activities with its structure and system. Prior to the adoption of SWAp, GoT had "participated" in projects offered by various DPs. Such situation prevented the government from pursuing its own policy and from maintaining institutional arrangement for development in a consistent way. SWAp then provided first opportunity for the government to tackle development with its own structures and system. In case of ASDP, the committee of directors took initiatives of leading the program, though there are some rooms for further improvement in terms of coordination. Even at operational levels, as exemplified by ASDP M&E TWG and DADP P&I TWG, government organizations internalized technical support rendered by external agency into its working system. As such SWAp is able to revitalize the government system. It is in this sense that SWAp put considerable importance on the government ownership. SWAp is an approach that facilitates the government to be really functional as a whole.

There is unification of public expenditure i.e. a steady fund flow to LGAs. In Tanzania, SWAp (ASDP) and the basket fund arrangement allowed LGAs to receive steady annual budget for development. Hence they can now construct their development plan in a long term perspective.

Resources availability likely expands in SWAp. Under SWAp, when unexpected needs for resources arise, stakeholders can seek for resources widely. Therefore it is less likely that an activity will be disrupted by the difficulty of finding additional resources. This maybe be applicable to the case of other resources such human and knowledge.

There is greater availability of information. SWAp greatly benefits participants in information collection and analytical works. There may well be an increase in "value for money" for implementation of study activities, as stakeholders in SWAp could conduct them more efficiently than otherwise through sharing information among themselves.

(2) To understand possible challenges that SWAp may entail

Consultation/coordination must be challenging, at least, at initial stage of SWAp. As has been seen in many parts of this report, consultation/coordination is a demanding task. It is worth noting

that stakeholders need to pay high coordination costs such as coordination among DPs, negotiation with headquarters and modifying procedural arrangements to streamline with the government system, especially at the initial stages of SWAp, including formulation era. Although transaction costs of the government side may reduce because of simplified procedure, the coordination costs of DPs increase for greater requirement of information sharing and alignment. In total therefore the net effect on the cost reduction might not be so much as often suggested in advocating SWAp.

Addressing operational capacity of a program would help expand the effects of SWAp. With empirical evidence from ASDP, it can be noted that real issues of SWAp are often found in operation at ground rather than at higher level of authority. Effectiveness and efficiency of actual operation should draw more attention in SWAp process. It is too naïve to assume a program is properly implemented once stakeholders agree on the program contents and funding arrangement.

There are several challenges specifically for the agricultural sector to adopt SWAp. As analyzed in the overview of SWAp in Chapter 2 and implied elsewhere in this volume of the report, there are several unique features of the agricultural sector to be considered in application of SWAp. Agriculture sector is so diverse that a program needs to be flexible and diverse,⁴² which is somewhat contradictory to the basic nature of SWAp, i.e. it tends to require a standardized methodology for nationwide expansion. With diverse natures of activities, many stakeholders in both public and private sectors tend to be involved in agriculture. It is worth remembering that ASDP involves five ministries so-called ASLMs even on the government side only. It has been observed sometimes difficult to keep all relevant ministries committed to work together. Stakeholders may have different views and differently functions, which makes the sector more challenging to adoption of SWAp with greater needs for coordination and consultation as well as for keeping commitment by every player.

Of possible challenges identified above, those of the agricultural sector are rather intrinsic. However for other challenges, there are some measures by strengthening coordination/consultation among stakeholders by supporting capacity development of the host government. Such measures also expand possibility of SWAp to be applied to the agricultural sector. The following sections delineate such measures by drawing lessons learned from experience of ASDPs.

6.2 To strengthen Consultation and Coordination among Stakeholders

The main activity of SWAp includes consultation and coordination among the stakeholders concerned. It is helpful in supporting SWAp to understand the significance, difficulty and limitations of consultation and coordination. Moreover, critical matters can be more strategically dealt with by knowing when consultation and coordination are especially needed. Finally, being familiar with the means of consultation and coordination will improve their effectiveness and efficiency. This principle contains the following lessons.

(1) To recognize the Significance, necessary conditions and limitations of consultation/coordination

Significance: It (consultation/coordination) enhances the ownership of the host government for SWAp. An example was drawn from the dormant TFs in the initial institutional setting of the ASDP. A half of the task forces became inactive due partially to the lack of sufficient prior consultation with the government. On the other hand, RADAG spent a considerable time and energy in coordinating the stakeholders when it worked for the ASDP M&E framework and the

⁴² For example, the program determines overall frameworks and schedule. And actual implementations rely on local initiatives. The fundamental concept of DADP follows this way of thinking.

DADP quality assessment. As a result, they have been internalized and are being operationalized by GoT, though there were at times some delays and lack of understanding. An implication of this experience is that the approach for consultation/coordination has a great influence on enhancing the ownership of the government.

Significance: It secures the progress of SWAp. As has been seen in the revision of ASDP Process and Framework Document, insufficient consultation might bring about a grave consequence to the process. The experience suggests that consultation/coordination is of critical significance to accelerating the progress of work.

Necessary condition: It is critical to keep minimum the difference among stakeholders in views and expectations of the program. Stakeholders tended to have different views and expectations with regard to the development concept, choice of issues, the roles of the government, and quality of outputs. In the context of ASDP, different views sometimes resulted in heated discussions, and at other times caused some delays in the process. It may be necessary to spend substantial time to unify and clarify understanding of stakeholders on various issues of SWAp.

Necessary condition: Balance between ownership and quality/timing of output must always be sought. Typically DPs are likely to demand better quality and shorter time, while the government resists with the reason of ownership. DPs often respond to it by employing a gap-filling support (provision of substitute services to the government). However such services almost never help enhance the ownership of the government. There is a trade-off between the respect to the government ownership and output quality. In order to reduce the trade-off, more attention should be given to capacity development aspects. Necessary capacity may include managerial, planning, analytical skills. Also it should be noted that required capacity is not individual but organizational, i.e. how effectively and efficiently an organization plans, executes the plan, and improves it toward the next cycle. The achievement of capacity development would be measured by the level of accountability of activities at operational levels. As the capacity expands, as measured by the level of accountability, the government would claim a broader range of ownership (see 6.3).

Limitation: It (consultation/coordination) may not alone put required actions into effect if the government is not further facilitated in operation. Because the execution ability of the government is sometimes constrained (by limited number of staff, etc.), necessary actions are not taken immediately even if challenges are clearly identified in the process of consultation. In SWAp, the importance of consultation and coordination is widely recognized and they are institutionalized in the form of monthly and quarterly meetings. In such consultation meetings DPs often demand the government to address some issues. However it often takes a longer time for the latter to act on them. It seems less practical to consider that a program is implemented effectively and efficiently only through consultation and coordination. The enhancement of the government's capacity, particularly at operational levels, should be a major component of a program.

Although the operational efficiency and effectiveness are critical issues, it is often overlooked in the consultation process because the discussion tends to focus on issues of high level of program management such as financial mechanisms and examination of overall progress.

Limitation: SWAp may lose dynamic effects if the membership of the consultation circle is narrowed. Because of the seemingly prevailing perception that ASDP must be implemented only through the Basket Fund, the circle of participating DP was made rather narrow in the past, curbing to some extent the dynamism of ASDP. This lesson indicates the importance of appropriate coordination/consultation mechanism and understandings to maintain a variety of stakeholders to yield joint effects for SWAp.

(2) To recognize particular occasions requiring close consultation/coordination

Consultation is particularly important when the process is moving toward producing key documents or agreements. It is worth remembering that the implementation of ASDP was postponed due to the effort of unifying the World Bank Project under a single basket arrangement. Stakeholders suffered from trade-off between the merit of waiting for a major DP and demerits of suspending implementation. Critical importance of consultation was also learned at the occasion of reformulation of ASDP Framework and Process Document, thus hampering hitherto efforts of making progress. These experiences articulated some occasions which critically requires good consultation/coordination.

Consultation is also essential whenever variances are found between the systems of the government and DPs. To the extent SWAp is an on-going process, it is unavoidable that such variances keep appearing. As demonstrated in the case of ASDP on the difference in financial reporting formats between the government and the World Bank/IFAD, the gap needs to be filled through consultation.

(3) To know effective measures for better consultation/coordination

Theoretically the government should assume the role of coordination in SWAp. However, until the government is ready and capable for the task, DPs should employ consultants or task specific officers who could deal with coordination tasks among DPs and with the government. ASDP experience has revealed possibility that there had not been so much reduction of transaction cost, at least on DPs' side. This action then could be recommended in order to enhance consultation/coordination among DPs' side. The position of the consultants should be neutral for all stakeholders to be involved in SWAp regardless of the source of funds for employment; otherwise another kind of anxiety would be introduced. Tasks to be undertaken by the position include recording discussion, circulating and updating information and arranging meetings with minimum frequency.

The government and DPs should set up general rules of discussion. This is particularly important due to inevitability of SWAP for numerous frequencies of meetings. The process of reaching conclusion has more often than not been disturbed when someone brings up matters agreed upon in the past again for discussion. Relating to this is the case, in which participants did not know the process of previous discussion, which also results in the replication of the last meeting. In order to make consultation/coordination smoothly into effect, therefore, it is effective to set up a sort of Code of Conduct, which may stipulate the commitments of concerned parties to the process such as good attendance and respect to already-agreed matters as well as arrangement of recording process e.g. who prepares and circulate the minutes.

The government and DPs should establish clear consultation/coordination mechanisms for Basket DPs and Non-basket DPs. As stated already, given the weight placed on the financial support in ASDP, scope of the participants in consultation/coordination mechanisms tend to be narrowed into DPs who contribute to Basket funds. However, the forum should be expanded to include non-basket DPs. Otherwise a separate forum with agenda broader than the basket funding should be set up and positively promoted to incorporate views and ideas of non-basket supporters. By doing so, the consultation/coordination will be more dynamic and effective to SWAp implementation.

The government should utilize its structures for coordination. As has been seen in the experience of ASDP secretariat, an independent secretariat outside of regular government institution may not work well; a system that embeds the mechanism within the existing government structure seems more workable. This may also be true for the system of working groups where there is overlapping with the existing government structures.

In the ASDP, for example, it is repeatedly pointed out by JIR and other reviews that the coordination among TWGs is insufficient. One possible measure to improve the coordination may be to appoint the director-level officials of ASLMs the chairpersons of TWGs. Since they are members of the Committee of ASLM Directors, it can readily request them to report the progress of relevant TWGs. The appointment of ASLM Directors would also authorize the decision making of TWGs. As a result, it is expected to improve coordination among TWGs and their activities.

DPs should heed its attitudes in consultation/coordination. Last lesson with regard to coordination is about the relationship of DPs with the government staff when they work together. It has been observed that DPs often unwittingly interact with the co-working government staff as a supervisor rather than an equal partner in the tasks. Although not intentional, such attitude still brings about unnecessary misunderstanding in the relationship.

6.3 To support Capacity Development of the Host Government

Under SWAp, it is the government who takes an initiative of conducting development program through coordination with other stakeholders. In reality, there are often trade-off between the ownership and quality/timing that DPs demand. ASDP experiences have shown the importance of facilitation by DPs to the government. This principle contains the following lessons.

(1) To create Environment, in which the government and DPs could discuss issues of capacity development openly and thoroughly

The DPs and stakeholders should identify capacity gaps and ways of addressing them. SWAp is a government-driven approach to development. While stakeholders tend to pursue ideals for development during program formulation period, once the program is put in operation, it is the host government who is in charge of implementing the program as planned. Then it is indispensable for stakeholders including the government to discuss about how effectively and efficiently the program is operated and how to develop operational capacities of the government. It is highly desirable to start serious discussion during the formulation of the basic program document, and even after commencing implementation.

Attention should be broadened to the capacity of the local government, which tends to face greater difficulties for implementation than the central government in terms of availability of infrastructure and human resources. As has been experienced in the establishment of ASDP M&E Framework, it is of critical importance to examine local conditions before designing program. On the other hand, the experience of the guidelines and training shows that there may be a tendency for the central government to focus on dissemination of institutional information on the SWAp program, while paying little consideration on the technical capacities of the local governments. They may require not only institutional issues on the program itself but also technical support to implement activities.

It is also necessary to discuss the applicability of the government system to program operation. As has been seen in Chapter 5, there are many issues which show difference between the government and DPs in terms of system requirements e.g. auditing reports, monitoring formats and implementation reviews. These experiences indicate that despite the principle of SWAp, there are some cases in which government system cannot be adopted as it were. Stakeholders need to examine which system could be utilized and how system should be accommodated.

(2) To provide technical assistance in operational aspect

It would be a useful idea for DPs as well as the government to adopt joint-working system at the

operational level in SWAp implementation. By employing such a complementary facility, the government can get technical support, while DPs can get involved in the operations of ASDP. Co-working thus enhances capacity development of the government with enhancement of consultation/coordination among the parties. In ASDP, the TWG involves not only government staff but also DP members. However, arguably due to the limitation of manpower at DP's side, there have been a few cases of co-working between GoT and DPs except RADAG. With possible utilization of the basket fund, it is expected to enhance this working modality for effective implementation of ASDP.

It may be also effective for DPs to request accountability from the government on particular operational issues such as effectiveness of training and guidelines. Preparing a report and making presentation of it entail the government personnel more commitment to the task, and facilitate them in improving quality of their work, and eventually contribute to their capacity development. On the other hand DPs could have more opportunities to understand the progress of on-going tasks and actual situation at filed. This helps them to provide practical advice and other necessary assistance (e.g. funds) and also to avoid unnecessary conflict and disputes with the government by making unrealistic or pointless requests.

(3) To examine possibility and effectiveness of trial stage of SWAp

Finally, SWAp is a new paradigm of development which may require the government to implement it by “learning by doing”. In this regard some positive lessons were observed in the ASDP experience. It was found effective to adopt trial-exercise or field-testing approaches before to going to nationwide application, as has been done in ASDP for training and M&E framework. It is worth exploring the possibility of having trial stage of the program or its components, probably on area-base, prior to full application of SWAp nationwide. Trial could also be considered even in the adoption of SWAp.

6.4 To develop institutional Capacities of SWAp supporting Agencies

The ASDP is the first attempt of agricultural SWAp not only for GoT but also for agricultural sector supporting DPs. As described in Chapter 5, DPs have supported the ASDP by aligning their systems with the government ones, and there is much to learn from the experience. The following are lessons considered useful for those aid agencies that will newly join SWAp.

(1) To accumulate knowledge of SWAp at institutional level

To give full recognition to SWAp as an alternative to conventional bilateral approach and as a major approach at least in the African context. As has been seen in the experience, conventional approach mostly based on the bilateral relationship with a recipient country is no longer adequate in the environment of SWAp. SWAp is a sector wide, government-led and multiparty approach. Project formulation through the government-agency bilateral process would encounter difficulty to get acceptance. The key is the consultation with the government and concerned DPs prior to major actions/proposals. SWAp demands supporting agencies to align in such respects as project formulation, implementation, and monitoring and evaluation. Because SWAp is widely accepted in African countries, aid agencies that plan to commit themselves to the development of those countries must look at the system of SWAp seriously and adopt as a major alternative to the conventional approaches.

In addition to consultation, coordination is also always required. Because SWAp is a joint enterprise, participants are expected to work in a unified manner. Coordination with other DPs is particularly a new factor in SWAp. While consultation and coordination may be annoyed as a sort of additional burden, they can instead be regarded as opportunities to raise issues and set agenda

for the next stage. Good examples are the JAM and JIR of the ASDP. Potential partners of SWAp should understand the importance of such joint activities and take advantage thereof.

(2) To enhance adaptability of institutional arrangements and operational systems to SWAp implementation

It is worth exploring new scheme for supporting SWAp. As described earlier, efficient operation of SWAp requires support at operational level of a program. RADAG' program was conducted as JICA's Development Study Scheme. Conventionally, the scheme is adopted for the tasks of master plan preparation or similar sort with expected output of study reports. Along the study, the scheme also expects the study team to carry out a technology transfer. These basic design features are however at variance with what actually RADAG has been conducting. Fortunately, because the development study scheme is highly flexible in operational modality, RADAG has benefited a great deal from the feature and been able to adjust itself to the changing environment of ASDP facilitation. In particular, in terms of capacity development at operational level, the process support such as RADAG's activities is considered very useful. It is therefore desirable for SWAp supporting agencies to contemplate this type of support programme. However, a new scheme should be designed to accommodate characteristic features of the process support.

To strengthen linkage between policy-level and field-level support. SWAp is an approach that supports the entire sector. Therefore, stakeholders tend to examine activities and implementation methods of the program at central level and overlook the situation and needs of the fields. However, it is important for DPs, together with the government, to incorporate information at field level in the policy. The JICA Tanzanian Office attempts to strengthen linkage between policy-level support and field-level support. For instance, RADAG has supported the introduction of the irrigated rice farming technology training of the Kilimanjaro Agricultural Training Center (KATC) into the DADP in cooperation with the DADP TWG. This is because the rice production technology of which JICA has long supported dissemination in Tanzania can be an effective means for agricultural development at field level. DPs could provide information obtained in the fields to other stakeholders in SWAp, particularly when policy and program frameworks are formulated. As a result, they could contribute to improving the practicality of the documents, while reflecting effectively the experience of field-level support in the program.

In order to make best use of consultation and coordination mechanism, assign personnel equipped with diplomatic skills and knowledge on the host country to the position in charge of SWAp coordination. SWAp is implemented in a series of coordination process with the stakeholders. The points kept in mind in effectively using such a process have been described in Section 6.2 above. In order to practice those points, it is essential to deploy personnel with sufficient diplomatic skills for consultation/coordination and knowledge on the host country.

(3) To prepare for future support to African countries from a long-term perspective

DPs should align their systems such as program formulation, funding, procurement and M&E to those of the host country when supporting SWAp. Alignment with the government system will be required in SWAp. There is also a possibility that technical assistance may be provided by using pooled funds in the future, which is expected to have a significant influence on DPs, particularly technical cooperation agencies. It is therefore important to examine from a long-term perspective how they should respond to the requirements in supporting the development of African countries.

DPs can effectively support SWAp by having various assistance schemes. SWAp, especially agricultural SWAp, is a complex undertaking including various components like physical construction (e.g., irrigation development), technological development and dissemination (e.g., agricultural research and extension) and significant involvement of the private sector (e.g.,

marketing and financial services). It also requires capacity development of the government. While DPs tend to focus only on financial support in SWAp, participation in agricultural SWAp that demands various kinds of support implies the possibility that DPs can provide more effective development assistance, responding to the needs of the government and other stakeholders. It is important to follow the spirit of SWAp from the infant stage and to coordinate and consult positively with the government and other DPs.

6.5 Practical Suggestions

Having obtained lessons and possible measures as identified, the present report compiled a set of practical suggestions for implementation of or support to SWAp as presented in Attachment 2. The process of SWAp can be divided into three phases, i.e., 1) stage for determination of participation, 2) preparation stage, and 3) implementation stage.

Attachment 1

Major Events of ASDP Formulation and Implementation

Calendar Year	2001												2002												2003												2004												2005												2006																																																																																																																																																																																															
Tanzania Fiscal Year	2000/01						2001/02						2002/03						2003/04						2004/05						2005/06						2006																																																																																																																																																																																																																							
Month	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3																																																																																																																																																																																																																					
ASDP Implementation																																					DADP by Gov Funds																																				DADP by Gov Funds																																				DADP by Gov Funds																																																																																																																																															
ASDP Institutional Arrangement																																					ASDP Secretariat Began																																				ASDP F&F Completion																																				ASDP Imple. Plan by TFs																																				Some TFs became dormant.																																																																																																											
ASDS Formulation	ASDS Completion																																				RDS Competition																																				ASDP (Gov.)																																				ASDP (Gov.)																																				ASDP (Gov.)																																				ASDP (Gov.)																																																																							
RDS Formulation	RDS Competition																																				Gov-DP consultation																																				ASDP Imp Arrangement																																				ASDP BF preparation by TF1																																				Workshop for BF Establishment																																				DADP Support Programme Report Completion																																																																							
ASDP Formulation (Gov.)	ASDP (Gov.)																																				ASDP (Gov.)																																				ASDP (Gov.)																																				ASDP (Gov.)																																				ASDP (Gov.)																																				ASDP (Gov.)																																				ASDP (Gov.)																																			
ASDP Framework and Process Document Formulation	Revision began																																				ASDP Imp Arrangement																																				ASDP BF preparation by TF1																																				Workshop for BF Establishment																																				DADP Support Programme Report Completion																																				ASDP Gov Programme Document																																																																							
ASDP Financial Document	Preparatio																																				ASDP Imp Arrangement																																				ASDP BF preparation by TF1																																				Workshop for BF Establishment																																				DADP Support Programme Report Completion																																				ASDP Gov Programme Document																																																																							
ASDP BF Establishment																																					ASDP BF preparation by TF1																																				Workshop for BF Establishment																																				DADP Support Programme Report Completion																																				ASDP Gov Programme Document																																				ASDP Gov Prog Document Joint Appraisal (JAM)																																																																							
DADP Guidelines (Org.)																																					Draft completed																																				DADP National Workshop																																				DADP Revision by TF1																																				DADP Joint Program Formulation																																				DADP Guidelines (New) Preparation																																																																							
DADP Support Programme																																					Draft completed																																				DADP National Workshop																																				DADP Revision by TF1																																				DADP Joint Program Formulation																																				DADP Guidelines (New) Preparation																																				DADP Guidelines (New) Simple																																			
ASDP Gov Programme Document																																					Draft completed																																				DADP National Workshop																																				DADP Revision by TF1																																				DADP Joint Program Formulation																																				DADP Guidelines (New) Preparation																																				DADP Guidelines (New) Simple																																			
ASDP BF MOU																																					Draft completed																																				DADP National Workshop																																				DADP Revision by TF1																																				DADP Joint Program Formulation																																				DADP Guidelines (New) Preparation																																				DADP Guidelines (New) Simple																																			
ASDP Review																																					Draft completed																																				DADP National Workshop																																				DADP Revision by TF1																																				DADP Joint Program Formulation																																				DADP Guidelines (New) Preparation																																				DADP Guidelines (New) Simple																																			
DADP Guidelines (New)																																					Draft completed																																				DADP National Workshop																																				DADP Revision by TF1																																				DADP Joint Program Formulation																																				DADP Guidelines (New) Preparation																																				DADP Guidelines (New) Simple																																			
DADP Training, Tech. Backstopping																																					Draft completed																																				DADP National Workshop																																				DADP Revision by TF1																																				DADP Joint Program Formulation																																				DADP Guidelines (New) Preparation																																				DADP Guidelines (New) Simple																																			
M&E Formulation	Consultation by DPs on cost allocation for ASDP preparation																																				Consultation by DPs on allocation ASDP Secret Budget																																				Budget for TF and WG in short. Stagnated.																																				IFAD/WB Project outside of ASDP has been criticised																																				IFAD/WB Appraisal of ASSP to be implemented by BF																																																																																																											
Major Events affecting ASDP	Some DPs unsatisfied with ASDP (Gov.) and requested appraisal.																																				IFAD/FAO/WB Project Formulation criticised by other DPs. Conflict b/w and Multi Agencies.																																				IFAD Project Formulation criticised by other DPs																																				IFAD/FAO/WB Appraisal for ASSP completed																																				IFAD/WB Appraisal of ASSP to be implemented by BF																																																																																																											
Major Activities of RADAG	[RADAG ph.1 1st year] (2001.03-02.03) - Support for ASDS Formulation - Support for RDS Formulation - Support for ASDP formulation - Agricultural Sector Background Study I - Info. exch. with other JICA projects (Intro of ASDS)												[RADAG ph.1 2nd year] (2002.05-03.03) - Support for ASDP Formulation - Support for DADP Preparation - Support for DADP Sensitization - Agricultural Sector Background Study II - Rural Road Study												[RADAG ph.1 3rd year] (2003.05-04.03) - Support for DADP Planning and Implementation (Monitoring, Rural Road Study) - Support to ASDP Secret. (Support to TF) (BF Preparation)												[RADAG ph.1 4th year] (2004.05-05.03) - Support for DADP Planning and Implementation (Monitoring) - Support to ASDP Secret. (Support to TF) (BF Preparation)												[RADAG ph.2 1st year] (05.11-06.03) - Support to ASDP Implementation (JAM) (DADP Guidelines Simple.) - Support to ASDP BF (Financ Mech Doc.) - Field Study																																																																																																																																																																																																											

Attachment 1 Major Events of ASDP Formulation and Implementation (1/2), January 2001 – March 2006

Calendar Year	2005			2006			2006			2007			2007			2008			2009																							
Tanzania Fiscal Year	2004/05			2005/06			2005/06			2006/07			2007/08			2008/09			2009																							
Month	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3						
ASDP Implementation	DADP by Gov. Funds			DADP by Gov. Funds			DADP by Gov. Funds			ASDP by ASDP BF			ASDP by ASDP BF			ASDP by ASDP BF			ASDP by ASDP BF			ASDP by ASDP BF			ASDP by ASDP BF			ASDP by ASDP BF			ASDP by ASDP BF			ASDP by ASDP BF								
ASDP Institutional Arrangement	DADP by Gov. Funds			DADP by Gov. Funds			DADP by Gov. Funds			ASDP BFSC			ASDP BFSC			ASDP BFSC			ASDP BFSC			ASDP BFSC			ASDP BFSC			ASDP BFSC			ASDP BFSC			ASDP BFSC			ASDP BFSC					
ASDS Formulation										ASDP BFSC			ASDP BFSC			ASDP BFSC			ASDP BFSC			ASDP BFSC			ASDP BFSC			ASDP BFSC			ASDP BFSC			ASDP BFSC			ASDP BFSC					
RDS Formulation																																										
ASDP Formulation (Gov.)																																										
ASDP Framework and Process Document Formulation							Completion																																			
ASDP Financial Document				ASDP Financial Mechanism Document Preparation			ASDP Financial Mechanism Document Preparation																																			
ASDP BF Establishment	DADP Support Programme Report Completion			DADP Support Programme Report Completion			DADP Support Programme Report Completion																																			
DADP Guidelines (Org.)	DADP Support Programme Report Completion			DADP Support Programme Report Completion			DADP Support Programme Report Completion																																			
DADP Support Programme	DADP Support Programme Report Completion			DADP Support Programme Report Completion			DADP Support Programme Report Completion																																			
ASDP Gov Programme Document	ASDP Gov Programme Document			ASDP Gov Programme Document			ASDP Gov Programme Document			ASDP BF launched			ASDP BF launched			ASDP BF launched			ASDP BF launched			ASDP BF launched			ASDP BF launched			ASDP BF launched			ASDP BF launched			ASDP BF launched			ASDP BF launched					
ASDP BF MOU	ASDP Gov Programme Document			ASDP Gov Programme Document			ASDP Gov Programme Document			ASDP BF launched			ASDP BF launched			ASDP BF launched			ASDP BF launched			ASDP BF launched			ASDP BF launched			ASDP BF launched			ASDP BF launched			ASDP BF launched			ASDP BF launched					
ASDP Review										Preparation			1st ASR			1st JIR			2nd ASR/PER			2nd JIR			3rd ASR/PER			3rd JIR														
DADP Guidelines (New)	DADP Guidelines (New) Preparation			DADP Guidelines (New) Preparation			DADP Guidelines (New) Preparation																																			
DADP Training, Tech. Backstopping	DADP Guidelines (New) Preparation			DADP Guidelines (New) Preparation			DADP Guidelines (New) Preparation			DADP Roll out Training			DADP Backstopping			DADP Doc Qarty Ass (by RADAG)			DADP Doc Ass Backstopping			DADP Doc Qarty Ass (by Gov)			DADP Backstopping																	
M&E Formulation										M&E WG			Gov-DP Joint M&E TWG			ASDP M&E TWG			ASDP M&E TWG			M&E Frmwk Baseline Study			M&E Baseline Study Compl.			M&E Data Needs Integration, M&E Guidelines														
Major Events affecting ASDP	IFAD/WB Appraisal of ASSP to be implemented by BF									DANIDA exit before MOU Signing.																																
Major Activities of RADAG				[RADAG ph.2 1st year] (05.11-06.03) -Support to ASDP Implementation (JAM) (DADP Guidelines Simple.) -Support to ASDP BF (Financ'l Mech Doc.) -Field Study			[RADAG ph.2 2nd year] (2006.05-07.03) -Support to ASDP Implementation (Support to MOU) (Support to M&E) -Support to DADP Planning and Impl. (Training, Backstppg) -Support to ASR			[RADAG ph.2 3rd year] (2007.05-08.03) -Support to ASDP Implementation (Support to JIR) (Support to M&E) -Support to DADP Planning and Impl. (Quarty Ass, Backstppg) -ASDP BF Monitoring (ASDP Budget Analysis)			[RADAG ph.2 4th year] (2008.05-09.02) -Support to ASDP Implementation (Support to JIR) (Support to M&E) (ASDP TA Mech. Study) -Support to DADP Planning and Impl. (Quarty Ass, Backstppg) (Progress Report)																													

Attachment 1 Major Events of ASDP Formulation and Implementation (2/2), (April 2005 – March 2009)

Attachment 2
Practical Suggestions

Practical Suggestions

1. Before Engagement

1.1 Decision on Engagement in SWAp

Examine the advantages and disadvantages of SWAp

Advantages

- Government can perform development activities under single programme and regular fund flow. Ownership of the government is highly enhanced. Positive interactions and synergies among development activities are expected if coordinated well.
- Better resource potential for development and possible expansion of resource availability.
- Greater availability of information
- Challenging but significant opportunity for an aid agency with diverse assistance tools such as loans, grants, technical assistance, etc.

Disadvantage

- Greater responsibility and burden in terms of consultation and coordination at least in the beginning of SWAp (formulation period). Additional personnel might be necessary.
- Pressure to align DP's systems to the government ones. Can we accommodate them?
- Indirect monitoring and review. In SWAp, can we be accountable for the tax payers of home country?
- Similar to above. Less engagement in operations of SWAp (unless complements SWAp support with a process support like the RADAG programme).
- Should anticipate a long process for formulation and preparation.

2. Formulation Stage

2.1 Formulation of Basic Documents (Strategy and Programme)

- There are many different views on the goals of a strategy or program. Similarly different views on the extent of government involvement. Hence, be ready for continuous dialogue until coming to an agreement.
- To try to make documents as practical as possible. It would be a good idea to involve the government staffs who actually engages in the subject at field. It is also recommended to run a test operation of some activities described in the documents.

2.2 Consultation and Coordination Mechanism for Formulation

- It is the first thing to set up a workable institutional arrangement for consultation and coordination.
- It is important to have an agreed schedule to proceed. It is better to take conservative side on schedule.
- It should be carefully measured and agreed on the balance of ownership and quality/timing of expected documents. It would be practical to reduce the engagement of DPs as greater capacity is demonstrated at the operation.
- However, the government should maintain the ownership of document preparation. Otherwise the prepared documents would not be utilized (owned) by the government.
- In order to maintain a good balance between the ownership and required output quality, it would be effective and safe to have a joint team for given tasks.
- In the process of the preparation of basic documents, the government and DPs must keep close consultation and try to reduce the difference in views and expectations. Concerned DPs must commit the process and be kept updated on the latest situation and direction the process is heading. If this is not properly maintained, the process takes a risk of some DPs complaining or disagreeing, and may end up serious setback of the process.
- Financial demand is often raised by the government to carry out the process. The budget of recipient country is often too limited to accommodate costs for the intensive work load sometimes needed for completing the documents. It may be necessary for DPs to support the government in such an occasion.

2.3 Joint Appraisal
<ul style="list-style-type: none"> ➤ This is a good opportunity to raise issues and challenges for the proposed program. ➤ To take advantage of this opportunity by assigning capable personnel to the mission as members of the appraisal team. ➤ The team is an international group. So the participating personnel should be capable of technical issues and diplomacy with good knowledge of local conditions (the assigned staff is to work for the overall betterment of the proposed program). ➤ To make sure that proposed program is practical especially on actual jobs performed at site. ➤ To make sure that follow-up of the mission should be done in a timely and proper manner. Involved parties tend to consider that things have been completed once the appraisal is over.
2.4 Formation of Financial Mechanism (Basket Fund)
<ul style="list-style-type: none"> ➤ To make sure that the mechanism is acceptable for the participants in terms of disbursement timing and financial report requirements. ➤ To examine the audit system of the recipient country, because that system is most likely override your system if any variance arises. ➤ Consideration should particularly be given to the functions of government systems because they will sometimes turn out to be constraints of a mechanism.
2.5 Preparation of MOU
<ul style="list-style-type: none"> ➤ Prior to start preparing the document, it is helpful to have a clear and feasible schedule for completing MOU. ➤ DPs should carefully examine its legal aspects. ➤ MOU can be only for fund-contributing DPs or more inclusive for fund and non-fund contributors. ➤ The choice depends upon the actual situation and discussion by potential participants, but in general open MOU is more beneficial for the concerned SWAp program because wider circle take more advantage of diversity and comparative advantage of different participants.
2.6 Preparation of Operation Tools (Guidelines and Manuals)
<ul style="list-style-type: none"> ➤ Before start preparing any tools (guidelines or manuals), it is better to make sure and agree on the purpose of the tools, users, and the setting in which the tools are to be used (in office, in field, self-use, reference, etc.). ➤ To maintain consistency with the program document. If the program document is not practical, it often happens that the way that the document directs is not feasible or compatible with the real/field conditions. If so, follow the real/field conditions, and take note of the inconsistency of the program document. ➤ To make very sure how to revise and update the tools. It must be made clear who is responsible for and in what schedule the revisions are to be done. Especially at the initial stage, there will be many revisions. Therefore it would be desirable to have regular update mechanism. ➤ Promote consultation and coordination among task groups who prepare the tools. Otherwise many tools are produced with much overlapping and redundancy. ➤ Consideration should be given to the applicability of the M&E system. Especially it is better to know that attention is more likely placed on how to implement. But equally important is how to monitor. It is better to prepare from the preparation stage. To facilitate the government to get on the work of M&E preparation as soon as possible.

3. Implementation Stage

3.1 Consultation with the Government
<ul style="list-style-type: none">➤ Consultation at implementation stage tends to look at large issues like budget and overall progress. However important issues also exist at operation level.➤ Consultation is weak in putting things in action. It often happens that DPs would find challenges and suggest to the government to address, but the latter may not be able to do so in a timely manner.➤ Same as during the formulation process, the balance of ownership and quality/timing of outputs must be measured carefully. Taking advantage of joint work between the government and DPs, less engagement of DPS should be anticipated as the improved capacity will be demonstrated in operations.➤ It should be remembered that, although implicit, there is generally a perception gap about the range of ownership of the government between the government and DPs.➤ In SWAp where development is led by the government's initiatives, the ability of the government is crucial. It is strongly hoped that the government recognize the importance of capacity development. DPs should promote mutual understanding of the issues of capacity development necessary for the program through joint works with the government.
3.2 Consultation with DPs
<ul style="list-style-type: none">➤ DPs should take turns to take a secretariat role of a DP group.➤ Working as a secretariat demands major contribution in manpower and associated financial resources. Hence, to the extent possible, DPs should support each other by any means.➤ It may happen that some DPs do not commit sufficiently to the process, i.e. not attend meetings regularly, not share information with others, not update themselves about on-going agenda, etc. In such case, it is better to suggest improvement at earlier time rather than later.
3.3 Coordination by the government
<ul style="list-style-type: none">➤ Secretariat function is very important. Hence it must be made very sure that whichever arrangement will be selected, the key is that it is sufficiently owned by the government. That is, the government should be happy and confident with a selected arrangement and can be responsible for its operation.➤ The secretariat office should have a few staff working exclusively for the program (a sort of focal personnel). Part-time engagement of staff is not sufficient and sometimes brings the program into dormant.➤ Good minutes must be prepared to put everyone in line. Minutes are a vehicle of information sharing and for maintaining common understanding.
3.4 Coordination among DPs
<ul style="list-style-type: none">➤ Many DPs are busy, pressured to handle many tasks by a few personnel.➤ Under SWAp coordination among DPs require a great deal of time and labor. It is desirable to have staff exclusively for the task. The position of such staff must be neutral. From experience, it seems effective to have a young local staff for that position.➤ To maintain good coordination, a notice of event should be circulated at an early time.➤ Similar to the government coordination case, good minutes must be prepared.
3.5 Operation (1) Annual Work Plan and Budget
<ul style="list-style-type: none">➤ If an arrangement of sector basket fund is selected for SWAp, the preparation of annual work plan and budge specifically for the activities supported by the basket is necessary for the purpose of fund tracking and activity monitoring.➤ If the target sector is broad such as agriculture, the preparation of the work plan and budget is a challenging task to the government. Hence stakeholders should anticipate gradual improvement of the task.
3.6 Operation (2) Progress Report
<ul style="list-style-type: none">➤ Challenges on this task are similar to the case of Annual Work Plan.➤ Challenges are more acute for the local government, and integration of the reports from individual local governments at the central level.➤ Capacity development is crucial in this respect. It is advisable that the person in charge should be capable of computer manipulation.➤ Similar to the annual work plan and budge, stakeholders need to anticipate gradual improvement.

<p>3.7 Operation (3) Institutional Arrangement for Implementation</p> <ul style="list-style-type: none"> ➤ Operationalization of SWAp is a fundamental issue while the issue is often neglected because of the general tendency that stakeholders (DPs) focus on big issues such as policy, strategy, budget, and major interventions. ➤ For the operation of SWAp to be effective, the institutional arrangement for operation is the key. ➤ There are basically two types of arrangements: i) To form operation bodies outside of existing government systems; ii) To use existing government systems. These two are not mutually exclusive. They can be combined as they fit to situations. From experience it seems effective to have the former for the tasks of cross sectoral, while the latter would be suitable for tasks within the range of existing system. ➤ For the selection of arrangement, the government should be assured to have sufficient ownership in the selection. ➤ In any arrangements, coordination among operating bodies is very important. Weak coordination results in redundancy and less effectiveness of operation.
<p>3.8 Operation (4) Training and Sensitization</p> <ul style="list-style-type: none"> ➤ Training and sensitization are almost requisites for SWAp program, because it introduces a number of new tasks and working procedures. ➤ To make the trainings and sensitization effective, trial runs should be included so as to improve materials and process before roll it out to nation-wide. ➤ Joint work of the government staff and DP staff (or consultants) is effective. DP should be equal partners in the joint work rather than supervisors. ➤ Accountability should be sought out for the activities by a written form (not verbal reporting).
<p>3.9 Operation (5) Revision of Operation Tools</p> <ul style="list-style-type: none"> ➤ A system of regular revision or update must be established. This is crucial for long term sustainability of a program. ➤ Responsible person/organization and revision/update schedule should be clearly stipulated in a document such as terms of reference of operation bodies. ➤ Accountability should be demanded for the scheduled actions. ➤ When many ministries are involved, many guidelines and manuals are produced without coordination among them. It would be important to keep good coordination and if necessary to consolidate some of the documents.
<p>3.10 M&E</p> <ul style="list-style-type: none"> ➤ Theoretically, establishment of functional M&E is prerequisite for SWAp program. ➤ In reality however, it may start after the program is launched. And it may take a few years into the program period to complete the task. ➤ Because expected M&E system often requires government-wide coordination, the task is likely very challenging. ➤ Technical support of a capacity-development type is valuable for facilitating the government to complete the task. ➤ Given the importance of M&E, practical approach should be considered for the duration of M&E preparation stages. Namely, if for example a sector-wide survey project is being planned, M&E task team should approach to the project and try to set up linkage with the project so that the data collected from the project can be used later in the M&E system. If necessary additional components requested from M&E team should be funded from the team's budget.

<p>3.11 Joint Programme Review</p> <ul style="list-style-type: none"> ➤ Under the arrangement of SWAp, the joint program review is a key task held by both the government and supporting DPs. ➤ Similar to the Joint Appraisal, this is a great opportunity for all DPs to join and take positive actions to revise or re-shape the program for the better performance in future. ➤ DP should assign personnel to the review work who is technically and diplomatically capable together with sufficient knowledge of local conditions. ➤ To make sure that follow-up of the review is properly done in a timely manner. Involved parties tend to consider that things have been completed once the appraisal is over. ➤ Due consideration should be given to a few weaknesses of a large operation of joint review. Because of large participation and usual time shortage, discussion tends to remain at the surface level of issues. ➤ In order to avoid the shortcoming, following should be done: i) To propose separate small group meeting to carry out in-depth and critical review of the findings; ii) To supplement the joint review with a few studies conducted by a few experts with specific focus. Hopefully these specific studies should be done before the joint review so that their outputs can be shared in the discussion of the joint review.
<p>3.12 Sector Review</p> <ul style="list-style-type: none"> ➤ For this activity, suggestions similar to the ones for the joint review are applicable. Additional points are as follows. ➤ Usually the sector review is to assess the performance of a sector in general. So the outputs tend to be too general, losing meaningful connection to the program. Hence it is important to press the task team who conduct the review to keep the analysis and results connected to the program.
<p>3.13 Public Expenditure Review (Sector level)</p> <ul style="list-style-type: none"> ➤ Suggestions same as above (Sector Review). Additional points are as follows. ➤ To press the task team to carry out field observations where the manner and procedure that public funds are actually use should be assessed. Such measures are important because the review tends to remain at the central level and miss the issues at the operational level.
<p>3.14 Basket Fund Management</p> <ul style="list-style-type: none"> ➤ It is expected that some of major international financiers are not ready yet to participate the basket fund system. Hence it is more beneficial to maintain the financial arrangement of a SWAp program more flexible, allowing various kinds of financial modalities. ➤ It should be anticipated that adjustments would be needed in financial reporting and auditing after joining the basket fund arrangement. ➤ DP's disbursement schedule should well be synchronized with the government financial schedule. Otherwise, the benefit of basket funding is much reduced.
<p>3.15 Revision of MOU</p> <ul style="list-style-type: none"> ➤ Revision of MOU in fact happens often. It becomes necessary when some participants want to withdraw or newly join, or when financial arrangements need to be changed, etc. ➤ Hence, it is advisable to have a good consultation mechanism and flexible understanding of the document. ➤ Legality of the document and ensuing obligations should carefully be examined and clarified before signing the document. ➤ It is necessary to have legal specialists on this issue.
<p>3.16 Participation in and Withdrawal from SWAp</p> <ul style="list-style-type: none"> ➤ Participation to a SWAp program should be wide open as long as one is interested in support the government in the sector. ➤ It will be less beneficial for the sector to limit the circle of participants to fund contributing agencies. ➤ Hence there may be two consultation fora, one for fund contributors and the other for all supporting agencies (fund and no-fund contributors). But trade-off of having two fora should be examined. ➤ As referred above, it happens that some members drop out of a SWAp program. It is advantageous for the program to have a clear rule for drop-off. It should be written in MOU. ➤ Though the government tend to prefer stringent rule for drop-off, it is in general helpful to make the rule less rigid so that rule attracts more participants.

3.17 Streamlining and Parallel Projects

- It would be more beneficial and more practical for a SWAp program or the government to allow, at least in the beginning, various modalities of development support.
- At DP's end, effort should continue to streamline their projects and process of project formulation toward government programs and processes.
- Close consultation with the government and concerned DPs are crucial.
- The first step of streamlining is to participate in a forum between the government and DPs and positively engage in information sharing.

3.18 Capacity Development

- This is a fundamental issue of a SWAp program.
- But it is also a delicate issue between the government and DPs because it concerns with the workings of the government especially at the operational level.
- Candid and constructive dialogue should be promoted on this issue.
- Technical assistance (TA) is an important means to address the issue.
- TA should be strategically embedded in a SWAp program.
- In SWAp program major focus of TA would be on administrative, managerial and organizational aspects.
- Gap-filling TA is useful for a short term tasks, but has limited effect on long term changes.

3.19 Alignment to Government Systems

- Once participate in a SWAp program, supporting agencies are subject continuous demand for aligning their systems to the government ones.
- However, it is necessary for both the government and DPs to examine how the government existing system could be applied to SWAp. And if required, both parties should consider necessary remedies.
- Alignment requires close consultation with the government. It will definitely require the involvement of the head quarter of an agency. A long process of communication and negotiation should be anticipated.