

Appendix 3

United Republic of Tanzania



**Agricultural Sector
Development Programme
(ASDP)**

**GUIDELINES FOR DISTRICT AGRICULTURAL
DEVELOPMENT PLANNING AND IMPLEMENTATION**

November 2006

Dar es salaam

TABLE OF CONTENTS

| | | |
|-----------|--|-----------|
| 1 | INTRODUCTION..... | 1 |
| 1.1 | Agricultural Sector Development Strategy and Programme | 1 |
| 1.2 | Decentralization and Reform | 2 |
| 1.3 | Objectives and Structure of the Guidelines | 2 |
| 2 | INSTITUTIONAL ARRANGEMENTS..... | 4 |
| 2.1 | Village Level..... | 4 |
| 2.2 | Ward Level..... | 5 |
| 2.3 | District Level..... | 5 |
| 2.4 | Regional Level | 7 |
| 2.5 | National Level..... | 8 |
| 3. | DADP OVERALL PLANNING PROCESS | 9 |
| 3.1 | Overview | 9 |
| 3.2 | Stepwise Planning Process..... | 9 |
| 3.2.1 | Village Level | 9 |
| 3.2.2 | Ward Level | 10 |
| 3.2.3 | District Level | 11 |
| 3.2.4 | Regional Level..... | 13 |
| 4. | FINANCING DADPS..... | 15 |
| 4.1 | ASDP Funds..... | 15 |
| 4.2 | Conditions for Disbursement | 16 |
| 4.3 | Flow of Funds | 17 |
| 4.4 | Management of Funds | 17 |
| 5. | DADP OPERATIONAL GUIDELINES..... | 19 |
| 5.1 | Investments | 19 |
| 5.1.1 | DADG..... | 19 |
| 5.1.2 | What can be financed with DADG? | 19 |
| 5.1.3 | How to use DADG | 19 |
| 5.1.4 | Completing DADP Investment Activity and Transfer of Ownership..... | 21 |
| 5.2 | Service Provision | 21 |
| 5.2.1 | EBG | 21 |
| 5.2.2 | Services Contracts | 22 |
| 5.2.3 | Identification and Selection Criteria for ASPs/NGOs | 22 |
| 5.2.4 | Performance Indicators..... | 23 |
| 5.3 | Capacity Building..... | 23 |
| 5.3.1 | A-CBG..... | 23 |
| 6. | IMPLEMENTATION ARRANGEMENTS | 26 |
| 6.1 | Financial Reporting and Auditing..... | 26 |
| 6.2 | Participatory Procurement of Goods and Services | 26 |
| 6.3 | Participatory Monitoring and Evaluation | 27 |

LIST OF ABBREVIATIONS

| | |
|-----------------|---|
| A-CBG | Agricultural Capacity Building Grant |
| ASDP | Agricultural Sector Development Programme |
| ASDS | Agricultural Sector Development Strategy |
| ASFT | Agricultural Services Facilitation Team |
| ASLMs | Agricultural Sector Lead Ministries |
| ASP | Agricultural Service Providers |
| ASSP | Agricultural Services Support Programme |
| CDG | Capital Development Grant |
| CBO | Community-based Organisation |
| CMT | Council Management Team |
| DADG | District Agricultural Development Grant |
| DADP | District Agricultural Development Plan |
| DALDO | District Agricultural and Livestock Development Officer |
| DASP | District Agricultural Strategic Plan |
| DC | District Council |
| DCT | District Core Team |
| DDP | District Development Plan |
| DDS | District Development Strategy |
| DED | District Executive Officer |
| DEO | District Extension Officer |
| DFE | District Farmers Fora |
| DFT | District Facilitation Team |
| DIDF | District Irrigation Development Fund |
| DPLO | District Planning Officer |
| EBG | Extension Block Grant |
| EDSS | Economic Development Support Services |
| FC | Full Council |
| JAM | Joint Appraisal Mission |
| LGA | Local Government Authority |
| LGCDG | Local Government Capital Development Grant |
| MAFC | Ministry of Agriculture Food Security and Cooperatives |
| MAFS | Ministry of Agriculture and Food Security |
| M&E | Monitoring and Evaluation |
| MTEF | Medium Term Expenditure Framework |
| NGO | Non-governmental Government |
| NSGRP | National Strategy for Growth and Reduction of Poverty |
| O&OD | Opportunities and Obstacles to Development |
| PME | Participatory Monitoring and Evaluation |
| PMO-RALG | Prime Minister's Office- Regional Administration and Local Government |
| PFAC | Planning Finance and Administration Committee |
| PFC | Planning and Finance Committee |
| PRA | Participatory Rural Appraisal |
| RDS | Rural Development Strategy |
| RS | Regional Secretariat |
| TDV 2025 | Tanzania Development Vision 2025 |
| VADP | Village Agricultural Development Plan |
| VC | Village Council |
| VDP | Village Development Plan |
| VEO | Village Extension Officer |
| WARC | Ward Agricultural Resource Centre |
| WDC | Ward Development Committee |
| WDP | Ward Development Plan |
| WFF | Ward Farmers Fora |
| WFT | Ward Facilitation Team |
| WUA | Water Users Association |
| ZARDI | Zonal Agricultural Research and Development Institute |

1 INTRODUCTION

1.1 Agricultural Sector Development Strategy and Programme

Agriculture is the mainstay of the Tanzanian economy. As such, higher and sustained agricultural growth is needed to meet Tanzania's National Strategy for Growth and Reduction of Poverty (MKUKUTA) for four main reasons: (i) about 80 percent of the poor live in rural areas and agriculture accounts for 75 percent of rural household incomes, hence significant reductions in overall poverty levels, particularly rural poverty, will require raising agricultural incomes; (ii) agriculture accounts for about 46.6 percent of GDP and 32 percent of exports; (iii) agriculture stimulates economic growth indirectly through larger consumption linkages with the rest of the economy than other sectors; (iv) meeting the country's food security needs in both rural and expanding urban areas requires higher agricultural growth contributing to higher incomes and lowering food prices.

The Government has adopted an Agricultural Sector Development Strategy (ASDS) which sets the framework for achieving the sector's objectives and targets, which contribute to both the MKUKUTA objectives and to the Tanzania Development Vision (TDV) 2025. The objective of the ASDS is to achieve a sustained agricultural growth rate of 5 percent per annum primarily through the transformation from subsistence to commercial agriculture. The agricultural growth target is set at 10% by 2010.

To implement ASDS, an Agricultural Sector Development Programme (ASDP) was developed by five Agricultural Sector Lead Ministries (ASLMs), namely: Ministry of Agriculture, Food Security and Cooperatives (MAFC); Ministry of Livestock Development (MLD); Ministry of Industry, Trade and Marketing (MITM) and the Prime Minister's Office – Regional Administration and Local Government (PMO-RALG).

The Programme comprises of two components; the Local Level Component and the National Level Component. Development activities at national level are to be based on the strategic plans of the line ministries while activities at district level are to be implemented by Local Government Authorities (LGAs), based on District Agricultural Development Plans (DADP) as part of the broader District Development Plans (DDPs). The Programme Objectives are to:

- (i) Enable farmers to have better access to and use of agricultural knowledge, technologies, and market infrastructure; all of which contribute to higher productivity, profitability, and farm incomes; and
- (ii) Promote private investment based on an improved regulatory and policy environment.

The ASDP local level support component will finance three types of interventions:

- (i) Investments in community infrastructure or productive assets;
- (ii) Provision of public or private agricultural services; and
- (iii) Capacity building for farmers, private and public sector service providers, and local government officials.

1.2 Decentralization and Reform

The Government has adopted a decentralization policy, which provides a framework for governance and investment at the local level. The Local Government Reform Programme (LGRP), which aims at improving the delivery of quality services to the public, is a key aspect of the decentralization thrust of the Government. It includes shifting from centrally planned to locally planned activities, including agricultural development, through a reform of the recurrent grants.

A system for discretionary development funding at LGA level (Local Government Capital Development Grant – LGCDG) has been introduced on mainland Tanzania. The grant will be provided to LGAs if they fulfil basic minimum conditions (see LGCDG implementation and operations guide of July 2005 Para 3.3.). The grant is intended for infrastructure construction and rehabilitation in accordance with centrally established investment menu. LGAs can determine how to use the funds locally as long as investments fall within a broad menu of eligible investments including agricultural development.

Consistent with this recently introduced LGCDG system, the ASDP will provide additional grants to LGAs for agricultural-related activities. The grants will be provided through Basket Fund in three forms (i) District Agriculture Development Grant (DADG), (ii) Agriculture Extension Block Grant (A-EBG) and (iii) Agriculture Capacity Building Grant A-CBG. In addition, districts will be able to draw on the District Irrigation Development Funds (DIDF) to supplement specific local level irrigation investment requirements. Each grant will have two elements: a standard or basic grant which LGAs receive irrespective of performance and additional funds or top ups which LGAs receive based on improved performance. The top –up or enhanced grant will be provided through the ASDP Basket Fund.

In order for LGAs to qualify for enhanced grants (DADG, A-EBG and A-CBG) they must qualify first on the Minimum Condition set by LGCDG and then on additional Minimum/Agreed Actions as set by ASLM (see Table 1 of this guideline). Subsequently LGAs will be assessed annually on their performance against a set of criteria that will determine the level of funding that they can receive in the following year.

1.3 Objectives and Structure of the Guidelines

The Objective of these Guidelines is to serve as an operational manual for the implementation of the Local Level Support Component of ASDP, targeted specifically at LGAs in general and the district level in particular.

The guidelines will be used in all LGAs of mainland Tanzania and therefore will have to take into consideration the different types of situations with regards to: (i) local progress with regards to the decentralization and reform process and requirements, and (ii) local availability of funding sources for agricultural development that, at present, are not channelled through the block grant system, such as certain projects (e.g. PADEP, DASIP, DADS, etc.), NGOs, CBOs and the Private Sector.

Thus, these guidelines will provide systematic guidance to LGAs in developing and implementing full-fledged DADPs as envisioned in the ASDP. The guidelines will ensure that:

- i. Agriculture is sufficiently captured in the participatory (O&OD) planning processes;
- ii. Sufficient technical, social, environmental, economic and financial feasibility screening is done before selecting an activity;
- iii. Communities are effectively involved in developing and implementing Village Agriculture Development Plans (VADPs);
- iv. Private sector is increasingly involved in all processes.
- v. The LGAs are provided with specific and detailed guide to local agricultural investments, services and capacity building.

Note that as DADP is part of DDP, the planning and implementation process of DADP is in line with the existing LGA system.

Flexibility is provided to enable the guidelines to be reviewed progressively based on experiences gained during the implementation

The guidelines are organised into one main document and three Annexes, The main document is comprised of six chapters. Chapter 1 covers introduction, Chapter 2 describes institutional arrangements. Guidelines on DADP planning at community and district levels are given in Chapter 3 whereas Chapter 4 covers the DADP financing arrangements. Chapter 5 is on DADP operational manual. Chapter 6 provides implementation arrangement including reporting, procurement of goods and services as well as Participatory Monitoring and Evaluation (PME). The Annexes include:

- **Annex 1 – Local Agricultural Investment:** provides specific and detailed instructions for local agricultural investments to be financed through the (general) Local Government Capital Development Grant (LGCDG), the *basic* DADG, the top-up *enhanced* DADG, and the DIDF. This Annex contains irrigation guidelines also.
- **Annex 2 – Local Agricultural Services:** provides specific and detailed instructions for agricultural services to be financed through the *basic* district Agricultural Extension Block Grant (AEBG), as well as the top-up *enhanced* agricultural AEBG.
- **Annex 3 – Local Agricultural Capacity Building and Reform:** provides specific and detailed instructions for local agricultural capacity building and reform to be financed through the *basic* Agricultural Capacity Building Grant (ACBG) and the *enhanced* ACBG.

2 INSTITUTIONAL ARRANGEMENTS

2.1 Village Level

Village communities are the main implementing agents. These agents could be village communities as a whole and/or farmer groups. At this level, program activities will be implemented under the supervision of the Planning and Finance Committee (PFC) which is a legal arm of the village council responsible for agricultural matters. Beneficiaries will select project committees¹ among themselves that will deal with day to day agricultural development issues. The selection meeting must be attended by at least 70% of the beneficiary. The project committees shall work under the auspices of the Village Planning and Finance Committee. The Project Committee will be constituted by not more than ten members of whom at least 40% shall be a woman.

The roles of project committees will be to:

- i Carry out review and in-depth analysis of the opportunities and obstacles identifying their causal-effect relationship including poverty and vulnerable groups,
- ii Undertake analysis of alternative agricultural development options based on the identified opportunities,
- iii Contribute to the development of VADP,
- iv Maintain a bank account into which the agricultural grants will be deposited under supervision and guidance of Village Council.
- v Mobilise contributions from the community members, group members, NGOs, CBOs and any other development agencies.
- vi Handle procurement of goods and services as well as management of agricultural investment grant,
- vii Seek technical support and other services from agricultural extension workers, NGOs and other development agencies,
- viii Prepare and submit monthly, quarterly and annual physical and financial reports to the Village Council².

Roles of Village Agricultural Extension Officers

There would be a Village Agricultural Extension Officer who will work in collaboration with the Ward Facilitation Team. The Village Agricultural Extension Officers shall:

- i Train, facilitate and support farmer group formation and farmer networking,
- ii Assist groups and farmer's fora / networks to develop service contract proposals and plans,
- iii Provide advice to project Committees and the PFC on agricultural issues,
- iv Ensure that VADPs pay due considerations to the environment and sustainable use of natural resources,
- v Facilitate implementation of on farm trials in collaboration with research institutes,

¹ Criteria for forming project committee are found in Annex 1.

² Reporting format should follow the existing PMO RALG reporting system.

- vi Support up-scaling of successful activities and ensuring the dissemination of successful stories,
- vii Prepare progress reports and submit them to Ward Agricultural Extension Officer,
- viii Implement agricultural regulations, guidelines and by - laws provided by the ASLMs, LGAs and village government, and
- ix Facilitate farmer access to and dissemination of agricultural/livestock/market information.

2.2 Ward Level

Prior to the commencement of field level activities the District Executive Director (DED) shall appoint an interdisciplinary team of ward level facilitators to be known as Ward Facilitation Team (WFT). The WFT will team up with the respective village officers to facilitate village level activities. The team will include the following:

- i Ward Executive Officer- Team leader
- ii Ward Agricultural Extension Officer (crops and livestock)
- iii Ward Community Development Officer, and
- iv Other technical staff whose mandates are related to agriculture

Roles of Ward Facilitation Team (WFT)

- i. Facilitate the participatory planning process at the village level,
- ii. Facilitate and guide project committees and PFC at the village level to prepare a VADP,
- iii. Facilitate development of inter-village activities,
- iv. Assist in the formation of Ward Farmer Fora (WFF),
- v. Assist in preparing WADP by consolidating VDPs and inter-village activities and submit it to the DFT,
- vi. Support farmers to determine their needs and facilitate their contacts with public/private service providers, and
- vii. Operationalise and facilitate the activities of Ward Agricultural Resource Centres.
- viii. Link farmers with various sources of technologies and information

2.3 District Level

The DED will establish an interdisciplinary District Facilitation Team (DFT) comprising of technical staff and representatives of the private sector and NGOs with skills in agriculture, financial management, and participatory processes. The membership could include: District Agricultural and Livestock Development Officer, District Extension Officer, Crops Officer, Livestock Officer, Planning Officer, Community Development Officer, Cooperative Officer, Natural Resources Officer and Representatives of private sector, NGOs, and research stations. The DFT will be a technical working group under the Council Director. The District Planning Officer will lead the DFT.

Roles of District Facilitation Team (DFT)

- i. Train WFT on the Participatory planning approaches, agricultural development planning, group formation and dynamics, procurement of goods and services, contracting, financial management, environmental management, participatory technology development, participatory monitoring and evaluation (M&E), public-private partnership and HIV/AIDs,
- ii. Facilitating the participatory process, identification of priorities, supporting the development of projects, and strengthening of farmer groups and communities,
- iii. Providing technical support during implementation, monitoring and evaluation of projects,
- iv. Assist in the interpretation of Planning and Budgeting Guidelines from Prime Minister's Office - Regional Administration and Local Government (PMO-RALG) to village projects committee before launching of the O&OD participatory planning process,
- v. Facilitate formation of a District Farmer Fora (DFF),
- vi. Assist WFT to facilitate the identification and analysis of opportunities, obstacles and technological options needed to develop agriculture in villages,
- vii. Assist WFT to facilitate the identification of vulnerable groups and suggest ways to include them in community actions including emergency crisis prevention,
- viii. Based on the VADPs, carry out needs assessment to identify the required VADP implementation support services and capacity building needs at village, ward and district levels,
- ix. Develop inter-ward activities,
- x. Formulate a comprehensive DADP,
- xi. Identify researchable issues to be undertaken by Zonal Agricultural Research and Development Institute (ZARDI) and others,
- xii. Provide timely feedback to wards and villages on the amount of funds/budget approved by LGA.

Roles of DALDO

The District Agricultural and Livestock Development Officer apart from being a DFT member will have the following specific roles:

- i. Liaise with all stakeholders in the district,
- ii. Coordinate training of the DFT and WFT in agricultural plans,
- iii. Receive agricultural components of WDPs and make necessary preparations for the development of the DADP,
- iv. Ensure that DADP pay due consideration to environment and natural resources management,
- v. Ensure that the DADPs is effectively integrated into the DDPs,
- vi. Facilitate timely disbursement of grant funds to communities and groups,
- vii. Ensure compliance of agricultural development activities with district and national development priorities, and
- viii. Prepare quarterly and annual progress reports (financial and physical) for submission to the CMT and ASLMs.

Role of the Council Management Team (CMT)

The Council Management Team (CMT) consisting of Heads of Departments and chaired by the Council Director will be responsible for supporting implementation of activities at the district level. The CMT responsibilities will include:

- i Review and advise on the Village and District Agricultural Development Plans and budgets
- ii Verify eligibility of project beneficiaries, cost-sharing arrangements, and other project requirements
- iii Monitor and supervise the implementation of projects

Roles of District Executive Director

DED's specific roles are as follows:

- i Disburse resources to the DADP activities as approved by LGCDG Technical and Steering Committees,
- ii Mobilise contributions from the council, central government, CBOs, NGOs and other stakeholders,
- iii Coordinate the formulation and implementation of DADP as part of the DDP, and
- iv Supervise the implementation process.

2.4 Regional Level

The Economic Development Support Services of the Regional Secretariat will have the following specific roles under this guideline:

- i. Review and appraise DADPs before they are submitted back to CMT for the inclusion of inputs from RS and then for approval by FC,
- ii. Verify the validity and credibility of information provided by the districts,
- iii. Ensure that due considerations are paid to the environment and natural resources management,
- iv. Assist the development of a quality plan and their adherence to national policies and current directives,
- v. Undertake regular monitoring visits to review the quality of supported investments and services,
- vi. Assist councils to prepare quarterly and annual reports,
- vii. Participate in the O&OD training workshops for DFT,
- viii. Assist LGAs to address shortfalls and areas of poor performance as identified by annual assessment,
- ix. Participate in the annual assessments of LGAs' eligibility for central government grants, including those funded through the LGCDG system, and
- x. Forward consolidated LGA plans and reports to PMO-RALG with recommendations as to the qualifications of councils for funds disbursements.

2.5 National Level

The Permanent Secretaries and Directors for Agricultural Sector Lead Ministries (ASLMs), namely Ministry of Agriculture, Food Security and Cooperatives (MAFC), Ministry of Livestock Development (MLD), and Ministry of Industry, Trade and Marketing (MITM) are responsible for all aspects of the technical implementation of the national level component, while the PMO-RALG and LGAs are mainly responsible for implementation of the local level support. Their tasks include:

- i. Disseminate current planning information to LGAs to guide the DADP planning process.
- ii. Conduct orientation workshops for DFT at the district level and support DFT in training on agricultural development planning, procurement of goods and services, contracting, financial management, environmental management, participatory technology development, participatory M&E and public-private partnership to ensure that quality DADPs are developed.
- iii. Develop policy and regulatory frameworks.

The Agricultural Service Facilitation Team (ASFT), comprising of specialists from ASLMs is primarily responsible for agricultural services. ASFT's mandates include i) finalizing the implementation plans and guidelines, ii) assisting LGAs in preparing for the performance assessment, and iii) assisting LGAs and ZARDIs in the preparation for contracting and support and guidance to LGAs on the preparation and implementation of extension reform plans.

The Director of Policy and Planning, MAFC, is responsible for the administrative aspects of ASDP Basket Fund. The department will work with other departments of ASLMs on consolidating work plans and budgets, quarterly and annual physical and financial reports, progress reports, and requests for funds on behalf of the implementing agencies.

ASDP Secretariat, composed of one coordinator and two professional staff, is responsible for both coordination and facilitation roles. Programme Coordinator will act as the secretary to the Inter-ministerial Coordinating Committee which is responsible for policy making, overseeing implementation of ASDP, and monitoring its performance.

3. DADP OVERALL PLANNING PROCESS

3.1 Overview

This planning guide is intended to facilitate communities and districts to plan for agricultural development. The objective is to impart community members with skills on how to identify agricultural problems, their causes, effects and possible solutions. District agricultural development planning will follow LGA’s participatory planning methodology as provided in the regional Administration Act No. 19 of 1997 and the Miscellaneous Amendment Act No. 6 of 1999. The legislation provides for devolving planning powers and empowering community members. Figure 1 presents a diagrammatic structure of the planning process used by LGAs. This planning system is in line with the Government planning cycle which begins in September each year as illustrated in PMO-RALG guidelines.

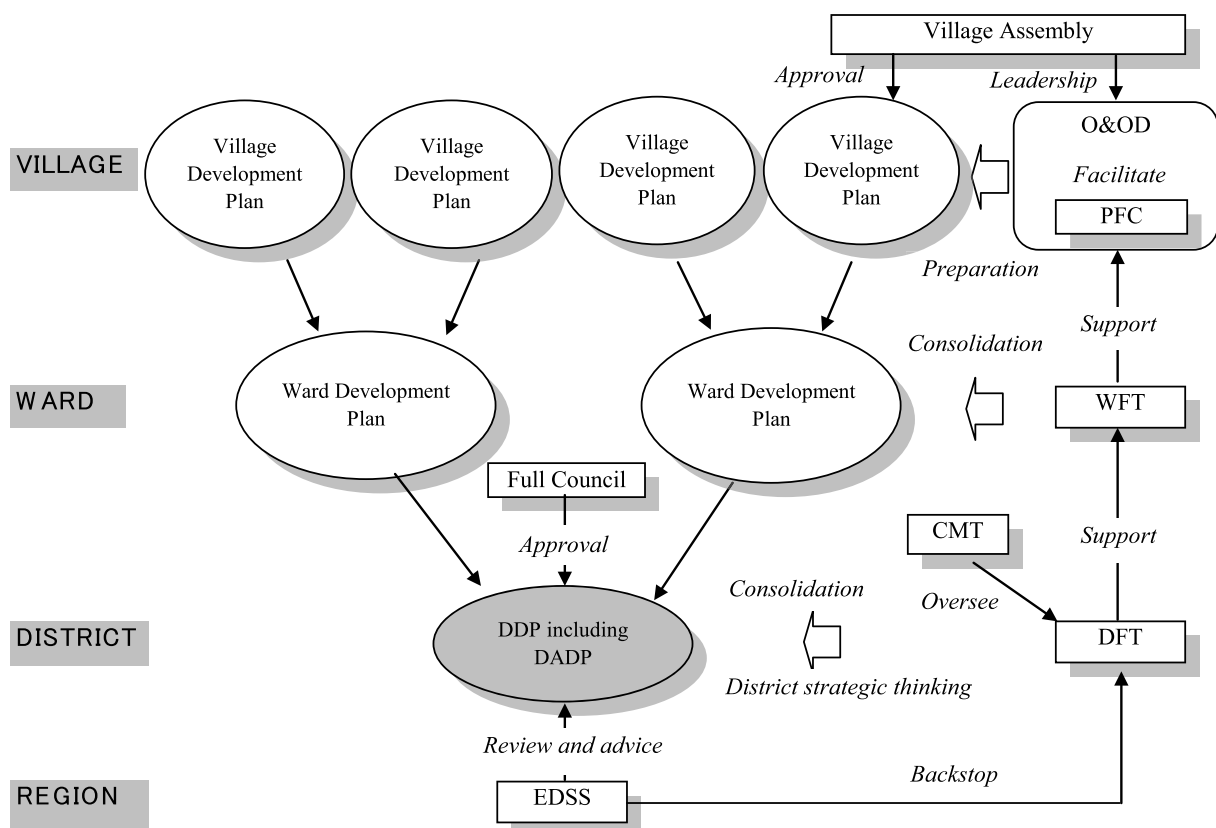


Figure 1: Overview of DADP Planning Structure and the Process

3.2 Stepwise Planning Process

3.2.1 Village Level

Step V1 (September - November) PFC prepares Village Agricultural Development Plan as part of VDP.

In each village focus groups will be identified to conduct a participatory situational analysis in order to identify opportunities and obstacles to development, including those for the agricultural sector. This process shall be coordinated and facilitated by the DFT in collaboration with the WFT. A report will be produced showing the proposed Community Action Plan that contains production constraints, their causes and possible mitigation measures. Out of this information a participatory VADP will be prepared. Village Agricultural Extension Officers as well as PFC and the WFT are responsible for the agricultural component of the VDP.

Step V2 (December) Village Assembly approves Village Development Plan.

The village plans developed are presented to Village Assembly by PFC for approval. At this level the plans will be discussed at length by the beneficiaries and decisions made based on agreed decisions. The plan will then be submitted to Ward Development Committee (WDC).

3.2.2 Ward Level

Step W1 (October) Ward Facilitation Team is formed.

At the ward level, WFT will be formed composing of:

- i Ward Executive Officer,
- ii Ward Agricultural Extension Officer (crops and livestock),
- iii Natural Resources officer, and
- iv Ward Community Development Officer.

WFT will work under the chairmanship of Ward Executive Officer.

Step W2 (October) WFT is trained in participatory approaches and participatory project planning and management processes.

WFT will participate in mandatory training of trainers workshops organized and facilitated by DFT on planning, management and implementation using the O&OD planning approaches. During the training the WFT members will be given facilitation skills so that they can facilitate the process at community level. As much as possible more efforts will be vested into training the WFT because they constitute an important group that has day to day contacts with the community members. Facilitators from the national resource team can be hired to provide technical backstopping during the training.

(→Step V1 WFT facilitates the preparation of VADPs.)

Step W3 (January) WFT prepares and submits Ward Development Plan to the district.

VDPs are appraised by WFT. WFT may also add inter-village activities if they are considered necessary but not proposed by villages. Such changes must be communicated to the community members for consensus before submitting them to the WDC. Then WFT consolidates these activities into a WDP. The activities will be classified according to geographical area and also by fund sources. The WDC meeting will be convened to deliberate on the WDP and submit it to the district.

3.2.3 District Level

Step D1 (September) DED/CMT receive Planning and Budget Guidelines.

DED/CMT receives the planning and budget guidelines annually from PMO-RALG and the Ministry of Finance. The guidelines include the following:

- i Guidelines for the Preparation of Medium Term Plan and Budget Framework and MTEF, Ministry of Finance.
- ii Guidelines for the Preparation of Local Government Authorities' Medium Term Plans and Budgets, PMO-RALG.

DED will, in turn, distribute these Guidelines to ward and village levels to guide the planning process.

Step D2 (September) District Facilitation Team is formed/reviewed.

DFT will be reviewed and work under the guidance of the District Executive Director (DED).

Step D3 (October) DALDO/DCT formulates/reviews District Agricultural Strategic Plan.

Prior to DADP formulation, a five-year District Agricultural Strategic Plan (DASP) will be developed, integrating participatory community planning and national/district strategies/policies by DALDO and District Core Team (DCT). The DASP is incorporated in the District Development Strategy (DDS). The DASP should include the following components:

- i An analysis of the district's agricultural potential, opportunities and obstacles to development,
- ii Roles/importance of the district agriculture in the national/regional economy,
- iii A district diagnostic assessment which would provide district level baseline information,
- iv Roles of LGAs in the district's agricultural development, and
- v Roles and opportunities of the private sector.

Step D4 (October) District Facilitation Team undergoes mandatory training.

A national resource team will facilitate DFT training workshops to impart them with adequate participatory planning knowledge using the O&OD planning methodology. It is important to conduct a workshop for DFT before the team proceeds to support the villages in developing VDPs. The workshop outcome would include:

- i A common understanding on the O&OD planning methodology as required by the DDP planning process,
- ii The capacity to facilitate/develop practical strategies for creating and sustaining facilitation skills at ward and village levels,
- iii The capacity to identify and include the most vulnerable groups in the village development planning,

- iv The capacity to assess root causes of recurring emergency crisis and recommend solutions,
- v The capacity to plan, implement and monitor agriculture development activities with the communities and other institutions (NGOs, CBOs etc.), and
- vi A work plan on how to support the ward and village planning process so that agricultural interventions are included in the DDP.

(→Step W2 DFT trains Ward Facilitation Teams in participatory approaches with focus on planning agricultural development interventions)

Step D5 (January) DALDO/DPLO facilitate preparation of District Agricultural Development Plan.

At the district level, the WDPs will be subjected to appraisal by the DFT. Depending on the nature of investment; the appraisal process may involve only a few members of DFT (e.g. agricultural, livestock, natural resources, community development and cooperatives experts). Detailed appraisal of the plans would be accomplished by:

- i Examining the objectives and identifying inconsistencies with the district vision and sectoral objectives in the plans,
- ii Assessing the logical coherence of the intervention logic and assumptions,
- iii Examining the appropriateness of technologies and cost effectiveness of the interventions,
- iv Examining how the plans will benefit different segments within the community [fiscal and social impacts],
- v Ensure that cross-cutting and cross-sectoral issues have been addressed in the plans, particularly the environmental and social management requirement in the Environment and Social Management Framework (ESMF) and the Resettlement Policy framework (RPF),
- vi Identify support required from the district (in terms of resources, technical support, etc.) for the village to execute the plans and ensure sustainability of the interventions,
- vii Assessing and ensuring consistency with national policies and strategies.

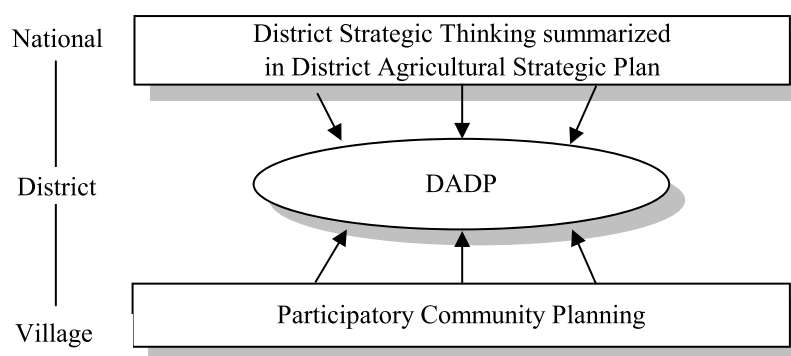


Figure 2: Formulation of DADP

Then, DALDO, in consultation with District Planning Officer (DPLO), compiles and consolidates a DADP, based on district strategic thinking (reflected in the DASP) and the consolidated WDPs. All the agricultural activities implemented in the district should be

included in the DADPs. To maintain consistency the structure of the DADPs will be based on the MTEF Format.

Steps D6 (February) CMT incorporate a DADP into DDP

CMT appraise and consolidate the formulated a DADP into DDP. The DDP is then forwarded to the Planning, Finance and Administration Committee.

Step D7 Planning, Finance and Administration Committee (PFAC)

PFAC appraise the DDP and forward to the Regional Secretariat for review and advice. The reviewed DDP goes back to the CMT (D6) for incorporation of comments from RS, then forwarded to the planning finance and administration committee (D7) for final submission to Full Council

Step D8 and D9 (March) FC approves DDP, and DED submits it to PMO-RALG.

After the DADP is appraised and incorporated into the DDP, the DDP will be submitted to the Full Council (FC) for approval and then to PMO-RALG with a copy to Regional Administrative Secretary (RAS), following the normal LGA system.

3.2.4 Regional Level

Step R1 (October) RS participates in the O&OD training for DFT.

The Regional Secretariat (RS) participates in the O&OD training for DFT.

Step R2 (February) RS reviews DADPs.

The RS will review DADPs as well as LGAs' quarterly and annual reports and advise LGAs on required improvements.

The flow of stepwise planning process is provided in Figure 3 below.

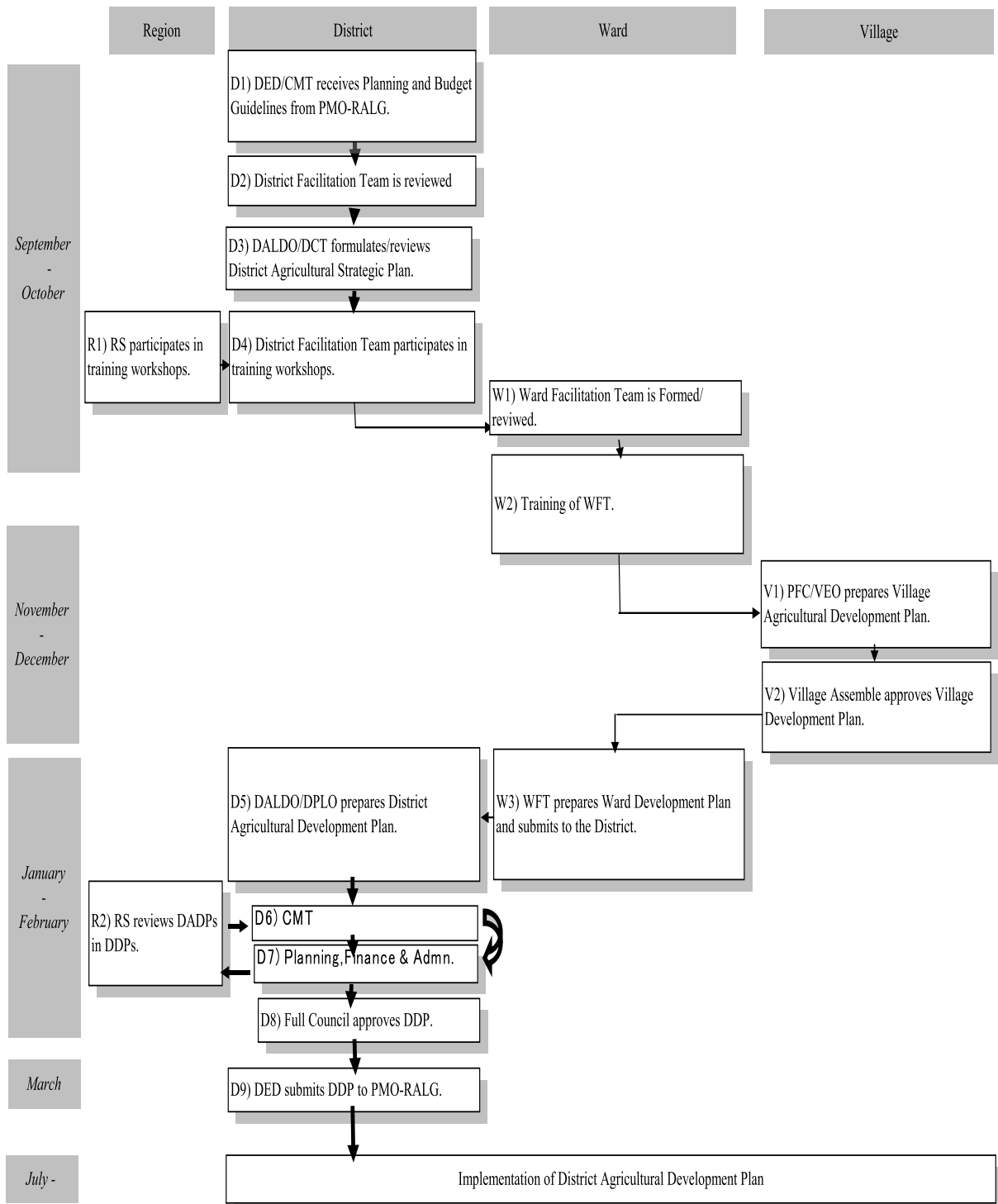


Figure 3: Planning Process of DADP

4. FINANCING DADPS

DADP as a component of the DDP will be financed from various sources including the followings.

- 1) Local Government Capital Development Grant (LGCDG)
- 2) Funds from ASDP Basket Funds Programme
 - i) District Agricultural Development Grant (DADG)
 - ii) Extension Block Grant (EBG)
 - iii) Agricultural Capacity Building Grant (A-CBG)
 - iv) District Irrigation Development Fund (DIDF)
- 3) LGA's own funds
- 4) Contributions by CBOs, NGOs, farmer groups, processors etc.
- 5) Others

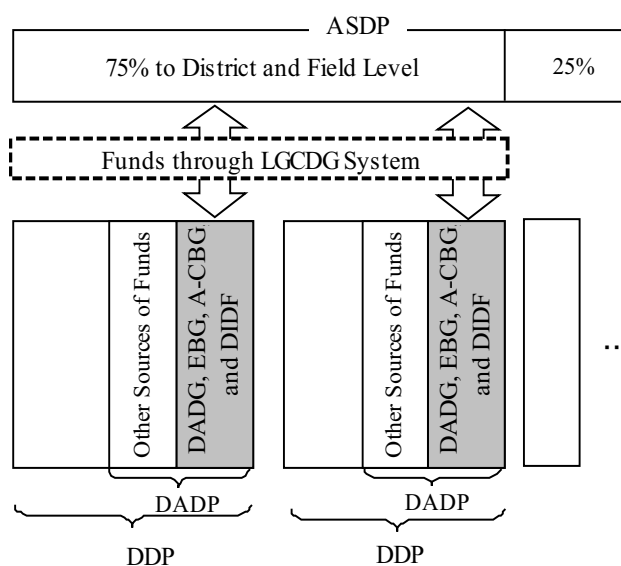


Figure4: Financing DADP

It is important to note that even with the addition of DADP fund, Local Government Capital Development Grant (LGCDG) may also be used for agricultural activities.

4.1 ASDP Funds

In addition to the LGCDG the ASDP will be financed through three fiscal grants, the DADG, AEBG and ACBG. Each grant will have two elements: a standard or basic grant which LGAs receive irrespective of performance and additional/Enhanced or top-up funds which LGAs receive based on improved performance. The basic grants will be government funded and the amount per LGA determined using a formula based on number of *villages* (80 percent weighting), *rural population* (10 percent) and *rainfall index* (10 percent). The type and function of each grant are summarized in Table 1.

The additional/top-up grants, from the ASDP Basket Fund, will be disbursed based on LGAs meeting a set of minimum conditions/agreed actions and thereafter adjusted based on annually assessed performance on improvements in DADP design and implementation and on progress made in services reform, the quality of public agricultural investments, and the regulatory environment as set out in the Economic, Social and Management Framework (ESMF) and Resettlement Policy Framework (RPF) Documents. All Local Authorities will have access to a base level capacity building grant to improve on those areas where they score poorly in the assessment.

Table 1: Types and Functions of DADG, A-EBG and A-CBG

| Name of Grants | District Agricultural Development Grant (DADG) | Extension Block Grant (EBG) | Agricultural Capacity Building Grant (A-CBG) |
|-----------------------|--|---|--|
| Standard (Basic) | Discretionary fund to finance investment in infrastructure and productive assets. (Tshs 38 million per year per LGA) | Operating costs of public extension staff at LGA level. | Discretionary fund to finance training and capacity building of LGA. |
| Enhanced (Top-up) | Same as above. (Around Tshs 120 to 210 million per year per LGA, depending on PAs) | Discretionary fund to finance the cost of contracting private agricultural service providers. | Earmarked fund to finance farmer empowerment and capacity building for potential private sector service providers (only active for the first 2-3 years of implementation). |

Irrigation projects will first be financed by LGCDG and DADG. However, if the fund is not sufficient, it is possible to apply for District Irrigation Development Fund (DIDF)³. DIDF is a fund established at the national level to finance district level irrigation schemes on a competitive basis. To apply for DIDF, districts must meet DADG access conditions. Requests for DIDF financing will be submitted annually and will be scored according to the criteria indicated in Table 2:

Table 2: District Irrigation Development Fund (DIDF) Selection Criteria

| Criteria | Maximum score |
|---|----------------------|
| Economic rate of return | 40 |
| Amount of alternative sources of funding (LGCDG and DADG) that the district allocates to the proposed investments | 20 |
| Amount of farmers' contribution to the capital investment costs | 20 |
| Amount of A-CBG and EBG funding that the requesting district has specifically allocated to irrigation | 10 |
| Amount of funds allocated to software activities such as capacity strengthening of WUAs and District Facilitation Teams, etc. | 10 |

For more details, see ASDP Support through Basket Fund Government Programme Document, May 2006.

4.2 Conditions for Disbursement

Access to Capital Development Grant (CDG) will be subject to fulfilment of LGCDG conditions. As for the standard portion of DADG, EBG and A-CBG, there is no minimum condition. On the other hand, the enhanced portion of DADG, EBG and A-CBG are provided

³ Specific DIDF guideline will be provide once completed

only to those districts that qualify the minimum conditions. Minimum conditions for qualification for DADG, A-EBG and A-CBG are summarized in Table 3.

Table 3: Conditions for Receiving DADG, EBG, and A-CBG

| | | | |
|--|---|-----------------------------------|--------------|
| Standard (or Basic) Grant | No conditions (Automatically qualify) | | |
| Enhanced (or Top-up) Grant | Must satisfy the following for minimum conditions. | | |
| | Minimum Conditions | Information Source | Level |
| | 1. District qualifies for Capital Development Grant | PMO-RALG annual assessment report | Primary* |
| | 2. Position of DALDO filled | Establishment | Secondary* |
| | 3. Council has a DADP | DADP | Primary |
| 4. Evidence of a commitment to reform agricultural extension services. | Obtain council minutes of resolution on reform | Secondary | |

**Primary*: Must be in place at the time of annual assessment

**Secondary*: Districts given additional time to satisfy these agreed actions (e.g. within two months of assessments.)

In addition, the amount of enhanced (top-up) grant allocated to each LGA is determined by the performance of each LGA. A table that summarizes these performance measures is shown in Appendix 1.

At least 80% of the DADG (investment fund) annual allocation should be spent at villages/community level for Agricultural investment activities and 20% to be spent at the District head office.

4.3 Flow of Funds

The funds for the Community and/or farmer group investments will flow from the district account to the Project account at the village level. The accounting procedure will follow the existing LGCDG system

4.4 Management of Funds

At LGA level

ASDP funds shall be managed in accordance with the LGCDG system. On receiving confirmation that a LGA qualifies to receive the grant and the amount of grant allocation, LGAs are required to prepare quarterly work plans, technical and financial reports for submission to the PMO-RALG through the Regional Secretariats. The consolidated work plans, technical and financial reports are approved by the LGCDG Technical Committee.

At Community (Project Committee level) level

Once the budgeted amount is transferred to the community or group bank Account, the account must be operated by three elected group members/villagers, who will also be signatories preferably at least one woman. To withdraw money two out of three must sign. A

financial agreement between the Project Committee and the LGA must be prepared (See Annex 1 for a sample.)

All records are maintained by the village using the already trained (e.g. through the District support) persons. The village must report (physical achievements, expenditure) to the District on a monthly basis and the final reporting will take place after the “Public Audit Meeting” (the minutes from the meeting should be attached).

5. DADP OPERATIONAL GUIDELINES

The DADP activities can be broadly divided into investments, service provision, and capacity building, which are explained below.

5.1 Investments

5.1.1 DADG

The Local Agricultural Investments sub-component of ASDP will provide financing for public investment to boost agricultural growth and productivity. Investments will be in accordance with local needs, as determined through local participatory planning and budget processes. Investments will be funded through enhanced/top-up funds to the LGCDG in the form of the District Agricultural Development Grant (DADG). A base level DADG (around Tshs. 38 million per year per LGA) will be provided to LGAs on an unconditional basis. An additional/top-up DADG amounts will be available to those LGAs that meet the minimum conditions/agreed actions and increments given thereafter as their performance improves, rising from Tshs.120 to 210 million per LGA per year⁴. Consistent with the LGCDG and dependant on performance, LGAs will either get a 25 percent increase, reduction, or no change in the level of resource transfers.

5.1.2 What can be financed with DADG?

DADP can finance 1) (eligible) investments which includes environmental investments, public infrastructure, such as rural roads, small-scale irrigation schemes, group or community investments of a small scale productive nature, group or community investments in risk bearing (locally) innovative equipment; and 2) Investment Servicing Costs.

5.1.3 How to use DADG

1) Who does the investment project?

Rural communities will be the main project implementation agencies. Beneficiaries of each proposed agricultural investment project, either the entire village, or a sub-village (hamlet), or a farmer group, will elect a Project Committee. The elected project committee shall have representation of both men and women, and will elect chairperson, secretary, treasurer and signatories. It is advised that both men and women should be signatories. The functions of the project committee are as elaborated in Para 2.1 of this guidelines.

The Project Committees will be accountable to the village authority. In turn, the village government will provide the needed support to the Project Committees to ensure smooth preparation and implementation of project activities.

2) Eligible Investment for DADG Funding

All of the eligible investments will be funded on cost sharing basis, with beneficiaries contributing additional labour and materials in varying proportions. Broad categories of eligible investment and cost-sharing arrangements are shown in Table 4.

⁴ Including the farmer contributions, the value of the investment will rise to Tshs100 and 340m

Table 4: Examples of Activities/Investments Eligible for DADP Funding and Cost- Sharing Rates

| Eligible Investment | DADG/ Beneficiary Cost Sharing | Comments / Conditions |
|--|--------------------------------------|---|
| Environmental Investments | | |
| Gully and erosion control | 100% - 0% | Community-based management of natural resources agreed. |
| Reforestation of degraded area | 100% - 0% | Community-based management of natural resources agreed. |
| Eligible Public Infrastructure | | |
| Gravity irrigation scheme (for groups): intake structure, main and secondary canal | 80% - 20% | Tertiary canals and on-farm development are 100% farmer contribution |
| Pump irrigation scheme (for group): pump, and main and secondary canals | 80% - 20% | Pump operation costs, tertiary canals and on-farm development are 100% farmer contribution |
| Water harvesting earth dam | 80% - 20% | On farm development farmer pays 100%. |
| Shallow well (for livestock and /or vegetable watering) | 80% - 20% | On farm development is 100% farmer contribution. |
| Cattle dip | 80% - 20% | Management and use at a fee agreed upon. |
| Village market infrastructure | 80% - 20% | Taxes and fees levied conform to legal regulations. |
| Village access road and river crossing point/bridges | 80% - 20% | Critical sport improvements only |
| Simple product storage facility | 80% - 20% | Management & use of a fee agreed upon. |
| Group or Community Investment of a Small Scale Productive Nature | | |
| Heifer/goat scheme | 50% - 50% | Targets the poor; eg, schemes, etc. |
| Conservation farming equipment | 50% - 50% | Group agreement; testing, e.g. shift from conventional tillage to zero tillage. |
| Nursery establishment | 50% - 50% | For long term (tea, coffee) or with environmental benefits (forestry, agro forestry) |
| Group or Community Investment in Risk Bearing Innovative Equipment | | |
| Risk bearing group equipment, e.g. tractor, power tiller, oil press, coffee huller, grain mill, milk chilling, fruit/vegetable processor, slaughter facility, sprayer. | 25% - 75% | Only for large groups, upon condition of sound business plan and management arrangements, benefits the whole community, no negative environmental impact. |
| Training | | |
| Specific training and support | 100% - 0% | Group contract with agricultural services provider. |
| Training of Village specialists | 100% - 0% | E.g. livestock health specialist. |
| Non Eligible Investments | | |
| Seed, fertilizer, pesticide | 0% - 100% | Only Participatory Technology Development or targeted support/subsidy as provided in the national/regional policies can be supported |
| Individual equipment e.g. pump, tractor, power tiller | 0% - 100% | Only group investment in equipment can be supported |
| On farm irrigation development | 0% - 100% | Individual responsibilities |
| Food and beverage processing | 0% - 100% | Individual/group responsibility |

As regards to irrigation which requires specific techniques and knowledge for implementation, the guidance for planning is available in the Annex 1, though needs to be developed further to include the implementation stage.

3) Investment Servicing Costs

It is important to ensure sufficient attention and capacity for LGA to perform the project preparation, on site surveys, appraisal, contracting, monitoring and supervision in an effective and efficient way. In a similar manner as LGCDG, the DADG can be utilised for investment servicing and monitoring costs, defined as costs of planning, technical preparation, appraisal, monitoring and supervision of the projects, *but not general recurrent expenses*. The maximum eligible funding for investments servicing costs will be **15%** of the total DADG grant allocated to the LGA⁵. Value for money project appraisals and environmental and social assessments are part of the investment servicing costs

5.1.4 Completing DADP Investment Activity and Transfer of Ownership

For sustainability purposes, LGAs should as much as possible transfer ownership and management of public-investments such as cattle-dips, slaughter houses, market structures, wells, small irrigation schemes, etc. to the community and private sectors. Such facilities can be run in a business way and generate income to pay for the maintenance costs.

It is important to make proper arrangements right from the planning stage to prepare for communities/private ownership including selection of user groups and capacity building for those who will manage and own these facilities.

5.2 Service Provision

5.2.1 EBG

The Basic Extension Block Grant will finance operating costs of public extension staff at LGA level. The Enhanced Extension Block Grant will support implementation of extension reforms including the shift to contracting out agricultural services to private Agricultural Service Providers (ASPs). The district/ward/village extension staff shall play a key role in supporting private ASPs and farmer groups, supporting the up scaling of successful activities and ensuring the dissemination of success stories between farmer groups village and ward farmer fora and between districts.

The areas in which DADP funds may be used include, but are not limited to, the following:

- i To make technology more accessible to farmers through demonstration and awareness creation,
- ii Through a technology development contract, increase farmers' capacity to manage and use a technology to develop their enterprises,
- iii Through on-farm adaptive research, adapt technologies to better suit local production conditions (soil, labour, level of current knowledge, market) and generate relevant management information,
- iv Farmer to farmer exchange visits and/or study tours,

⁵ As proposed in the DADP-SP Programme Document.

- v Enterprise development,
- vi DFF/WFF's expenditures to develop current enterprises or to introduce new enterprises to the ward/village, and
- vii Establishment of Ward Agricultural Resource Centers.

5.2.2 Services Contracts

Under service contracts, public and private sector institutions will be contracted to perform specific tasks, for example facilitating the farmer empowerment process, carrying out Participatory Technology Development activities with farmer groups, etc. ASPs will be contracted for short and medium term periods, typically from six months to two years. There will also be coupon type contracts for emerging pertinent issues like disease outbreaks, study tours to success stories (a good crop on field, a thriving New Disease vaccinated indigenous poultry flock etc). The main benefit of service contracts is to enable farmer groups to tap from both public and private sector expertise for specific tasks and open these tasks to/ through competition for quality and value for money.

Although relatively simple, service contracts must be carefully prepared and tasks specified and monitored. Service contracts are a cost-effective way to meet special technical needs for group activities. A sample contract (annex 2) indicates what should be included in a specific contract for a specific type of service. Whenever deemed necessary legal advice shall be sought.

Contracting will be through short and long term thematic contracts. Most of these contracts will be managed by the DALDOs, while the coupon contracts will be managed by farmer groups and their fora, the coupons, in the custody of the District Treasurers, issued by DALDOs, through written requests, will be managed by farmer groups and their fora/networks.

Examples of Services Contracts

(Operational/on going contracts between district, farmer groups, Farmer fora, private ASPs)

- a) **Thematic Medium to long term grants** for extension/ advisory services e.g. testing of crop varieties, pest and disease control, land/range management, water catchments management, agro-forestry etc.
- b) **Thematic Short term:** one off small grants for Participatory Technology Development, FFS, information and advisory services, farmer to farmer extension/exchange visits, conducting agricultural shows and
- c) **Coupon contracts** to be used by farmer groups/fora for short term services provision arising from ASDP implementation processes eg. Study tours, disease and pest outbreak, on farm trials, seed fairs etc.

For detailed elaboration on operations of contracts, see Annex 2.

5.2.3 Identification and Selection Criteria for ASPs/NGOs

The districts will conduct an inventory for private ASPs and NGOs in their areas leading to a register. This inventory shall be consolidated at Regional/Zonal/National levels. The inventory will allow for inter district/regional service provision.

The criteria for selecting ASPs to provide services in an LGA shall follow the following procedure:

Table 5: Evaluation Criteria for Selecting Service Providers

| | Factor | Max. pts | Score | Remarks |
|-----|---|-------------------|--------------|----------------|
| 1. | Status of registration | 5 | | |
| 2. | Knowledge of ASDP activities: Principles/ concepts of ASDP Implementation arrangements of ASDP interventions | 5 5 | | |
| 3. | Financial base ¹ | 5 | | |
| 4. | Presence in the district ² | 10 | | |
| 5. | Experience in the agricultural sector | 10 | | |
| 6. | Experience in: Community mobilisation, Farmer empowerment Participatory methods Knowledge of local language | 7 10 8 5 | | |
| 7. | Adequacy of personnel: Certificate Diploma Basic Degree M.Sc. | 1 3 4 2 | | |
| 8. | Facilities (cars, m/bikes, office space, etc) | 5 | | |
| 9. | Knowledge about gender, HIV/AIDS, poverty and natural resources issues | 8 | | |
| 10. | Record of implemented programmes | 7 | | |
| | Total | 100 | | |

¹ Verify from the financial statements submitted by the NGO

² NGO with on-going activities in the district

For further details see Annex 2.

5.2.4 Performance Indicators

Performance indicators for the private sector provision of extension services will be monitored through the level of public funding used for contracting private service providers, number of contracts financed by the enhanced EBG and number of farmers benefiting from contracts. It is anticipated that over the next 7 years, at least 1 million households will be covered by the private sector, i.e. about 10,000 households per LGA.

5.3 Capacity Building

5.3.1 A-CBG

The A-CBG will provide support to capacity building and reform with the view of improving capacity to plan, implement, monitor and evaluate agricultural investments and services. Funds will be channels to respective districts through Capacity Building Grants to facilitate demand driven training and technical assistance. A base discretionary capacity building grant will be provided to all LGAs to assist them to qualify for additional funds from ASDP and would include building district capacity in planning, monitoring and delivering of services.

The grants will also be used for farmer empowerment and private sector development. Farmers will be given skills and resources to undertake the participatory planning processes and program implementation. Activities under this component will cover among others; farmer group formation networks and strengthening building on existing interventions of grass-root initiatives such as MVIWATA and Farmer Field schools. Farmer empowerment will take the form of sensitization, training, networking and participation in technology development and testing. Farmer groups will particularly be supported to form Farmer Fora at ward and district levels in order to strengthen their bargaining powers. There will also be concerted efforts to support development of smallholder marketing associations, linkages to external markets and development of the entire marketing chain.

The private service providers are hereby seen as a hub for agricultural development since the withdrawal of the government in input and output markets over a decade ago. These include input and output traders, NGOs, CBOs, companies, universities and private research and extension agents. However, given its infancy, the private sector needs a push through government support in terms of training and publicity, awareness and operating modalities. The aim here is to have a high calibre of agricultural service providers in areas like research, extension, information and training on technical matters.

The district agricultural office will be strengthened by adjusting job descriptions to match with core functions with the view of increasing private sector participation in service provision. Thus the core team in the DALDOs office would include officers knowledgeable in aspects of marketing as well as the private sector operations. At the ward level there would be at least three extension officers with bias in crop development, livestock and agribusiness.

These activities will generally be demand driven and based on the needs assessments to be carried out by the participating agents and stakeholders. The Program funds will support national level capacity building activities in:

- i Strengthening Technological Linkages,
 - a. Coordination with Similar Initiatives
 - b. Research and Extension Linkage
 - c. Networking with Local and International Agricultural Organizations
- ii Provision of relevant support for private sector participation;
- iii Improvement of overall sector policy, regulatory and legal framework.

At community and district level, this component will provide support required for planning, implementation, monitoring and evaluation of sub-projects. These will include necessary equipment for improved service delivery; technical assistance and training, including conducting demonstrations on improved agricultural practices; operating costs, including salaries for incremental staff at the local level to assist in subproject preparation, supervision and monitoring. ASDP fund may also be used to provide training on (but not limited to):

- i Data management,
- ii Internal audit,
- iii Computer (for planning / accounts Staff),
- iv Participatory budgeting,
- v Agricultural development specific courses on:
 - a. Participatory approaches,
 - b. Extension programme planning,
 - c. Gender mainstreaming,

- d. Agro-forestry,
 - e. Environment and natural resource management,
 - f. Agri-business and Entrepreneurship, and
 - g. HIV/AIDS
- vi Agricultural development planning, Participatory planning and appraising,
 - vii Participatory Monitoring and Evaluation,
 - viii Financial Management and Procurement Procedures,
 - ix Public-Private Sector Partnership,
 - x Building of district internal auditing capacity of the village accounts,
 - xi Capacity to develop business plans,
 - xii Skills on identification of agricultural investment development potentials, and
 - xiii Group formation, dynamics, leadership skills and management.

For further details see Annex 3.

6. IMPLEMENTATION ARRANGEMENTS

6.1 Financial Reporting and Auditing

Financial flows, reporting and account management of DADP funds will be aligned with that of the LGCDG system. Financial and quarterly progress reports are submitted by LGAs to PMO-RALG through RS. Where available, the reports should be submitted through the PlanRep systems. LGAs failing to report for penultimate quarters in the required format and within the specified deadlines will not receive funding for the following quarter.

Auditing also follows the process prescribed in the LGCDG system. LGAs are responsible for ensuring that the year's annual accounts are prepared within a prescribed period. Council Treasurer will prepare a standard annual report required as per financial regulations. The report should include accounts, records including a sample of those at farmer group, forum, village and ward levels. The report has to be audited by the National Audit Office or a reputable independent auditing firm.

For more details, see LGCDG System – Implementation and Operations Guide (July 2005), PMO-RALG, Chapter 4. Reporting and Chapter 5. Audit.

6.2 Participatory Procurement of Goods and Services

The procurement of goods and services should be in accordance with the Local Authority Procurement Regulations, Local Government Procurement Manual and any other approved processes. As much as possible community members should be given skills to undertake procurement of goods and services in order to minimise dependence on central tender boards. To achieve this, respective committee members shall be given required skills from time to time. The following institutions/officers are usually involved in the procurement process:

- i Ministerial Tender Board,
- ii Council Tender Board,
- iii Accounting Officer (Council Director)
- iv Head of Department (DALDO)
- v Council procurement officers
- vi Members of the community/group project committees

Procurement at the Project Committee level

The Project Committee will be empowered to carry out procurement of goods and services according to Local Government Procurement Regulations.

All procurement requirements will be published to inform community members and potential providers of goods and services about project development and activities; and, to enhance transparency and competition in the procurement process. Publicity would take the form of information campaign notices or billboards placed in appropriate locations (e.g., local newspapers, village councils and community meetings).

6.3 Participatory Monitoring and Evaluation

Participatory Monitoring and Evaluation (PME) is a continuous collection, analysis and use of information for management control and decision making by full involvement of the stakeholders at all levels. For that matter, it is people centred, designed to facilitate critical self assessment during implementation of interventions and forms the basis for improvement of future development plans by the stakeholders.

Monitoring of DADPs will be conducted in the context of existing Local Government M&E Systems e.g., PlanRep, Logical Framework (LFA) and Designing PME .

PME will follow the following steps for implementation

- i. Constructing the logical frame work (LFA) at the planning stage of DADP
- ii. Establishing the Project Committee
- iii. Designing PME activities by the Project Committee.

The Project Committee is responsible for day-to-day management of the project activities, including reporting progress on project activities to village council on monthly basis. Feedback will be obtained from the Village PFC as well as Village Council. The Project Committee will also involve itself the annual public meeting and public audit meeting to present performances and share information on the project.

District level evaluation (measuring outcome and impact) will be conducted after the end of each implementation period of the plan. LGAs will need to evaluate themselves by either capturing relevant information themselves or by commissioning suitable studies. The evaluation work would meet their own priorities and be aimed at measuring whether the group, village or district's immediate objective has been achieved. The focus will also be made on measuring service performance, value-for-money and cost-effectiveness.

Appendix 1

Criteria for the Enhanced DADG, DAEG and A-CBG

| Functional area | Indicators of Performance Measures | Information Source, Assessment Procedures and Scoring Procedure |
|--|--|---|
| 1. DADP prepared and implemented according to guidelines and as part of DDP. <i>Maximum score=35</i> | 1. The DADP contains as an analysis of the district's agricultural potential, opportunities and obstacles to development. A Diagnostic Assessment and Agricultural Strategy are available, with private sector roles and opportunities identified. | Review DADP to ensure that the District Strategic Plan includes the following. - An analysis of the district's agricultural potential, opportunities and obstacles to development: 10 - A diagnostic assessment: 5 - Private sector roles and opportunities identified: 2 |
| | 2. DADP assessed for level of implementation as per activities and budget. | Assess together with DPO, DALDO and relevant District Management Team members the status of implementation of the DADP: $0 < 25\% < 6 < 50\% < 12 < 90\% < 25$ |
| 2. District Agricultural Services Reform and contracting <i>Maximum score=20</i> | 1. Proof that agricultural services are progressively embracing empowerment approaches and engaging the private sector (ward and district farmer fora formed; extension services contracted to private sector). | Review strategy documents, DADP and annual reports. Interview with DALDO team and private sector service providers in the district. 1) Number of wards which have established farmer fora: $0 = 0\% < 3 < 50\% < 7 < 100\% = 10$. 2) Percentage of LGA budget for extension used for contracting services through private providers: $0 = 0\% < 3 < 5\% < 7 < 10\% < 10$. |
| | 2. Evidence of linkages with Zonal Agricultural Research and Development Institutes (ZARDI) | Evidence of ongoing research activities in LGA - District have accessed information on 4 priority technologies from the ZARDI with explicit consideration of input and output prices and costs of the technology: 0 - Districts have accessed published materials on at least 3 success stories per year from the ZARDI: 0 |
| 3. Agricultural investments follow standards of compliance and technical audit conducted. <i>Maximum score=30</i> | Proof that investment meet technical, financial and economic, social, gender, and environmental standards. | Make spot check of 5 randomly selected investments and examine investment documentation for DADP activities to determine the extent to which they meet relevant standards and guidelines. $0: 0, 1: 10, 2: 15, 3: 20, 4: 25, 5: 30$. |
| 4. Policy and regulatory <i>Maximum score=15</i> | Agricultural cess limit of 5% of farm gate price with no cess on products passing through the districts or where it is sold in markets. | Review a sample of five product markets: For each product - above 5%: 0 - below 5%: 3 (3 x 5 = 15) |

Source: Agricultural Sector Development Programme (ASDP) Support Through Basket Fund Government Programme Document, United Republic of Tanzania, May 2006.

Appendix 4

JAPAN INTERNATIONAL COOPERATION AGENCY (JICA)

**Rural and Agricultural Development Advisory Group of JICA Tanzania Office
(RADAG)**

**Monitoring and Evaluation on Training for
District Agricultural Development Planning and Implementation
In Tanzania June to September 2006¹**

October 2006

Catherine Murphy, Ippei Itakura, Yuki Isogai, and Zakaria Muyengi

Table of Contents

| | |
|---|----|
| 1. Introduction | 1 |
| 1.1 Background | 1 |
| 1.2 Objectives of M&E | 2 |
| 1.3 Methods of M&E..... | 2 |
| 1.4 Work Schedule | 3 |
| 2. Training Process | 3 |
| 2.1 Trial Training | 3 |
| 2.2 Roll-out Training..... | 4 |
| 2.3 Changes in Process | 5 |
| 2.4 Issues Arising in Process | 6 |
| 3. Achievements | 7 |
| 4. Challenges | 8 |
| 5. Contribution of JICA-RADAG to Training Process | 9 |
| 6. Recommendations | 9 |
| 6.1 Recommendations for Similar Training in the Future..... | 9 |
| 6.2 Recommendations for the Way Forward | 10 |
| 7. References | 12 |

Attachments

| | |
|--|----------|
| 1. Monitoring and Evaluation on The Trail Training for District Agricultural Development Planning and Implementation in Morogoro and Mtwara Regions..... | Att 1- 1 |
| 2. Monitoring and Evaluation on The Roll-Out Training for District Agricultural Development Planning and Implementation in Arusha and Ruvuma Regions | Att 2- 1 |
| 3. Key Findings on DADP Roll-out Training in Kagera and Kigoma Regions | Att 3- 1 |
| 4. Key Findings on DADP Roll-out Training in Lindi and Tanga Regions | Att 4- 1 |

¹ The findings, interpretations and recommendations expressed in this report are those of the authors and should not be attributed in any manner to the Japan International Cooperation Agency (JICA).

Abbreviations and Acronyms

| | |
|-------------|--|
| A-CBG: | Agricultural Capacity Building Grant |
| A-EBG: | Agricultural Extension Block Grant |
| ASDP: | Agricultural Sector Development Programme |
| ASDS: | Agricultural Sector Development Strategy |
| ASPS: | Agricultural Sector Programme Support |
| ASLMs: | Agricultural Sector Lead Ministries |
| ASSP: | Agricultural Sector Services Support Programme |
| DADG: | District Agricultural Development Grant |
| DADP: | District Agricultural Development Plan |
| DALDO: | District Agriculture and Livestock Development Officer |
| DCO: | District Cooperative Officer |
| DCT: | District Core Team |
| DDP: | District Development Plan |
| DED: | District Executive Director |
| DEO: | District Extension Officer |
| DFT: | District Facilitation Team |
| DIDF: | District Irrigation Development Fund |
| DPLO: | District Planning Officer |
| GoT: | Government of Tanzania |
| JICA-RADAG: | Rural and Agricultural Development Advisory Group of Japan International Cooperation Agency |
| LGA: | Local Government Authority |
| LGCDG: | Local Government Capital Development Grant |
| LGMD: | Local Government Monitoring Database |
| M&E: | Monitoring and Evaluation |
| MAFC: | Ministry of Agriculture, Food Security and Cooperatives |
| MKUKUTA: | Mkakati Kukuza Uchumi na Kupunguza Umaskini Tanzania |
| MTEF: | Medium Term Expenditure Framework |
| O&OD: | Opportunities and Obstacles to Development |
| PADEP: | Participatory Agricultural Development and Empowerment Project |
| PMO-RALG: | Prime Minister's Office - Regional Administration and Local Government |
| RS: | Regional Secretariat |
| TOT: | Training of Trainers |
| WDP: | Ward Development Plan |
| WFT: | Ward Facilitation Team |
| VDP: | Village Development Plan |

1. Introduction

1.1 Background

Government of Tanzania (GoT) and Development Partners have been working together in formulation of the Agriculture Sector Development Programme (ASDP). The Programme supports the ongoing operationalization of the Agricultural Sector Development Strategy (ASDS) that is a key element of the MUKUKUTA necessary to achieve and sustain the growth targets set for the sector. An important aspect of the programme is to support the overall efforts of decentralization and improved services at local levels, linking closely with ongoing efforts to strengthen the capacity and performance of Local Government Authorities (LGAs).

Since 2003, GoT has distributed development grants to LGAs for implementation of the District Agricultural Development Plans (DADPs). A DADP support programme was developed in May 2005. In late 2005, GoT decided to integrate the Agricultural Sector Support Program (ASSP), for promoting agricultural research and extension, with the DADP support programme. Guidelines for the preparation of DADP that reflect the integration of investment and services were developed in October 2005 and have undergone a series of revisions since then. The latest draft has integrated planning and implementation processes.

In order to support the implementation of the local investment component, the ASDP Secretariat, under the direction of the Committee of Directors, was charged with providing training for use of DADP guidelines² for all LGAs in the country. It was also agreed that guidance on implementation and utilization of the three agricultural grants (DADG, A-EBG, and A-CBG) would be given to all LGAs before disbursement of funds commenced for the financial year 2006/07³. JICA-RADAG is requested to take part in training with responsibility of monitoring and evaluation (M&E).

Training was conducted in two phases, namely trial and roll-out stages. The former was implemented mainly by external consultants together with key facilitators from ASLMs in two regions; Morogoro and Mtwara from 19th to 24th June 2006. The purpose of this was two-fold: to analyse the training process and ensure it was adequate to equip LGAs and to provide feedback from the LGAs in the finalization of the DADP Guidelines. After trial training, roll-out training has been carried out in all remaining regions of the country. This was done by four groups of facilitators (4 to 5 persons/ group) from 24th July to 16th September 2006. There has also been supplementary training for LGAs in Morogoro and Mtwara who did not receive training on utilization of the grants in trial training. Table 1 overleaf shows the time table for both trial and roll-out training together with the attendance record of JICA-RADAG.

² The United Republic of Tanzania, *Agricultural Sector Development Programme (ASDP), Guidelines for District Agricultural Development Planning and Implementation Draft*, July 2006.

³ As outlined in the ASDP Government Programme Document, all LGAs will receive basic grants for agriculture, with enhanced grants available for those LGAs who qualify by meeting both the general and agricultural Minimum Conditions/Agreed Actions as defined in the LGCDG Assessment. This assessment was carried out by PMO-RALG in all LGAs earlier this year.

Table 1: Time Table for DADP Training and Attendance Record of JICA-RADAG

| Phases | Date | Regions | Trainers Team | Main Attendant from JICA-RADAG |
|---------------------|---------------------------------|---------------|------------------------------|--------------------------------|
| Trial | 19 June - 24 June | Morogoro | Facilitators/ Consultants | Yuki Isogai |
| | | Mtwara | | Catherine Murphy |
| Roll-out Phase 1 | 24 July - 29 July | Ruvuma | Team I | Ippei Itakura |
| | | Arusha | Team II | Catherine Murphy |
| | | Mbeya | Team III | |
| | | Kilimanjaro | Team IV | |
| | 31 July - 05 Aug. | Iringa | Team I | |
| | | Manyara | Team II | |
| Rukwa | | Team III | | |
| Roll-out Phase 2 | 14 Aug. - 18 Aug. | Shinyanga | Team I | |
| | | Mwanza | Team II | |
| | | Tabora | Team III | |
| | | Kagera | Team IV | Ippei Itakura* ² |
| | 21 Aug. - 25 Aug. | Mara | Team II | |
| | | Kigoma | Team III | Catherine Murphy |
| Roll-out Phase 3 | 28 Aug. – 02 Sep.* ¹ | Dodoma | Team I | |
| | | Singida | Team IV | |
| Roll-out Phase 4 | 11 Sep. – 15 Sep. | Dar-es-salaam | Team I | |
| | | Lindi | Team II | Zakaria Muyengi* ³ |
| | | Pwani | Team III | |
| | | Tanga | Team IV | Catherine Murphy* ⁴ |

Note: *1 Scheduled date; actual date needs to be confirmed, *2 Attended from 16 to 18 August, *3 Attended from 11 to 12 September, *4 from 11 to 14 September

This document is a final report of JICA-RADAG's M&E of DADP trial and roll-out training. The purpose of the report is to provide the overall results of M&E and recommendations for future activities for ASDP/DADP, while reporting activities of JICA-RADAG. For this purpose, it first reviews the objective, methods and work schedule of the M&E activity by JICA-RADAG and then, in the following sections, presents a summary of the overall training process, highlighting achievements, challenges, its contribution to the process, and recommendations for the way forward.

1.2 Objectives of M&E

The general objective of the M&E of DADP training was to assist GoT in implementing effective training on DADP preparation and implementation. Its specific objectives are to:

- Assist ASDP Secretariat in preparation of training;
- Provide feed-back and advice to facilitators during training; and
- Provide verbal and written feed-back and advice to ASDP Secretariat and the DPP of MAFC regarding the training.

1.3 Methods of M&E

Members of JICA-RADAG participated in training for facilitators from ASLMs (i.e., Training of Trainers: TOT), trial training, and roll-out training in some regions as depicted

in Table 1. During training, the team conducted interview with participants and discussed findings with the ASLM facilitators. It then made recommendations to the ASDP Secretariat and MAFC both verbally and in the form of a written report. Prior to this final report, two documents were prepared, i.e. one for trial training and the other for Phase 1 of roll-out training in Arusha and Ruvuma Regions (See Attachment 1 and 2 respectively). For other cases, short memos were prepared: they were subsequently used for discussion or kept for institutional memory (See Attachment 3 and 4).

1.4 Work Schedule

| Task | June | July | August | September | October |
|---|------|------|--------|-----------|---------|
| Preparation/ Participation in TOT | ■ | | | | |
| Attending Trial Training | ■ | | | | |
| Discussion with ASDP Secretariat (Sec.) | ■ | | | | |
| M&E Report Preparation | | ■ | | | |
| Preparation/ Participation in TOT | | ■ | | | |
| Attending Roll-out Phase I | | ■ | | | |
| M&E Report Preparation | | | ■ | | |
| Discussion with ASDP Sec.and MAFC | | | ■ | | |
| Attending Roll-out Phase II | | | ■ | | |
| Discussion with ASDP Sec | | | | ■ | |
| Attending Roll-out Phase IV | | | | ■ | |
| Discussion with ASDP Sec.and MAFC | | | | ■ | |
| M&E Report Preparation | | | | ■ | |

2. Training Process

2.1 Trial Training

The trial training was conducted over six days. All LGAs in each region attended the planning session for the first four days, with an extra two-day session on implementation held for those LGAs that had qualified for LGCDG in this financial year. The Regional Secretariat in both regions participated in training, as well as a representative of the private sector in Morogoro.

The planning session was facilitated by external consultants, using a training manual they had devised as part of their assignment. The training manual treated development of village and ward plans for agriculture as a separate stand-alone activity that bore little relation to existing planning processes at these levels. There was also a mixing of planning methodologies evident in the training manual which did not give clear guidance as to how agricultural output could be enhanced in the existing O&OD and District Development Planning Processes.

The implementation session on utilization of agricultural grants was conducted by staff from the ASDP Secretariat and ASLMs. This session gave basic information on how these grants were to be used in implementation, and was only given to LGAs that had qualified for LGCDG for 2006/07, with Council Directors included in the training. There was little evidence of a linkage between training for planning and implementation. Major findings and recommendations made by JICA-RADAG include the following and detailed M&E results are presented in the M&E report (See Attachment 1).

- All LGAs should receive training in planning and implementation, regardless of their status within the LGCDG system.
- An adequate skill mix is needed in each facilitation team, ensuring that there is a mix from all ASLMs in each team.
- There should be a mechanism to ensure comments were recorded during the training and documented to be used in revision of the DADP Guidelines.
- Trial training substantially focused on village-level activities such as O&OD exercise; the emphasis of the training should shift from village processes to equipping the LGA to train the WFT effectively and also DADP formulation and implementation.
- Planning methodology should be taught in a clear, logical step-by-step manner, with the linkages clearly shown between where the O&OD process ends and PCM planning methodology begins.
- The private/NGO sector should be participants in training; LGAs need specific guidance in how to include the private sector at this stage.
- Since the Manual which the consultant prepared is based on the DADP Guidelines, PMO-RALG O&OD Hand Book April 2004 and PMO-RALG O&OD Rural Process April 2004, the Manual is not necessarily needed. Rather the guidelines when finalized should contain all that is needed for both planning and implementation.
- The DADP Guidelines need further effort to be finalized. There is inconsistency with other guidelines, e.g. purchase of vehicles, which is allowed under DADP but not under the LGCDG system.

2.2 Roll-out Training

Following trial training, roll-out training was commenced. In general, training was given to seven participants from each LGA, who comprise the core of the District Facilitation Team (DFT), as specified in Box at the right hand side. There was also representation from the Regional Secretariat, both from the Productive Cluster and the Planning Dept. Representatives from the Zonal Research and Extension Centres, the Zonal Irrigation Units, and some Zonal Training Institutions participated in training in the region nearest their zonal centre. The ASDP Secretariat had invited LGAs to include representatives from the private sector in training; this has been interpreted in various ways in different regions, from no inclusion of the private sector (Arusha) to representatives of networks and associations for each district in the region (Lindi).

Box: Major Participants in Training

District

- Agricultural Development Officer
- Planning Officer
- Cooperative Officer
- Community Development Officer
- Subject Matter Specialist for Agriculture
- Subject Matter Specialist for Livestock
- Subject Matter Specialist for Irrigation

Region

- Productive Cluster
- Planning Department

Zone

- Zonal Research and Extension Office
- Zonal Irrigation Units
- Zonal Training Institutions

The contents of the training programme have been outlined in more detail in Attachment 1 and 2. The training was of five days duration and included the following sessions.

- Training objectives
- Skills needed for effective implementation
- Overview of the ASDP
- ASDP Financing Arrangements

- District Agricultural Development Grant (DADG)
- Agricultural Capacity Building Grant (A-CBG)
- Agricultural Extension Block Grant (A-EBG)
- Development planning/the planning cycle/participatory planning
- Planning framework of DADP in relation to national and sectoral policies
- VDP and WDP preparation with emphasis on agriculture (using O&OD methodology)
- Preparation of DADP in context of PMO-RALG planning framework
- DADP design as part of DDP
- DADP structure
- MTEF Budgeting
- Participatory Monitoring and Evaluation

Training for planning was conducted in a participatory manner, with an emphasis on practical sessions, using the LGAs existing O&OD plans, VDPs, WDPs, DADPs, and DDPs as the basis of group work. Sessions on utilization of the grants (DADG, A-CBG and A-EBG) comprised of presentations of basic principles as to how the grants are envisaged to function, followed by a plenary discussion.

2.3 Changes in Process

A number of substantive changes were made to the process. The most important change has been the use of existing GoT guidelines as the basis of planning⁴, negating the need for a stand-alone training manual. A team of facilitators from across ASLMs, including staff from some existing Area Based Agricultural Programmes, have been trained and have conducted the training to LGAs, with support from the ASDP Secretariat. Training materials and handouts have been designed to equip LGAs to enhance agricultural components in the development of the VDP, WDP, and DDP, though different approaches among facilitation teams.

While various efforts have been done, monitoring the process by JICA-RADAG has identified tasks or implications for future activities for ASDP/DADP. They include, for example, needs for finalization of DADP guidelines and clarification on the consistency with LGCDG system.

Table 2 overleaf summarises major changes made in the process of training and consideration for future activities.

⁴ PMO-RALG, *The Opportunities and Obstacles to Development A Community Participatory Planning Methodology Handbook and Rural Process 2004*

Table 2: Monitoring of Process

| Viewpoints | Issues for improvement as of Trial Training | Improvement made in Process | Consideration for future activities |
|---|--|---|--|
| Overall | DADP Guidelines should be tested as the basis of training and the mechanism for record keeping be established. | They were used as a basis and the team established recording mechanism. | Nil |
| | The training should target all LGAs | Done | Nil |
| Facilitation | Facilitation Team could be skill mix, have good understanding of the purpose of training, and be more familiar with training materials | Excellent team work Joined by staff from ASFT and other Programmes | Nil |
| | Accurate Information and familiarity with Local Government system, particularly with LGCDG | Issues were discussed. | Some issues requires Directors' decisions e.g. purchase of vehicles |
| Training contents | The emphasis should shift from village process to equipping the LGA to train the WFT and DADP formation and implementation | More focused on the key issue in training WFT and DADP formulation and implementation. | Different degrees among facilitation teams: some teams remained with focus on village-level activities |
| | Integration of Implementation and Planning Sessions | Done by modifying training programmes | Nil |
| | Clear Linkage between the O&OD and PCM methods | Linkage, especially with Problem/Objective analyses was explained | How to deal with the logical framework is still in question. |
| | Need for specific guidance to involve the private sector in training | Done in some regions but not all. | Need for guidance on identification of the private sector and its involvement in DADP implementation |
| DADP Guidelines and Training Materials | Need to be refined and finalized especially on the consistency with LGCDG System | Comments for revision were recorded. | Need for Finalization. Training could have been more effective if the guidelines were finalized. |
| | Confirm the usage of Training Manual (Outdated already: other GoT guidelines are possible to use.) | No distribution to participants | Nil |
| | Development of handouts especially regarding enhancement of agricultural components and utilization of grants | Handouts are improved by each team to some extent. | Different approaches among facilitation team; no unified documents |
| | Distribution of other supporting documents, e.g. ASDP Government Programme Document, PMO-RALG Guidelines | A small broacher on ASDP was distributed. | They would be useful if distributed. |
| Roll-out Training | More stepwise implementation by a smaller pool of facilitators with interval spans of reflecting lessons learnt. | Change of training schedule was difficult; it was decided that team had a meeting after each phase of training to develop training. | Scheduling of interval spans could have been effective. |

2.4 Issues Arising in Process

There are also critical issues that have arisen in the course of training. Most of them were identified in discussion with participants. Among them are (i) integration of investment and services at national level, (ii) M&E on the linkage with PlanRep and LGMD, (iii) distinction on the usage of A-CBG and A-EBG, (iv) mainstreaming of other Programmes into the ASDP framework and v) gender. More detailed explanations on these issues are provided in the section of “Challenges” of this report.

3. Achievements

The training for DADPs has been a good start to implementation at the local level. It has been a good opportunity to sensitize all LGAs in the ASDP process and to encourage a process of ‘business unusual’ at the LGA level. There are a number of areas that should be highlighted:

Facilitation:

Facilitation teams from across ASLMs facilitated training and increased their knowledge, skills and confidence as the roll-out progressed. The teams were enhanced by the participation of staff from other programmes, particularly ASPs and PADEP. This was a good first step in the process of mainstreaming, and hopefully will ensure ASDP principles are followed in programme implementation, while examples of best practice in existing programmes have been used to enhance the training and ASDP processes. There was excellent team work with facilitators assisting each other to achieve a good output. There was good communication between facilitators, with most teams meeting at the end of each day’s training to reflect and plan for the following day. In most centres the facilitators had a very responsive approach to the needs of the participants.

Multi-disciplinary training:

The training targeted a number of Departments across the LGA, including Agriculture, Co-operatives, Rural Development, and Planning. This should ensure a more holistic approach to planning and should facilitate a better output for agriculture in the planning process rather than the standard practice of DALDO planning for DADPs separately. The participation of the DPLO was seen by many DALDOs as key to enhancing agricultural activities in the DDP.

Utilization of Government Systems:

The training was based solely on the use of existing planning processes currently being used at LGA level e.g. O&OD Handbook and Rural Process, PMO-RALG planning guidelines, the draft DADP Guidelines and the LGCDG system (to a lesser degree). This approach encouraged LGAs to see ASDP as the GoT system to implement all agricultural activities in the district, rather than another agricultural project.

Linkage with Regional Secretariat and Zonal Institutions:

The participation of representatives of the Regional Secretariat assisted in building communication between LGAs and the Region, and provided an opportunity to clarify the Region’s roles and responsibilities to the LGAs in the planning process and support during implementation. This was particularly useful in some regions where the RS was being bypassed by LGAs or where the RS was not offering technical advice during the planning process. Likewise the participation of Zonal institutions such as Irrigation, Research and Extension, and Training provided an opportunity for interface with these institutions and for clarification of their roles.

Nation-wide Coverage:

All LGAs in the country have received training, in their region in a three month period and before the planning cycle for 2007/08 starts in October. This is a major achievement and is a good start to ensuring implementation of the local component of the programme can be achieved at a fairly uniform rate throughout the country.

4. Challenges

Whereas the training for DADPs brought many positive impacts to LGAs, there are some challenges for the future to attain greater effects of ASDP/DADP implementation. The following are to be considered on the way forward.

Guidelines and Training Materials:

The training was implemented using draft DADP guidelines for planning and implementation. These need to be finalized, translated into Ki-swahili and forwarded to PMO-RALG as soon as possible for distribution to LGAs. This will ensure momentum gained during training is not lost. There is also a need for appropriate training materials to be designed for use by the DFT in training the WFT. These should be in simple clear language, also in Ki-swahili.

Integration of Investment and Services at National Level:

This is an area that needs a more multi-sectoral approach when the guidelines and training materials are being designed. At present formulation is still separate, with each Dept proposing separate institutional arrangements at LGA and ward level, e.g. a District Facilitation Team is proposed for planning of investment, while a District Core Team is proposed for Research and Extension issues. These could be integrated with the LGA free to co-opt members for different functions. There is no information available to LGAs as to how irrigation activities should be implemented and the funding mechanisms for DIDF are not known.

Linkage with LGCDG system:

There are a number of areas where it is still not clear how much synergy there will be with the LGCDG system e.g. cost-sharing for investment, utilization of the grants to procure transport, and M&E. The system is not widely known among staff in the ASLM staff and lack of knowledge of the system was a challenge for some of the facilitation teams.

Utilization of the Grants:

While it is fairly clear how the DADG should be used, there is not the same clarity for utilization of the A-CBG and A-EBG, with a number of different interpretations as to how these should be used. There is also considerable overlap in what these two grants can be used for e.g. both target payment of salaries but it is not clear for whom. More detail is needed in the guidelines for grant utilization and should be done in consultation with LGAs.

Mainstreaming of other Programmes:

It is unclear whether LGAs already receiving funds for agricultural activities will also receive enhanced funding through ASDP. If they will, there is the challenge of motivating LGAs to qualify for funding when substantive funding can be accessed unconditionally. The question of absorptive capacity of some LGAs should also be addressed. Some programmes e.g. PADEP have committed to providing substantial support to LGAs in implementing what has been trained e.g. assistance with training WFTs. It is important that these processes are monitored by ASDP to ensure lessons of best practice can be absorbed by the programme and adopted nation-wide.

Involvement of the Private Sector:

It is evident from the LGA's and Regional response to the request to include the private sector in training that this is still very much an abstract concept in most districts. Some regions e.g. Kagera had inventories of private sector stakeholders but this was by no means the usual experience. The challenge is inclusion of private sector actors that can represent others, will be prepared to disseminate information to other stakeholders, and will be active in local planning processes.

Gender:

In two of the regions JICA-RADAG attended training female participation was almost non-existent (Kigoma and Lindi). This will have a negative impact on participation of women at village and ward level if the facilitation teams are wholly male.

5. Contribution of JICA-RADAG to Training Process

Members of JICA-RADAG have been involved in the process from the development of the training process and have assisted in the following:

- Assistance to ASDP Secretariat in Preparation of Trial Training
- Participation in Trial Training in Morogoro and Mtwara Regions
- Provision of verbal and written feed-back and advice to ASDP Secretariat following trial training
- Participation in training of ASLM facilitators
- Participation in roll-out training in six regions
- Provision of feed-back and advice to facilitators during training
- Provision of feed-back and advice to ASDP Sec and the DPP of MAFC, following each phase of training; both verbal and written.
- Provision of detailed reports following trial training and the first phase of roll-out training.

All of the above activities were carried out in collaboration with the ASDP Secretariat. The team met with both the ASDP Secretariat and Acting DPP of MAFC regularly and were able to advise on changes needed in training at each step of the process. It could be considered that the team contributed to training in various ways, e.g. in terms of integration of planning and implementation sessions in training program, development of facilitation including keeping records and receiving comments for the DADP Guidelines, and highlighting of critical issues for the way forward, both for training and future activities.

6. Recommendations

Through M&E of training for DADP, JICA-RADAG has identified two kinds of recommendations: one is made from lessons learnt of this experience, which would be useful when conducting similar training in the future; the other is for designing future tasks to achieve effective implementation of ASDP/DADP.

6.1 Recommendations for Similar Training in the Future

Organizing Multi-disciplinary Trainer Teams and Appropriate Task Allocation:

The experience of this DADP training has revealed that it is effective to organize multi-disciplinary teams for training, inviting staff not from ASLMs but also from other Programmes and ASFT. Moreover training may require various kinds of materials e.g.

guidelines published by PMO-RALG and handouts describing the best practice of other Programmes. To make multi-disciplinary teams work effectively, task allocation in terms of presentation and material preparation should be carefully considered, which require cooperation and coordination among entities involved in training.

Phasing the Implementation stage with Sufficient Interval Spans:

Training relating to ASDP tends to be conducted by several teams simultaneously to cover the broad area of the country. During implementation they need to have a time to reflect lessons from different experiences and to coordinate with other teams to provide a unified approach to participants.

For this training, although interval spans were scheduled, it was not sufficient to discuss the issues among facilitation teams and also difficult to adjust the time table in the course of training, resulting in somehow different approaches taken by each team. The experience indicates the needs for phasing an implementation period with enough interval spans in order for facilitation teams to learn lessons from experience and coordinate among themselves.

6.2 Recommendations for the Way Forward

Finalization of DADP Guidelines:

- These should be completed as soon as possible so that LGAs can implement and start planning in line with the PMO-RALG planning cycle.
- Integration of services and investment should be included in this process.
- Formulation of the DIDF should also be completed.

Development of Training Materials for WFT:

This should be developed to assist LGAs in equipping WFTs with the necessary skills to develop VDPs and WDPs with a good representation of agricultural activities. As some programmes e.g. plan to support their LGAs with these processes, they may be able to assist ASLMs with development of appropriate materials in Ki-swhali.

Follow-up to Training:

- A programme for follow-up, outlining what areas need to be covered should be designed, with structured guidance to facilitators before they travel to LGAs.
- This should be integrated with further training for LGAs in utilization of the A-EBG and A-CBG.
- The process should include assessment of existing M&E systems e.g. PLANREP and LGMDB, e.g. whether they are adequate to support effective implementation of the ASDP.
- The present facilitation team should form the basis of the follow-up teams, with other members of ASLMs, especially PMO-RALG co-opted.
- DEDs, as Accounting Officers, should be included in follow-up.
- ASLMs should also link in with the Technical Review process of the LGCDG system.

Involvement of the Private Sector:

Specific guidance is needed for LGAs in identification of private sector stakeholders in their district, and practical ways in which the private sector can be involved in implementation. This should be incorporated into the guidelines and should be addressed during follow-up with LGAs on an individual basis.

Gender:

For those regions where few female staff are working in agriculture at LGA level, LGAs should be encouraged to co-opt women to the DFT from other relevant departments or from relevant NGOs. This will enhance women's participation in the planning and implementation of agricultural activities.

Issues Raised During Training that Need Attention of Committee of Directors:

- **Council Resolution on Extension Reform:** In order for training on extension reform to be effective, it needs to be followed up with written direction to LGA Directors from PMO-RALG.
- **Utilization of grants to procure transport:** This issue has been raised at most training centres. Some assessment of the level of need should be carried out in conjunction with other programmes to ensure needs are met, while avoiding duplication.
- **Mainstreaming of funding:** It is still not clear what the position will be for those LGAs that have qualified under the LGCDG system and are currently receiving substantial funding for agriculture through existing projects and programmes.

7. References

- Ministry of Agriculture, Food Security and Cooperatives, *ASDP Basket Fund Financial Mechanism Document*, Draft, January 2006.
- _____, *Agricultural Sector Programme Support II Danida, Improving DADP Planning and Implementation through Study and Analysis of Lessons Learned in Iringa and Mbeya Regions, Final Study Report*, June 2005.
- _____, *Training Material for DADPs Planning and Training Delivery to 21 LGAs, Volume 1: Main Document*, June 2006.
- _____, *Training Material for DADPs Planning and Training Delivery to 21 LGAs, Volume 2: Annexes*, June 2006.
- President's Office - Regional Administration and Local Government, *Local Government Capital Development Grant (LGCDG) System, Implementation and Operations Guide*, July 2005.
- _____, *Local Government Capital Development Grant System, Planning Guidelines for Villages and Mitaa*, October 2004.
- _____, *Local Government Capital Development Grant System, Manual for the Assessment of Councils against Minimum Access Conditions and Performance Measurement Criteria*, November 2004.
- _____, *The Opportunities and Obstacles to Development, A Community Participatory Planning Methodology, Hand Book*, April 2004.
- _____, *The Opportunities and Obstacles to Development, A Community Participatory Planning Methodology, Training Manual*, April 2004.
- _____, *The Opportunities and Obstacles to Development, A Community Participatory Planning Methodology, Rural Process*, April 2004.
- The United Republic of Tanzania, *Agricultural Sector Development Strategy*, October 2001.
- _____, *Guidelines for District Agricultural Development Planning and Implementation*, Draft, June 2006.
- _____, *District Agriculture Development Plans Support Programme Document Volume 1*, May 2005.
- _____, *Agricultural Sector Development Programme (ASDP), Support Through Basket Fund, Government Programme Document*, May 2006.
- _____, *Guidelines for the Preparation of Medium Term Plan and Budget Framework for 2006/07-2008/07 (Part I), Working Document*, March 2006.
- _____, *Guidelines for the Preparation of Medium Term Plan and Budget Framework for 2006/07-2008/07 (Part II), Forms for Budget Submission and Implementation*, March 2006.
- Development Cooperation Ireland, *Strategic Review of the Eastern Zone Client Oriented Research and Extension (EZCORE) Project, Draft Report*, November 2004.
- IFAD, *Study on the Logframe and O&OD Approaches at Community Level in Tanzania*, January 2005.

World Bank, *Project Appraisal Document on a Proposed Credit in the Amount of SDR 61.6 Million (USD 90 Million Equivalent) to the Republic of Tanzania for a Tanzania Agricultural Sector Development Project*, May 19 200

Attachment 1

JAPAN INTERNATIONAL COOPERATION AGENCY (JICA)

**Rural and Agricultural Development Advisory Group of JICA Tanzania Office
(RADAG)**

**Monitoring and Evaluation on
The Trial Training for
District Agricultural Development Planning and Implementation in
Morogoro and Mtwara Regions⁵**

Yuki Isogai and Catherine Murphy

Table of Contents

| | |
|---|---------|
| 1. Executive Summary | Att1- 2 |
| 2. Introduction | Att1- 3 |
| 3. Trial Training | Att1- 4 |
| 3.1 Overall Framework of the Trial Training | Att1- 4 |
| 3.2 Preparation of the Trial Training | Att1- 4 |
| 4. Findings of the Trial Training | Att1- 5 |
| 4.1 Planning Session | Att1- 5 |
| 4.2 Implementation Session | Att1-14 |
| 5. Recommendations | Att1-20 |
| 6. References | Att1-24 |

⁵ The findings, interpretations and recommendations expressed in this report are those of the authors and should not be attributed in any manner to the Japan International Cooperation Agency (JICA).

1. Executive Summary

Government of Tanzania (GoT) and Development Partners have been working together in formulation of the Agriculture Sector Development Programme (ASDP). The Programme supports the ongoing operationalization of the Agricultural Sector Development Strategy (ASDS) that is a key element of the MUKUKUTA necessary to achieve and sustain the growth targets set for the sector. A key element of the programme is to support the overall efforts of decentralization and improved services at local levels, linking closely with ongoing efforts to strengthen the capacity and performance of Local Government Authorities.

Since 2003, GoT has distributed development grants to Local Government Authorities (LGAs) for implementation of the District Agricultural Development Plans (DADPs). A DADP support programme was developed in May 2005. In late 2005, GoT decided to integrate the Agricultural Sector Support Program (ASSP), for promoting agricultural research and extension, with the DADP support programme. Guidelines for the preparation of DADP that reflect the integration of investment and services were developed in October 2005 and have undergone a series of revisions since then. The latest draft has integrated planning and implementation processes.

As part of the development of these guidelines, trial training was conducted in two regions; Morogoro and Mtwara from 19th to 24th June 2006. The purpose of this was two-fold: to analyse the training process and ensure it was adequate to equip LGAs and to provide feedback from the LGAs in the finalization of the Planning and Implementation Guidelines. All LGAs in each region attended the planning sessions, with an extra session on implementation held for those LGAs that had qualified for LGCDG in this financial year. The Regional Secretariat in both regions participated in training, as well as a representative of the private sector in Morogoro.

Main Recommendations:

- 1) The target of the training, i.e. to enable the LGA to produce a credible DADP that can be used as the basis of funding should be focused. In order to achieve this, the emphasis of the training should shift from village processes to equipping the LGA to train the WFT effectively and also DADP formulation and implementation.
- 2) The training process for planning and implementation needs to be formulated in an integrated way, so that there is coherence between planning and implementation.
- 3) Planning methodology should be taught in a clear, logical step-by-step manner, with the linkages clearly shown between where the O&OD process ends and PCM planning methodology begins.
- 4) There should be specific inputs on how to enhance agricultural facilitation in development planning at village, ward and LGA level.
- 5) All LGAs should receive training in planning and implementation, regardless of their status within the LGCDG system.
- 6) The private/NGO sector should be participants in training; LGAs need specific guidance in how to include the private sector at this stage.
- 7) The Guidelines need further effort to be finalized. There is inconsistency with other guidelines, e.g. purchase of vehicles, which is allowed under DADP but not under the LGCDG system. The issues should be discussed and agreed by central government to be consistent with existing guidelines

2. Introduction

The ASDS was approved by GoT in August 2001 and envisages an agricultural sector that, by 2025, is modernized, commercial, highly productive and profitable and utilizes natural resources in a sustainable manner. The ASDS has identified five strategic issues: 1) Strengthening the institutional framework; 2) Creating a favourable environment for commercial activities; 3) Clarifying public and private sector roles in improving support services; 4) Strengthening marketing efficiency for inputs and outputs; and 5) Mainstreaming planning for agricultural development in other sectors.

GoT and Development Partners have been working together in formulation of the ASDP. The Programme supports the ongoing operationalization of the ASDS that is a key element of the MUKUKUTA necessary to achieve and sustain the growth targets set for the sector. A key element of the programme is to support the overall efforts of decentralization and improved services at local levels, linking closely with ongoing efforts to strengthen the capacity and performance of Local Government Authorities.

After the development of the ASDP, from the Tanzanian financial year 2003/04, GoT started distributing development grants to LGAs for implementation of the DADPs. In order to assist the implementation of DADPs, Taskforce 1 (TF1), which was established under the Food and Agriculture Sector Working Group (FASWOG), developed the DADP support programme in May 2005. The objectives of this programme were that: 1) Farmers have better access to and use of agricultural knowledge, technologies, productive assets and infrastructure, contributing to their productivity and profitability; and 2) LGAs plan and coordinate agricultural services and investments in a more capable, efficient, participatory and sustainable manner. In late 2005, GoT decided to integrate the Agricultural Sector Support Program (ASSP), for promoting agricultural research and extension, with the DADP support programme.

This integrated programme consists of the following components with provided financing.

- 1) Local Agricultural Investments
 - Provision of District Agricultural Development Grants (DADG) for local agricultural investments implemented on a cost sharing basis
 - Provision of District Irrigation Development Fund (DIDF) to pilot the competitive selection of local investment for irrigation that goes beyond the budget allocated for DADG
- 2) Local Agricultural Services
 - Provision of Agricultural Extension Block Grants (A-EBGs) for contracting by farmer groups of local agricultural services
- 3) Local Agricultural Capacity Building and Reform
 - Provision of Agricultural Capacity Building Grants (A-CBG) for local agricultural capacity building
 - Provision of training to promote farmer empowerment
 - Promotion of development of private sector agricultural service providers⁶

Guidelines for the preparation of DADP that reflect the integration of investment and services were developed in October 2005 and have undergone a series of revisions since then. The latest draft has integrated planning and implementation processes⁷. A Working Group has

⁶ As outlined in *Project Appraisal Document on a Proposed Credit in the Amount of SDR 61.6 Million (USD 90 Million Equivalent) to the Republic of Tanzania for a Tanzania Agricultural Sector Development Project*.

⁷ *Guidelines for District Agricultural Development Planning and Implementation*, Draft June 2006.

been formed with membership from all Agricultural Sector Lead Ministries (ASLMs) to further revise and refine these draft guidelines.

Concurrently, the ASDP Secretariat recruited consultants to prepare a training manual for DADP (Training Material for DADPs Planning and Training Delivery), which was to be originally tested in four regions.

3. Trial Training

3.1 Overall Framework of the Trial Training

In view of the fact that implementation of the Local Component of the ASDP is due to commence in the new financial year (July 2006 – June 2007), it was decided to conduct nation-wide training for utilization of the enhanced/top-up agricultural grants targeting the LGAs which have qualified for grants through the LGCDG system for the financial year 2006/07.

Prior to the nation-wide training for LGAs (Roll-out Training⁸), Trial Training was conducted in two regions, i.e. Morogoro and Mtwara, from 19th to 24th June 2006. The purpose of the Trial Training was to analyse performance to enhance the subsequent Roll-out Training.

The Training comprised of two sessions, i.e. the planning session and the implementation session, although initially funding was only available for the implementation component of the Roll-out Training. The planning session was conducted by external consultants and the implementation session was facilitated by the trainers from ASLMs.

3.2 Preparation of the Trial Training

Prior to the Training, the Training of Trainers (ToT) on the District Agricultural Development Planning and Implementation Guidelines (the Guidelines) was held at the ASDP Secretariat on 9 June 2006. The aim of the ToT was to train trainers from ASLMs on how to lead the Training on the utilisation of new agricultural grants under the ASDP.

There were 14 trainers: 7 members who have been members of the Working Team for the preparation of the Guidelines and 7 who have been newly assigned from ASLMs. 11 of the selected 14 attended the ToT.

During the ToT, members of the Working Group for the Guidelines made presentations on each topic, i.e. DADG, A-EBG, A-CBG and Participatory Monitoring and Evaluation (PME), for the new members, followed by discussion among all of the trainers.

The Guidelines were distributed after the ToT to the trainers. A subsequent ToT to be held on 10 June was postponed to 14 June because there was insufficient time for all trainers to become conversant with the Guidelines. By then, it was agreed that all the trainers would have read the Guidelines and come up with ideas on how to ameliorate the Guidelines and how to conduct high quality training. However, most of the trainers did not show up at the second ToT and the time was spent on scheduling and logistics.

⁸ Another more integrated nation-wide training is planned after the Roll-out Training. However its details are still not clear.

4. Findings of the Trial Training

The details of the findings of the Trial Training in both Morogoro and Mtwara Regions are described below.

4.1 Planning Session

(1) Schedule and Venue

The planning session was held from 19th to 22nd June 2006 at LITI Morogoro and VETA Mtwara.

(2) Objectives

The objectives of the planning session were to strengthen the capacity of LGAs to plan DADPs effectively and efficiently and to ensure that the number of districts qualified for the enhanced/top-up agricultural grants⁹ would increase for 2007/08. The objectives are dealt with in more detail in the section on content.

(3) Trainers

The Training was mainly conducted/facilitated by externally contracted consultants of the Unique Consortium of Consultancy Services (UCCS) except the 'Introduction of the ASDP', which was presented by the facilitator of the ASDP Secretariat.

(4) Participants

Morogoro

All the 6 districts in Morogoro Region, i.e. Morogoro Rural, Morogoro Municipal, Kilombero, Kilosa, Mvomero and Ulanga, were invited to the planning session.

The participants from each LGA were as follows:

- District Agricultural Development Officer
- District Planning Officer
- District Cooperative Officer
- District Community Development Officer
- Subject Matter Specialist for Agriculture
- Subject Matter Specialist for Livestock
- Subject Matter Specialist for Irrigation

The following were participants from the Regional Secretariat:

- Regional Agricultural Advisor
- Regional Livestock Advisor
- Regional Cooperative Advisor

Representatives of the private sector were also invited. The attendant list shows that one out of 53 participants is from the Sokoine University of Agriculture as a representative of the private sector. In addition, two persons from PASS Morogoro, though not in the attendant list, joined only the 'Introduction of the ASDP'.

⁹ The components of the ASDP at LGA level are to be funded by three agricultural grants, i.e. District Agricultural Development Grant (DADG), Agricultural Extension Block Grant (A-EBG), and Agricultural Capacity Building Grant (A-CBG). Each grant has two elements: a standard/basic grant, which all LGAs receive unconditionally and an enhanced/top-up grant, for which only LGAs that met the Minimum Conditions are eligible.

Attachment 1

Mtwara

Staff from all districts of Mtwara, i.e. Mtwara-Mikandani, Mtwara Rural, Newala, Tandahimba and Masasi, attended. There was active participation from the Regional Secretariat, with two officers (AAS Economic Support and RAA) in attendance throughout. There was no private sector representative.

The designation of the LGA participant was as follows.

- District Agricultural Development Officer
- District Planning Officer
- District Cooperative Officer
- District Community Development Officer
- Subject Matter Specialist for Crops
- Subject Matter Specialist for Livestock
- Irrigation Technician

(5) Agenda

The four-day DADP training was planned by the consultants to cover the following topics.

- Introduction of the ASDP
- The DADP/District Development Plan (DDP) concept, institutional arrangement and the role of District Facilitation Team (DFT)
- The planning cycle, development planning and participatory planning
- DADP planning framework and national and agricultural policies
- Tanzania Development Vision 2025 (TDV 2025) and the ASDS
- DDPs/DADPs in the context of PMO-RALG planning framework and guidelines
- Overview of the Village Development Plans (VDP)
- O&OD process
- Conformity of O&OD with development of VDPs
- DADP and Ward Agricultural Development Plan (WADP) design
- MTEF budgeting
- Monitoring and Evaluation
- Group dynamics and group formation
- Action plans for the way forward.

In practice the training did not follow the format laid out by the consultant. The content of the sessions were as follows.

Morogoro

- Introduction of the ASDP
- Training objectives and expectations
- Difficulties of DADP preparation
- DADP and TDV 2025
- ASDS analysis
- Experiences in VDP, WDP and DADP preparation
- Outline of O&OD
- Problem tree analysis
- Objective tree analysis
- Village strategy preparation
- SWOT analysis
- Indicator setting
- Budget preparation

Attachment 1

- VDP preparation
- District SWOT analysis
- Prioritization of VDP
- Logical framework analysis
- MTEF preparation
- Monitoring and Evaluation

Mtwara

- Introduction to the ASDP
- Training objectives and expectations
- Roles of the DFT
- O&OD methodology
- DADP planning cycle and process
- National policies and their relation to DADP/O&OD
- SWOT analysis of DADP
- Monitoring and Evaluation
- Logical framework analysis
- MTEF
- Action plans for the way forward

As the timetable was quite tight originally, time management was a specific issue for the consultants and was one of the major challenges faced throughout the training. In Morogoro Region, the DADP planning process was mainly dealt with on the last day due to time constraint.

(6) Training Materials

The ‘Training Material for DADPs Planning and Training Delivery to 21 LGAs’ (‘the Manual’) was prepared by the consultants and distributed together with the *Agricultural Sector Development Strategy* (ASDS) in English and Swahili to the participants in both Morogoro and Mtwara. The *Agricultural Sector Development Programme Framework and Process Document* was given only in Morogoro. Power Point presentations were prepared for ‘Introduction of the ASDP’ and ‘Training objectives and expectations.

The Manual: The Manual explains how and for what the training should be carried out, but it does not describe the contents of DADPs and the details of its planning process. It is rather a manual for facilitators who conduct training on planning than a tool for district officers. The Manual was rarely referred to during the Training and the schedule did not follow its sequence.

The Manual, while it contained material from both the Guidelines and the O&OD handbook, does not have a logical step-by-step approach as to how to plan a DADP. Both Project Cycle Management (PCM) and O&OD methodology are referred to throughout the manual but there is a lack of clear explanation as to how these two methodologies are to be used and overlap each other.

Its separate approach implies a separate stand-alone approach for agricultural planning at village, ward and district level, rather than the integrated comprehensive processes that are advocated by PMO-RALG.

The policy section, while up-dated prior to the trial training to include MKUKUTA, is still not fully up-dated, with no reference to current policy preparation.

Attachment 1

The Manual lacks focused explanations, good examples and clear definitions of terminology. It contains examples of problem tree analysis and those of objective tree analysis, while it does not explain the steps how to prepare them. There are no examples of ‘Village Participatory Plan’, ‘SWOT analysis’, ‘strategies’, ‘indicators’ and ‘budgets’ except brief explanations and formats. Besides, the terminology of SWOT, which often causes confusion, is not defined in the Manual. It is difficult to conduct training efficiently and effectively without focused explanations with good examples and clear definitions of terminology.

Power Point Presentation: Some Power Point presentations had too much information and too many words in one page, which was not clear and easily comprehensible for the participants.

In Morogoro Region, handouts of the Power Point presentation were not distributed to the participants in spite of a request from them, while not enough copies were prepared for all participants in Mtwara Region. A handout is helpful for the participants to understand the contents and remember them especially when the presentation contains a lot of information.

(7) Contents

Morogoro

1) ASDP

The facilitator of the ASDP Secretariat introduced the ASDP with a wider basket fund¹⁰. The presentation covers its objectives, components, funding modality and schedule.

2) DADPs

The consultants raised two questions about DADPs; one was why agricultural issues were not well captured in DADPs and the other what was to explore the linkage between DADPs and TDV 2025. These two questions linked DADPs to village-level activities and to the overall national strategy.

It was not explained how DADPs could be linked to middle-level strategies/programmes, e.g. the ASDS, District Agricultural Development Strategy (DADS) or DDP, though the relations of the DADPs with village-level activities and with national-level strategies were discussed through two questions.

3) VDP Planning Process

The VDP planning process was divided into 8 steps, 1) problem tree analysis, 2) objective tree analysis, 3) strategy making, 4) SWOT analysis at village level, 5) indicator setting, 6) budget preparation, 7) Village Participatory Plan and 8) design of VDPs. The participants learned each step through group work and following discussions.

Logical Sequence of Analysis: Each step was explained and practiced through group work very well. However, the logical sequence from one step to another was not strong enough. Namely, the result of a certain step was not well exploited in the next-step analysis. For instance, no strong logic can be found why SWOT analysis should be done when the strategy has already been prepared.

Duplication of analyses such as ‘opportunities and obstacles’ and ‘SWOT analysis’ was observed and it was not clear how those two analyses complemented each other. Confusion was observed among the participants, too.

¹⁰ The Memorandum of Understanding was signed on 27 June 2006.

O&OD Tools and PCM Tools: It was not clear how the tools of O&OD, e.g. transect walk, would be combined with those of Project Cycle Management (PCM), e.g. problem tree analysis. The Village Participatory Plan¹¹ was prepared by utilizing the outputs of analysis of from 1) problem tree analysis to 4) budget preparation, most of which were the tools of PCM. Since there is much duplication among outputs of O&OD and those of PCM, efficient and consistent methodology should be developed for the DADP planning in accordance with the Local Government Capital Development Grant (LGCDG) system.

Logical Framework: Logical Framework preparation should be well understood by the participants, considering its importance not only for project planning but also for project management and PME. However, it was not mentioned in the context of VDP planning process, although it is a requisite document for VDPs¹².

4) DADP Planning Process

The DADP planning process was divided into 4 steps, i.e. 1) SWOT analysis at district level, 2) selection of VDP, 3) Logical Framework preparation and 4) MTEF preparation. It was explained and discussed actively how to select and combine VDPs into DADPs. It was recommended to utilize problem and objective tree analysis at district level to enhance the recognition of the priority of the district.

Logical Framework: All the steps except Logical Framework preparation was carried out in group work. The group work on the preparation of the Logical Framework Matrix was omitted after a brief explanation was given due to a time constraint, though most of the participants did not have any experience on it. The Manual would not be helpful and practical enough for LGAs to refer to while they prepare Logical Framework Matrixes because explanations, such as what is Logical Framework, how to prepare it and how to use it, cannot be found therein except some examples¹³.

5) Minimum Conditions

There was neither presentation nor handouts on the Minimum Conditions in the planning session. Instead, the consultants explained verbally that the DADP should: 1) Be prepared through a participatory approach; 2) Reflect all components of the ASDP; 3) Include elements of capacity building and reform of agricultural extension services; 4) Include cross-cutting issues; and 5) Consider vulnerable groups. According to the ASDP Government Programme Document, however, the Minimum Conditions are; 1) Qualification for the LGCDG; 2) Fulfillment of position of DALDO; 3) Existence of a DADP; and 4) Commitment to reform of agricultural extension services¹⁴. It is very important to convey correct information on the Minimum Conditions to all LGAs, considering the purpose of the planning session, i.e. to

¹¹ The format of Village Participatory Plan is as follows.

| Objective | Opportunities | Obstacles | Causes | Solution | Target | Requirements | Costs | Village can do | Village cannot do | Phase |
|-----------|---------------|-----------|--------|----------|--------|--------------|-------|----------------|-------------------|-------|
| | | | | | | | | | | |

This form is called Village Participatory Plan, Community Participatory Plan, Village Plan, and so on. In this report, 'Village Participatory Plan', which is found in 'the Guidelines for Preparing a Participatory Community Development Plans Based on Opportunities and Obstacles to Development', will be utilized.

¹² *Guidelines for District Agricultural Development Planning and Implementation, Draft, June 2006*, P.12. However, Logical Frameworks Matrix are not prepared in reality.

¹³ *Training Material for DADPs Planning and Training Delivery to 21 LGAs, Volume 2 Annexes, June 2006*, pp.30-39.

¹⁴ *Project Appraisal Document on a Proposed Credit in the Amount of SDR 61.6 Million (USD 90 Million Equivalent) to the Republic of Tanzania for a Tanzania Agricultural Sector Development Project, May 19 2006, Annex 18, p.25.*

ensure that the number of districts qualified for the enhanced/top-up agricultural grants would increase for financial year 2007/08.

Mtwara

1) Introduction of ASDP

The session was an input covering the history of the ASDS formulation, the integration of local investment (DADP) and ASSP, up to the current status of the ASDP. The national and local level components were described including the overall budget and a brief description of each component was given. The programme was presented without reference to sector lead ministries; as the facilitation team in Mtwara was only from MAFC, the inference was that this was a MAFC programme. There was no explanation of a sector wide approach and what that meant for the agriculture sector, although SWAp terminology was used in the Power Point presentation.

Participants Comments/questions: It was apparent that for most of the participants this was the first time they had heard the ASDP described in this way, despite receiving funds for DADPs since 2003. The main response was what had happened to DADPs and how they had been managed previously. It was explained that DADPs would be enhanced by the formulation of the ASDP; the funding modality has changed but the planning process will be enhanced and improved.

2) Training Objectives and Expectations

A list of training objectives was presented by the facilitator and agreed by the group. These were that the participants should:

- Understand the development planning vocabulary/DADP concept;
- Appreciate the benefits of strategic planning;
- Appreciate the difference and benefits of bottom-up and top-down planning;
- Understand the link between bottom-up planning and national government policy;
- Appreciate and understand the planning context, viz a viz national government and sectoral policies and strategies, e.g. TDV 2025, MKUKUTA, the ASDS and the ASDP;
- Understand the planning process and its role in it;
- Understand the planning process at district and sub-district level, their critical paths and inter-linkages;
- Understand the participatory O&OD tools and specific tools for DADP intervention planning, and be able to facilitate villages to prepare O&OD as part of development of VDPs;
- Facilitate priority setting against long-term goals;
- Formulate key results areas;
- Consolidate VDPs into DADPs using MTEF framework;
- Prepare budgets;
- Appreciate the importance of and prepare performance indicators in planning;
- Design a participatory monitoring and evaluation tool for VDPs/WADPs and DADPs; and
- Prepare action plans that describe how they develop their respective DADPs together with time frames.

3) Roles of DFT

The roles of the District Facilitation Team (DFT) as stipulated in the draft Guidelines were presented in the plenary. There was some discussion on who makes up DFT, with some members making a case for more representation from complementary sectors, e.g. water. It was agreed that there needed to be flexibility in the make-up of the team to reflect an individual district's needs and priorities.

The roles and responsibilities of DFT are not implemented at the moment, as DFT for agriculture is not a reality; rather, there is agricultural representation on the generic facilitation team of the district. O&OD has been conducted in all districts, but in a generic way, not specifically for agriculture as written in the Guidelines. The expectation of the group is that the Guidelines would be fine-tuned in order to ensure an agricultural output of the O&OD process.

Comments/questions:

- A question on feedback to villages regarding funding was raised by facilitators. While it was acknowledged that Indicative Planning Figures (IPF) were not being used by the district as is outlined in the LGCDG system, it was agreed that general practice was to inform the village once it had been selected for funding within the DADP.
- It was the feeling of the group that farmers do not have enough knowledge to be able to explore and exploit agricultural opportunities and that initial sensitization is a difficult process, e.g. experiences in irrigation schemes in the region. However, once farmers can see the benefits, they will then participate.
- Exposure through study tours and demonstration is very important to change mindset.

4) General Discussion on O&OD Methodology

This discussion flowed from what had been initiated in the discussion about the roles of DFT. It was agreed that O&OD was the agreed and approved planning methodology, but that the methodology was problematic for agriculture. DFT as described in the Guidelines did not take into account existing multi-sectoral processes.

Participatory processes for other programmes, e.g. PRA for TASAF, Extended PRA for PADEP, should be examined to see if they could be adapted for broader use. It was also noted by the group that the problem was not the approach as such, and any methodology had to be used in a skilled manner to provoke a more growth focused participatory process.

5) Planning Process of DADP – How It is done in Each District

An input was given by the consultant using the planning cycle described in the training manual. This was followed by group work and presentation whereby each district described the planning cycle for DADPs as it applied to them. There were a number of interesting observations to this exercise as follows.

- Each district is using a slightly different interpretation of the planning guidelines.
- Over half the districts were by-passing the Region and sending plans directly to PMO-RALG. There is not an inter Council Forum to discuss plans at regional level before they are approved by the council. Reasons given for this by the participants included too much interference in the planning process by regional staff and possible delay in approval of plans as the Region were often late in replying to requests for technical assistance.

Attachment 1

- It was suggested by some districts that the process at ward level has some sort of approval process at Ward Development Council (WDC) level, after preparation by the Ward Facilitation Team (WFT) and this should be reflected in the plans.

6) National Policies and How These Relate to O&OD/DADP (Plenary and Group)

There was a plenary discussion on different planning approaches and previous experience in the Region of top-down planning approaches in programmes that failed to give a sustainable output, e.g. Finnwater, Danish water projects and VETA. The importance of ownership and community contribution in sustainable development was recognized by the group.

National policies were discussed; the facilitator asked which key national policies were considered by the district when it came to planning of DADPs. After TDV 2025 was mentioned along with the CCM election manifesto, MKUKUTA was raised, but felt to be too theoretical, as it has not started to deliver on poverty reduction for ordinary people. According to PMO-RALG planning guidelines, it is the role of the district to internalize MKUKUTA into district planning processes. Mtwara has also been chosen as one of the regions to pilot a process of developing a MKUKUTA for the region.

It was felt there was a conflict between the bottom-up O&OD processes and the top-down directives of national policy, e.g. MKUKUTA and the ASDP, with the district caught somewhere in the middle. The group was not really aware of how DADPs linked to the ASDP, the ASDS and MKUKUTA.

In groups, the participants discussed how national policy was reflected in their planning and asked to give examples of how specific activities in their plans were in line with national objectives. Each district was able to demonstrate how specific activities were aligned with MKUKUTA and the ASDP. An interesting observation by one group was that growth on its own will not guarantee poverty reduction and the national policy needs to address issues of food security in a more concrete way.

It was noticeable that all districts have agricultural activities in their VDPs. It means that the challenge appears to be translating the O&OD outputs into integrated plans at ward and district level and ensuring facilitation of this process to achieve a favourable outcome for agriculture in allocation of district resources.

7) SWOT Analysis of DADP

Input was given in the plenary as to why SWOT is done, with some differentiation given between strengths and opportunities, and threats and weaknesses. Each group then looked at their DADPs and developed a SWOT analysis for their DADPs, which was then presented. It was acknowledged that the SWOT would have a different emphasis if implemented at village, ward or district level. There was still some difficulty in identifying strengths; most districts made lists consisting of opportunities, e.g. existence of resources or inputs.

8) MTEF (Practical Session)

There was a short input on PME and logical framework, using the material in the training manual. This was followed by a practical session where each group took an activity from their DADPs and inserted it into MTEF format. This was presented by one group, but was performed adequately by all groups.

9) Way Forward

Each district sat together and developed an action plan for the way forward when they return to their districts. Although there was some variation, the main steps common to all districts were as follows.

Attachment 1

- Feed-back to the rest of the Council Management Team (CMT) and other district institutions
- Review of DFT and its composition
- Training for DFT and WFT
- Review of agricultural plans in O&OD at village and ward level
- Completion of DDP planning cycle following PMO-RALG guidelines, ensuring DADPs are integrated into DDPs.

From the above description of the process, one can see that although a number of areas were covered and there were a number of interesting discussions generated from the content, there was not a clear sequential step-by-step approach used that would assist districts in developing credible DADPs, which must be the overall objective of the training.

(8) Methodology

Morogoro

The training was mostly conducted in a participatory approach. The group work by district was facilitated and presentation of the outputs followed. During the first three days, all districts made presentations, but only one or two districts presented their outputs on the last day due to a time constraint. No group work was held for Logical Framework as mentioned above.

Though the schedule was quite tight, the discussion often went off track. The consultants, however, were not quick to give direction and much time was spent in discussion of problems of O&OD. It further tightened the schedule and the training of DADP planning, which was the main subject, was eventually squeezed into one day out of four.

Mtwara

Although participatory methodology was used, a number of sessions took place in the plenary, which did not give all participants an opportunity to participate.

There were a number of lengthy discussions that were outside to immediate scope of training, but the participants seemed to need this time to air their views on a number of issues.

Group work was conducted in district specific groups for some tasks. For more general topics, the groups were mixed to allow for lesson learning from other district's experience.

The refresher exercises or participatory games outlined in the training manual were not used.

(9) Evaluation Sheet

Morogoro

Evaluation sheets were circulated on Day 2, Day 3 and Day 4. No big difference in the results was observed. The following is the result of Day 4, the last day of the session. The answers were mostly positive, but there were some problems with timetable, room arrangement and meals. The timing of the distribution of and the quality of the training materials had a few negative evaluations as well.

| | Assess | Agree (%) | S.A. (%) | S.D. (%) | Disagree (%) |
|------------|-----------------------------------|------------------|-----------------|-----------------|---------------------|
| 1 | Workshop Organization | | | | |
| 1.1 | I had no problems with Timetable. | 28.6 | 37.1 | 20.0 | 8.6 |
| 1.2 | Materials were provided in time. | 80.0 | 17.1 | 0 | 0 |
| 1.3 | Materials provided were adequate. | 74.3 | 20.0 | 2.9 | 2.9 |
| 1.4 | The room was well arranged. | 37.1 | 48.6 | 8.6 | 5.7 |

Attachment 1

| | | | | | |
|------------|--|------|------|------|-----|
| 2 | Workshop –Contribution | | | | |
| 2.1 | Materials presented were up to standard. | 62.9 | 28.6 | 11.4 | 0 |
| 2.2 | Presentations were up to standard. | 42.9 | 48.6 | 8.6 | 0 |
| 2.3 | Topics discussed were relevant. | 74.3 | 20.0 | 2.9 | 0 |
| 2.4 | Discussions were useful. | 71.4 | 28.6 | 0 | 0 |
| 2.5 | Expectations were met. | 31.4 | 62.9 | 2.9 | 0 |
| 2.6 | The training was relevant to my job. | 71.4 | 14.3 | 2.9 | 0 |
| 3 | Tea/Coffee | | | | |
| 3.1 | Meals were well prepared and served in time. | 45.7 | 37.1 | 5.7 | 5.7 |
| 3.2 | I was happy with the tea service. | 57.1 | 40.0 | 2.9 | 2.9 |

Note: S.A. = Somewhat Agree, S.D. = Somewhat Disagree

Mtwara

Evaluation sheets were circulated on the last day and filled in by participants. As can be seen by the summary below there was a high level of satisfaction with the training and materials used but there were some problems with the venue and meals.

| | Assess | Agree (%) | S.A. (%) | S.D. (%) | Disagree (%) |
|------------|--|------------------|-----------------|-----------------|---------------------|
| 1 | Workshop Organization | | | | |
| 1.1 | I had no problems with Timetable. | 71.4 | 10.7 | 14.3 | 3.6 |
| 1.2 | Materials were provided in time. | 64.3 | 28.6 | 7.1 | 0 |
| 1.3 | Materials provided were adequate. | 85.7 | 10.7 | 3.6 | 0 |
| 1.4 | The room was well arranged. | 78.6 | 17.9 | 3.6 | 0 |
| 2 | Workshop –Contribution | | | | |
| 2.1 | Materials presented were up to standard. | 75.0 | 25.0 | 0 | 0 |
| 2.2 | Presentations were up to standard. | 71.2 | 16.5 | 3.3 | 0 |
| 2.3 | Topics discussed were relevant. | 78.6 | 21.4 | 0 | 0 |
| 2.4 | Discussions were useful. | 75.0 | 25.0 | 0 | 0 |
| 2.5 | Expectation were met. | 85.7 | 14.3 | 0 | 0 |
| 2.6 | The training was relevant to my job. | 64.3 | 17.9 | 14.3 | 3.6 |
| 3 | Meals/Venue | | | | |
| 3.1 | Meals were well prepared and served in time. | 59.3 | 29.6 | 7.4 | 3.7 |
| 3.2 | I was happy with the service. | 28.6 | 53.6 | 10.7 | 7.1 |
| 3.3 | Conference venue/room was conducive | 29.6 | 48.1 | 11.1 | 11.1 |

Note: S.A. =Somewhat Agree, S.D. = Somewhat Disagree

4.2 Implementation Session**(1) Schedule and Venue**

The implementation session was held from 23 to 24 June at the same venue both in Morogoro and Mtwara, following the planning session.

(2) Objective

The objective of the session was to ensure the LGAs had sufficient guidance on how to utilize effectively and efficiently the enhanced/top-up DADG, A-CBG and A-EBG.

(3) Trainers**Morogoro**

The implementation session was conducted by six main trainers from ASLMs who had been the members of the Working Team. There were eight other trainers as observers, who had joined the Trainer Team from 9 June 2006 just before the Working Team completed the draft Guidelines on 17 June 2006.

Attachment 1

The observing trainers did not join any facilitation activities. The main trainers of the implementation session were involved in the Guidelines preparation and, therefore they were quite conversant with the issues. It is not clear, however, if the rest of the observing trainers were equipped as well as the main trainers are. Since there are so many complicated issues, it is not likely that they could be equipped enough to conduct training through the ToT held only for one day on 9 June 2006.

Mtwara

The implementation training was conducted by two facilitators from ASLMs who had participated in the preparation of the Guidelines. There were two other observers from ASLMs, who were there to observe so they could facilitate training in the subsequent Roll-out Training.

(4) Participants

Only LGAs who qualified for the enhanced/top-up agricultural grants for financial year 2006/07 were included in this session. The rationale for this is not clear, as all LGAs have a responsibility to try and qualify for enhanced/top-up grants, and it is hoped the Training would provide guidance on how to qualify the following year. It also implies that no guidance is needed for efficient utilization of the standard/basic grants, which all districts would receive. If 'business unusual' is to occur at district level, training and guidance in a new approach to agriculture is needed for all.

Morogoro

Three districts, i.e. Mvomero, Ulanga and Kilosa, were invited for the implementation session in Morogoro.

The District Executive Directors (DEDs) were invited for the implementation session in addition to the participants at the planning session because DEDs would play an important role in the implementation of DADPs. However, none of them appeared and they sent Acting DEDs instead. This may have a negative impact on the outcome of the Training considering the fact that DEDs play an important role in the implementation of DADPs.

Mtwara

Masasi and Newala districts were invited in Mtwara. The DEDs of the two LGAs attended the session and were active participants. Two representatives from the Regional Secretariat also participated. There was no representation from the private sector.

(5) Agenda

The session covered the following issues.

Morogoro

- Introduction of the ASDP
- ASDP Financial Arrangement
- District Agricultural Development Grant (DADG)
- Agricultural Extension Block Grant (A-EBG)
- Agricultural Capacity Building Grant (A-CBG)
- Participatory Monitoring and Evaluation (PME)

Mtwara

- Introduction of the ASDP
- ASDP Financing Arrangement
- District Agricultural Development Grant (DADG)
- Agricultural Extension Block Grant (A-EBG)

- Agricultural Capacity Building Grant (A-CBG)

(6) Training Materials

The Guidelines together with Annexes¹⁵ were distributed to the participants prior to the implementation session in Morogoro. The facilitators emphasized that the Guidelines were still a draft. The ASDP Secretariat welcomed any comments/feedbacks on the Guidelines and the Training to refine them and asked the LGAs to send them to the Secretariat. The final version will be distributed through PMO-RALG after incorporating the comments from LGAs. The Guidelines and Annexes were rarely referred to, though they are supposed to be the main text of the session.

On the contrary the draft Guidelines and Annexes were distributed after the training had finished in Mtwara. Although the ASDP Secretariat emphasized these were in draft form, it was not made clear to the participants that comments or feedback would be welcome.

The Guidelines and the Relevant Documents: There were not many questions raised during the training because the participants had not had time to look through them carefully as well as because Q&A session was hurried. However, inconsistent information among the relevant documents, the training materials and the explanation that the consultants/facilitators gave during the training would cause confusion and hinder the proper utilization of the grants.

For example, Annex 1 of the Guidelines says that ‘LGAs have to pass a set of Minimum Conditions to access DADG’¹⁶. The fact is, however, that all LGAs receive the standard/basic DADG unconditionally and they have to meet the Minimum Conditions to access the enhanced/top-up DADG.

The description of the Minimum Conditions in the Guidelines¹⁷ and the Power Point presentation were different from those in the ASDP Government Programme Document. An additional condition that the DADP should involve a participatory process is found in the Guidelines and the Power Point presentation, which is not in the ASDP Government Programme Document.

Annexes: Duplication of Annexes and other documents is found. The three grants will be disbursed under the LGCDG system, the guideline¹⁸ of which exists. Duplication of the guidelines is not necessarily helpful and practical for the users.

There is no unification among Annexes and each Annex has a different structure. For example, Annex 1 for DADG explains the outline of the grant, the eligible investments, the investment project cycle and the relevant documents. On the other hand, Annex 2 for A-EBG focused on the institutional arrangement, e.g. responsibilities of each officers of the District Core Team¹⁹ and includes summaries of relevant guidelines. Annex 2 does not say anything about the grant itself. It is not clear whether Annexes are prepared for detailed explanations on each issue or they are meant to be practical handbooks compiling relevant documents/forms to refer to.

Main Text and Annexes: There is little linkage between the main text and Annexes of the Guidelines. The main text does not refer to Annexes at all.

¹⁵ The Guidelines originally comprised the Main Text and Five Annexes for; 1) DADG; 2) A-EBG, 3) A-CBG, 4) Financial Mechanism, and 5) PME. After a meeting with the ASDP Secretariat on 10 July, it was decided to streamline further and there remain only 3 Annexes currently: DADG, A-EBG, and A-CBG.

¹⁶ *Guidelines for District Agricultural Development Planning and Implementation, Draft, June 2006, Annex 1, p.1.*

¹⁷ *Guidelines for District Agricultural Development Planning and Implementation, Draft, June 2006, p.18.*

¹⁸ *Local Government Capital Development Grant, Implementation and Operations Guide.*

¹⁹ The function of the core team is not clearly defined in the Guidelines.

Handouts: In Morogoro, handouts of the Power Point presentations on ‘Introduction of the ASDP’, ‘DADG’, ‘A-EBG’ and ‘PME’ were prepared and provided, while those of ‘ASDP financial arrangement’ and ‘A-CBG’ were missing in spite of a request from the participants.

On the other hand, each presentation had a Power Point presentation that was made available in handout form in Mtwara, although there were insufficient copies for all participants until the last day.

(7) Contents

Morogoro

1) ASDP

The facilitator of the ASDP Secretariat introduced the ASDP again by utilizing the same presentation material as in the planning session because there were newly joined participants from the implementation session, i.e. acting DEDs. In an additional presentation the financial arrangement was explained, i.e. the disbursement mechanism through the LGCDG system, the Minimum Conditions for agricultural grants and the grant access conditions. The details of formula for the basic grants and the scoring system were also explained verbally, too.

2) Grants

The trainers explained the three grants by utilizing Power Point presentations. The explanation of DADG provided tangible knowledge on what the grant can fund and what it cannot fund, how is the cost sharing and how to implement the projects funded by the grant. The basic information, e.g. its purpose, the budget and the items to be procured, was provided as to A-CBG.

However, what A-EBG could be used for was not clear either in the Guidelines or in the presentations. The Guidelines say that the enhanced/top-up A-EBG is a discretionary fund to finance extension reforms. ‘Extension reforms’, however, are quite abstract and, therefore, it is difficult for LGAs to come up with concrete projects that would be funded by A-EBG. Practical examples, e.g. inventory survey or work shops for potential of private extension service providers, should be listed²⁰ in a concrete and understandable manner.

3) PME

The presentation placed greater emphasis on the aspect of participatory approach of PME, e.g. full involvement of the community members in the PME process. It also explained the planning method and the institutional arrangement from village level to regional level.

Mtwara

1) ASDP

The presentation from the planning session was used as this session was mainly for the benefit of the DEDs who had joined the group.

Comments/questions:

- There was some overlap between national and district level, e.g. irrigation will be funded through DIDF and also National Irrigation Development Fund (NIDF), as well as DADG and the LGCDG system. Specific criteria were requested that would clearly denote which source should fund which kind of irrigation scheme.
- In order for the ASDP to succeed, a change of mindset is needed at all levels from village though to Ministry.

²⁰ Some examples are picked up in the *Guidelines for District Agricultural Development Planning, Final-November 2005, Main Text*, p. 34.

Attachment 1

- There are numerous projects working at village level, all using different approaches and systems. ASLMs need to harmonize not just agricultural projects but also village activities supported through other sectors.
- It was argued that 25% of the programme cost to be allocated to the national level was too high, considering the main aim of the programme was to assist farmers and facilitate the involvement of the private sector. ASLMs should be accountable and allocations at the national level should be done in a transparent way.
- A formula based approach assumes a level playing field and takes resources from places where they are needed to places where the need is not so great but they are in a better position to qualify for funding. The feeling was that under the proposed system the South would continue to be deprived.
- It was requested that the ASDP document be distributed as soon as it is finalized.

2) ASDP Financing Arrangement

This was a Power Point presentation, basically outlining the disbursement arrangement through the LGCDG system, formulae for the basic grants, Minimum Conditions (Agreed Actions) and scoring system for Performance Measures. The Minimum Conditions were presented as primary (those which LGAs needed to fulfil immediately to qualify) and secondary (those that could be fulfilled the following year). This is a different interpretation than the LGCDG system²¹.

Questions/comments:

- Issues of performance cannot be addressed without looking at human resources. Regions like Mtwara have difficulty in retaining qualified competent staff, despite incentive packages.
- LGAs often invest in training for staffs that are then transferred out of them. Although the overall system benefits, there is no benefit to the LGAs.
- The policy of assessment for funds seems to be one that is pushed by donors. Donors should use the LGCDG assessment process and its weaknesses to encourage central government to address some of these issues.

3) DADG

The Power Point presentation gave a clear explanation on how the grant could be used and what it could and could not fund. There was some basic information on cost sharing, project implementation and reporting.

Questions/comments:

- Transport is a serious issue for Mtwara. Clear guidance is needed as to whether vehicle purchase is permissible, and from which grant the ASDP will follow up and communicate to LGAs.
- Transfer of ownership was not seen as a necessary process; if the selection process had been correctly followed, ownership by the community should be there from the start.
- Agricultural projects need other processes, e.g. Environmental Impact Assessment (EIA) and DADG should be able to be utilized for these.
- Can DADG be used for cross-cutting issues, e.g. water, land activities, rural roads? It was suggested by the facilitation team that these be dealt with in implementation.

²¹ 'All primary criteria must be met at the time of the assessment whereas an LGA failing to meet up to two secondary conditions may still gain access to CDG if it succeeds in correcting these omissions by 31st December or within two months of the assessment, whichever is closer', PMO-RALG, *Local Government Capital Development Grant System Implementation and Operations Guide* 2005, p. 12.

4) A-CBG

The Power Point presentation gave a brief outline of how A-CBG could be used. It was acknowledged that there was still considerable work to be done in formulation and it was anticipated that training packages similar to those designed by the LGCDG system would be developed. It was suggested by the facilitation team that good utilization of the grant for this year would be a training needs assessment for the agricultural and associated departments.

It was also noted by the participants there was a need for extensive sensitization on the ASDP to all levels and also the community. They advocated the use of mass media campaigns.

5) A-EBG

The Power Point presentation gave a brief overview of how basic and enhanced/top-up grant should be used. It also mentioned extension reforms but gave no clear explanation as to what these entailed and what necessary to fulfil the requirement of passing a council resolution.

The presentation was added to by an observer from the Agricultural Services Facilitation Team (ASFT). What is envisaged is that farmers groups will be the main unit to receive services and individual extension will be discouraged. Registered groups will be ready to receive services from service providers, under a number of contractual arrangements.

At the ward level, Ward Agricultural Resource Centres will be established and Ward Farmers Forums will be formed. Formation will be led by the central level. These reforms will not make the public sector redundant but rather the two will work alongside each other to develop and strengthen the private sector.

Questions/comments:

- What are the specific steps needed in order to pass a council resolution and to develop an extension reform plan?
- There is a need to sensitize the private sector/NGOs. At present private sector service providers are not visible in Mtwara.
- Registration of groups should be done in an easy non-bureaucratic way; the current practice of some groups being registered using co-operative law was perceived by some of the group as problematic.
- It is not realistic to push through a resolution for reform without prior thought and consideration; this needs more specific training. ASLMs need to send specific guidance that addresses this issue.
- It is important that district councillors receive sufficient information before.
- The representatives of the RS raised the fact that the ASDP requires them to be active in advising and guiding the LGAs through planning, implementation and reporting, but there was no provision made for them to fulfil these roles, either through capacity building or re-tooling. The Regional Secretariats were also understaffed for the many demands that de-centralized systems placed on them. The LGAs were in agreement with this but it was emphasized that if the Regional Secretariats were enabled, that allocations should be known and transparent.

(8) Methodology**Morogoro**

It was carried out in a lecture style, followed by a questions and answers (Q&A) session. The questions were grouped together and answered after all questions had been raised in the Q&A session. The used approach did not activate discussions and left several questions unanswered. The session ended 5 hours before the initial plan, although there were several participants who still wanted to ask questions.

Mtwara

The sessions were all straight inputs using Power Point and followed by questions and comments. It was noticeable that DEDs tended to dominate the discussion and other participants who had been vocal in the planning session did not feel as comfortable to ask questions. It may be useful to consider an initial information session for DEDs and then leave the practicalities of implementation to a separate dialogue with the technical staff.

(9) Evaluation Sheet**Morogoro**

Evaluation sheets were circulated on Day 2. The answers were mostly positive, but the room arrangement and catering service received relatively negative evaluations. The quality of the training materials had a few negative evaluations as well. Some stated that the training was below their expectations and not relevant to their jobs.

| | Assess | Very Good (%) | Good (%) | Satisfied (%) | U/S (%) |
|----------|--|---------------|----------|---------------|---------|
| 1 | Workshop Organization | | | | |
| 1.1 | I had no problems with timetable. | 63.3 | 33.3 | 3.3 | 0 |
| 1.2 | Materials were provided in time. | 73.3 | 20.0 | 3.3 | 0 |
| 1.3 | Materials provided were adequate. | 63.3 | 26.7 | 3.3 | 3.3 |
| 1.4 | The room was well arranged. | 36.7 | 36.7 | 16.7 | 0 |
| 2 | Workshop Contribution | | | | |
| 2.1 | Materials presented were up to standard. | 60.0 | 36.7 | 3.3 | 0 |
| 2.2 | Presentations were up to standard. | 60.0 | 36.7 | 0 | 0 |
| 2.3 | Topics discussed were relevant. | 76.7 | 20.0 | 0 | 0 |
| 2.4 | Discussions were useful. | 63.3 | 46.7 | 0 | 0 |
| 2.5 | Expectation were met. | 43.3 | 50.0 | 6.7 | 3.3 |
| 2.6 | The training was relevant to my job. | 63.3 | 26.7 | 6.7 | 0 |
| 3 | Tea/Coffee | | | | |
| 3.1 | Meals were well prepared and served in time. | 43.3 | 36.7 | 16.7 | 3.3 |

Note: U/S = Unsatisfied

Mtwara

There was no evaluation either verbal or written of the two-day implementation session. However, in informal discussions with LGA staff, all seemed satisfied that all questions were answered, and that the facilitators would report back to ASLMs and address the question at a later date in situations where an answer was not immediately available.

5. Recommendations

Overall, the training was a good opportunity for staff of LGAs to refresh their knowledge on planning processes in general, and, for some staff, to hear for the first time about the ASDP and the new approaches and changes in mindset needed to bring about change in the agricultural sector. The practical sessions using their own village, ward and district plans helped LGA staff to analyze critically participatory processes and how their utilization could be improved within their districts. It was also useful to have planners, community development staff and agricultural staffs receive training together. This ensures a more multi-sectoral focus and will assist in ensuring the ASDP is internalized across the LGA, not just within the agriculture department.

However, it is difficult to say that the Guidelines have been properly tested during this exercise, as they were not used as the basis of training in either region, and there was no mechanism in either centre to ensure comments were recorded during the training and

Attachment 1

documented to be used in revision. The Manual has used an earlier draft of Guidelines as its basis, and as formulation is still underway, and thinking is continually moving on. It is also difficult for a team outside the ASDP to adequately communicate current thinking without significant input from the ASDP and a more integrated approach as is envisaged in the Roll-out Training would ensure greater consistency between planning and implementation.

It was useful for LGAs to receive some guidance on utilization of grants, but it is necessary for all LGAs to receive guidance on utilization, as all are receiving standard/basic grants, and the current thinking in implementation needs internalization by all, in order to assist more LGAs to qualify for enhanced/top-up grants the following year. In Mtwara the presence of a member of the ASFT assisted greatly in providing explanation of the concepts of extension reform and how these should be practically applied at LGA level.

There is still considerable work to be done in the formulation of A-CBG if it is to be used effectively. Decision-making at national level is needed to provide guidance on the issue of enhanced participatory processes for agriculture (as used in some agriculture projects operating at LGA level) and utilization of grants to procure vehicles.

As the ASDP document is now finalized and official launching of the programme is now imminent, the document should be distributed to LGAs.

Preparation for Training:

- 1) The room arrangement should be carefully planned suitable for the used approach.
- 2) The training should be carefully scheduled, considering the convenience of the target group to ensure their attendance.
- 3) Copies of handouts enough for all the participants should be prepared in advance.

Improvement of Facilitation:

- 1) An adequate skill mix is needed in each facilitation team, ensuring that there is a mix from all ASLMs in each team.
- 2) Trainers should have a good understanding of the purpose of the training and current thinking and agreements on implementation within the ASDP.
- 3) The trainers should be familiar enough with the training materials to utilize them effectively and efficiently in the training.
- 4) Accurate information and familiarity with Local Government systems, particularly the LGCDG system is necessary to ensure consistency.

Improvement of Training Process:

- 1) The target of the training, i.e. to enable the LGA to produce a credible DADP that can be used as the basis of funding should be focused. In order to achieve this, the emphasis of the training should shift from village processes to equipping the LGA to train the WFT effectively and also DADP formulation and implementation.
- 2) The training process for planning and implementation needs to be formulated in an integrated way, so that there is coherence between planning and implementation.
- 3) Planning methodology should be taught in a clear, logical step-by-step manner, with the linkages clearly shown between where the O&OD process ends and PCM planning methodology begins²².

²² The strategies of combining O&OD and Logical Framework are proposed in 'Study on the Logframe and O&OD Approaches at Community Level in Tanzania'.

Attachment 1

- 4) There should be specific inputs on how to enhance agricultural facilitation in development planning at village, ward and LGA level.
- 5) All LGAs should receive training in planning and implementation, regardless of their status within the LGCDG system.
- 6) The private/NGO sector should be participants in training; LGAs need specific guidance in how to include the private sector at this stage.
- 7) To ensure the above, an additional well-prepared ToT should be held prior to the Roll-out Training. ToTs should be held before each phase of training, with feed-back from training with up-date/share information and constraints that have been noted for improvement.

Improvement of the Guidelines:

- 1) The Guidelines need further effort to be finalized. There is inconsistency with other guidelines, e.g. purchase of vehicles, which is allowed under DADP but not under the LGCDG system. The issues should be discussed and agreed by central government to be consistent with existing guidelines i.e.: PMO-RALG LGCDG System Implementation and Operations Guide July 2005; and ASDP Guidelines for District Agricultural Development Planning and Implementation (Draft).
- 2) The main issues/concerns for district officers to prepare/implement DADPs should be picked up, e.g. screening criteria of VDPs, how to prepare Logical Framework Matrixes, the way to combine a DADP into a DDP, the Minimum Conditions, scoring system²³, and how to use the grants, et cetera, and it should be ensured that they will be all included in the training and the Guidelines.
- 3) The Guidelines should make clear reference to Annexes in cases where there is relevant information.
- 4) All inputs as to how to achieve a good agricultural output in the planning process at village, ward and LGA level should be included in the Guidelines.
- 5) As these are not ready, it is recommended that brief handouts for these inputs are prepared and utilized in the Roll-out Training, while awaiting finalization of the Guidelines.

Improvement of the Manual and Power Point Presentations:

- 1) Since the Manual which the consultant prepared is based on the Guidelines, PMO-RALG O&OD Hand Book April 2004 and PMO-RALG O&OD Rural Process April 2004, the Manual is not necessarily needed. Rather the guidelines when finalized should contain all that is needed for both planning and implementation.
- 2) Power Point presentations should be prepared in simple and understandable form with fewer words and less information in one page. It is also important to distribute handouts of all presentations to enhance participants' understanding.
- 3) The handouts used for utilization of the grants should be enhanced to include guidance on preparation of an extension reform plan and the process of passing a council resolution on reform. Practical examples of effective utilization of grants should be included in all handouts.

Roll-out Training:

²³ How to set the Scoring System is still under discussion.

Attachment 1

This is planned to commence from 24 July, in a number of sites throughout the country. In light of the above recommendations and the input that the Roll-out Training can have in revision of the Guidelines, it is recommended that training takes place in phases, rather than simultaneously.

It is also recommended that more phases of training using a smaller pool of facilitators, with intervals to analyse performance and enhance subsequent training, would improve the skills of facilitators.

6. References

- Ministry of Agriculture, Food Security and Cooperatives, *ASDP Basket Fund Financial Mechanism Document*, Draft, January 2006.
- _____, *Agricultural Sector Programme Support II Danida, Improving DADP Planning and Implementation through Study and Analysis of Lessons Learned in Iringa and Mbeya Regions, Final Study Report*, June 2005.
- _____, *Training Material for DADPs Planning and Training Delivery to 21 LGAs, Volume 1: Main Document*, June 2006.
- _____, *Training Material for DADPs Planning and Training Delivery to 21 LGAs, Volume 2: Annexes*, June 2006.
- President's Office - Regional Administration and Local Government, *Local Government Capital Development Grant (LGCDG) System, Implementation and Operations Guide*, July 2005.
- _____, *Local Government Capital Development Grant System, Planning Guidelines for Villages and Mitaa*, October 2004.
- _____, *Local Government Capital Development Grant System, Manual for the Assessment of Councils against Minimum Access Conditions and Performance Measurement Criteria*, November 2004.
- _____, *The Opportunities and Obstacles to Development, A Community Participatory Planning Methodology, Hand Book*, April 2004.
- _____, *The Opportunities and Obstacles to Development, A Community Participatory Planning Methodology, Training Manual*, April 2004.
- _____, *The Opportunities and Obstacles to Development, A Community Participatory Planning Methodology, Rural Process*, April 2004.
- The United Republic of Tanzania, *Agricultural Sector Development Strategy*, October 2001.
- _____, *Guidelines for District Agricultural Development Planning and Implementation*, Draft, June 2006.
- _____, *District Agriculture Development Plans Support Programme Document Volume 1*, May 2005.
- _____, *Agricultural Sector Development Programme (ASDP), Support Through Basket Fund, Government Programme Document*, May 2006.
- _____, *Guidelines for the Preparation of Medium Term Plan and Budget Framework for 2006/07-2008/07 (Part I), Working Document*, March 2006.
- _____, *Guidelines for the Preparation of Medium Term Plan and Budget Framework for 2006/07-2008/07 (Part II), Forms for Budget Submission and Implementation*, March 2006.
- Development Cooperation Ireland, *Strategic Review of the Eastern Zone Client Oriented Research and Extension (EZCORE) Project, Draft Report*, November 2004.
- IFAD, *Study on the Logframe and O&OD Approaches at Community Level in Tanzania*, January 2005.
- World Bank, *Project Appraisal Document on a Proposed Credit in the Amount of SDR 61.6 Million (USD 90 Million Equivalent) to the Republic of Tanzania for a Tanzania Agricultural Sector Development Project*, May 19 2006.

Attachment 2

JAPAN INTERNATIONAL COOPERATION AGENCY (JICA)

**Rural and Agricultural Development Advisory Group of JICA Tanzania Office
(RADAG)**

**Monitoring and Evaluation on
The Roll-Out Training for
District Agricultural Development Planning and Implementation in
Arusha and Ruvuma Regions²⁴**

Catherine Murphy and Ippei Itakura

Table of Contents

| | |
|--|---------|
| 1. Introduction..... | Att2- 2 |
| 2. Preparation for Roll-Out Training | Att2- 2 |
| 3. Findings | Att2- 3 |
| 4. Conclusion and Recommendations..... | Att2- 7 |
| 5. References..... | Att2- 8 |

²⁴ The findings, interpretations and recommendations expressed in this report are those of the authors and should not be attributed in any manner to the Japan International Cooperation Agency (JICA).

1. Introduction:

In order to support the implementation of the local investment component of the ASDP, the ASDP Secretariat, under the direction of the Committee of Directors, was charged with providing training for use of DADP guidelines for all LGAs in the country. It was also agreed that guidance on implementation and utilization of the three agricultural grants (DADG, A-EBG, and A-CBG) should be given to all LGAs before disbursement of funds commences for the financial year 2006/07.

As described in the ASDP Government Programme Document²⁵, all LGAs will receive basic grants for agriculture, with enhanced grants available for those LGAs who qualify by meeting both the general and agricultural Minimum Conditions/Agreed Actions as defined in the LGCDG Assessment. This was carried out by PMO-RALG in all LGAs earlier this year.

Trial training was carried out in two regions in June 2006, namely Morogoro and Mtwara. The training was carried out in two phases: DADP training for all LGAs for four days, facilitated by consultants, and two days training on utilization of the agriculture grants, only for LGAs who had qualified in the recent LGCDG assessment, and facilitated by ASLM staff.

JICA-RADAG attended the training in both sites, and made some recommendations to the ASDP Secretariat both verbally and in the form of a written report²⁶. Some revisions were made and roll-out training commenced on 24th July in four regions: Ruvuma, Arusha, Mbeya, and Kilimanjaro. Subsequent training is planned for Iringa, Manyara, and Rukwa regions from 31st July to 4th August.

JICA-RADAG attended roll-out training in Arusha and Ruvuma. Detailed below is a report of the training process in these two centres, highlighting differences noted from the trial training process, with some recommendations for further improvement.

2. Preparation for Roll-out Training:

- A two day training for ASLM facilitators was carried out on 18th and 19th of July, facilitated by consultants as part of their contractual agreement.
- The training was based on the training manual and focused on the planning processes, with a strong emphasis on village level planning.
- No training was given on utilization of the three agricultural grants.
- Some of the proposed trainers had limited knowledge of the ASDP, and even more limited knowledge of the LGCDG system.
- There was no guidance as to how teams should organize themselves and what further personal preparation/reading was needed

These issues were highlighted to the ASDP Secretariat by JICA-RADAG following the training, and some of these issues were addressed in an internal meeting with

²⁵ The United Republic of Tanzania, *Agricultural Sector Development Programme (ASDP), Support Through Basket Fund, Government Programme Document*, May 2006.

²⁶ JICA-RADAG, *Monitoring and Evaluation on the Trial Training for District Agricultural Development Planning and Implementation in Morogor and Mtwara Regions*, June 2006

Attachment 2

ASLM facilitators prior to roll-out training. These included discontinuation of the distribution of a separate training manual for agriculture, some revision of the hand-outs for implementation, and guidance on division of labour and team work.

3. Findings:

3.1 Schedule and Venue:

The training was held from 24th to 29th July in Songea and Arusha towns.

3.2 Objectives:

1. To strengthen the capacity of LGAs to plan DADPs effectively
2. To ensure LGAs have sufficient guidance on how to utilize agricultural grants effectively; both base and enhanced
3. To ensure the number of LGAs that qualify for enhanced agricultural grants increase for 2007/08

3.3 Trainers:

The training was facilitated by ASLM staff. In Ruvuma this consisted of staff from MAFC, MLD, PMO-RALG as well as ASPS. In Arusha the skill mix of facilitators was the same, with the addition of two staff member from PADEP; one who assisted in facilitation and the other provided logistic support.

3.4 Participants:

Participants from all 5 LGAs of Arusha (Arusha MC, Arumeru, Karatu, Monduli, and Ngorogoro), and 5 LGAs of Ruvuma (Mbinga, Namtumbo, Songea MC, Songea Rural, and Tunduru), participated in the training. DEDs did not attend any of the training; they will have orientation to the ASDP programme at a separate workshop to be held in Dodoma in early August.

There was active participation from the RS in both regions, with representatives present throughout. The ZRELO attended the Arusha training, but private sector participation was only observed in Ruvuma.

3.5 Time-table:

A time-table that had been prepared by ASDP Secretariat was circulated for use by facilitators. This was planned by the ASDP Secretariat to cover the following topics:

- Training objectives
- Overview of the ASDP
- Development Planning/Planning cycle/Participatory planning
- DADPS, DADP guidelines and its planning structure
- DADP/DDP planning process
- DADP in relation to national sector policies and strategies
- Adequacy of agriculture interventions at village ward and LGA level
- DADP in context of PMO-RALG planning guidelines
- MTEF Budgeting
- ASDP financing arrangements
- DADG

Attachment 2

- A-CBG
- A-EBG
- Way forward

However, in both regions, this was dealt with flexibly to allow for individual needs, and also adjustment was made in order to ensure a more logical sequence for the training.

3.6 Training Materials:

The training manual has not been distributed, though used by facilitators internally. It has been replaced by hand-outs prepared by the ASDP Secretariat in conjunction with the main text of the DADP guidelines. The following were also distributed:

- *Agricultural Sector Development Strategy (ASDS)* in English
- *Shorter Agricultural Sector Development Strategy (ASDS)* in Swahili
- *Agricultural Sector Development Programme Framework and Process Document* in English
- Pamphlet of the Agricultural Sector Development Programme in Swahili

The O&OD Rural Process²⁷ and LGCDG Operational Guide²⁸ were not distributed, despite these being the basis of LG planning. The ASDP Government Programme Document was not made available.

In Ruvuma the three annexes of the draft DADP guidelines and the appendix to the Annex on Irrigation guidelines were also distributed to LGAs and the RS for feedback and inputs.

As each facilitator made individual adjustments to the hand-outs, what was being used for hand-outs in each region differed. There were also some problems with availability of some of the materials e.g. in Arusha neither the facilitator nor participants had the hand-out for A-EBG prior to the presentation. While both facilitation teams did their best to ensure that participants received adjusted training materials, this was not always possible.

3.7 Content:

There was some deviation from the proscribed topics in both regions. In Arusha sessions were added on:

- Participatory Monitoring and Evaluation
- SWOT analysis at LGA Level
- Analysis of Capacity needs at Village Ward and LGA level
- Proposed Structure for DADP

²⁷ President's Office - Regional Administration and Local Government, *The Opportunities and Obstacles to Development, A Community Participatory Planning Methodology, Rural Process*, April 2004

²⁸ President's Office - Regional Administration and Local Government, *Local Government Capital Development Grant (LGCDG) System, Implementation and Operations Guide*, July 2005.

Attachment 2

In Ruvuma extra input was given on:

- Linkage between Problem/Objective Analysis and O&OD analysis
- Participatory Monitoring and Evaluation

The content of the sessions covered the same basic material as was covered in the trial training, but with more emphasis on how to enhance agriculture output in the VDP, WDP, and DDP. Although O&OD methodology was primarily used, this was slightly modified in Arusha, where not all LGAs have received training in O&OD, and PADEP is using extended PRA for the villages in the project.

There were a number of comments from participants that had already been noted during trial training. Additional comments from both training centres have been noted below:

Planning:

- The O&OD process should have a direct focus on agriculture rather than social issues; this would ensure agriculture issues are reflected in VDPs.
- Flexibility is needed in planning until all villages have been covered in the O&OD process
- More clarity and specific guidance is needed on how to involve the private sector in planning for VDP, WDP, and DADP
- Clarification is needed on how Farmer Fora (FF) should be established and how they should operate. Although it was clarified by the facilitator in Ruvuma, this information is contained in the draft PIP and has not yet been made available to LGAs.
- Guidelines and information on planning processes are very late reaching LGAs from ASLMs. Also the line of communication (i.e. through PMO-RALG) should be clarified.
- There is confusion about previous experiences of DADP and what is proposed now. A number of participants in both centres referred to previous (negative) experiences of planning for DADPs in previous years.
- The development of innovative farmers could be one way of strengthening institutional arrangements at village level: the private sector can support in terms of technology transfer, while the public sector supports in terms of institutional arrangement. This is already in practice in Songea Rural and Mbinga.
- The District Extension Officer (DEO) should be included in the DFT
- Analysis of problems and development of strategic objectives at village level is normally derived through group discussions, rather than using the Problem Tree approach, hence both lack in-depth analysis. It is useful if this approach is used to enhance O&OD.
- Practical sessions on the MTEF were very useful, as agriculture staff are not normally included in this exercise at LGA level.
- How DADPs relates to LGMD and PLANREP should be clarified so that these systems can be used for M&E.
- There should be resource centres in every district that give farmers, NGOs, and the private sector information on best practice and marketing.

Implementation:

- How will evidence of commitment to a participatory process be assessed? This was answered by the facilitation team, despite the fact it is not one of the Minimum Conditions for assessment.
- Qualification for DALDO position is a concern; there are some LGAs where staff working under the DALDO have a higher qualification.
- The issue of transport was dealt with differently in the two centres: in Ruvuma it was permitted. In Arusha it was explained that a higher level decision has not been made as yet.
- There is insufficient staff at LGA level to implement DIDF; if irrigation targets are to be met, there should be a human resource allocation of irrigation staff to each LGA.
- Co-ordination should be increased between LGA and Zonal Irrigation staff; however, similar capacity issues exist at the Zonal level.
- There is confusion over numerous teams at all levels to cover services and investment, e.g. DFT and DCT while human resources are scarce.
- Timing of disbursement of grants is critical for Agriculture; delay has been experienced by LGAs receiving LGCDG funds.
- Can A-CBG be used to finance loans from Ministry of Science, Technology, and Higher Learning Education? The reply was in the negative.
- There is concern over the number of private service providers available, especially for the livestock sector which has diverse needs.
- The LGCDG assessment needs to be flexible when assessing LGAs where O&OD has not been rolled-out. Some LGAs felt they had been negatively scored for something that was outside of their control.
- The formula used for calculation of the grants is not equitable. The area of the district should be considered alongside the number of villages.

As can be seen from the above list, there are still a number of areas that need clarification or there will be confusion when LGAs start implementation (e.g. institutional arrangement for local investment and services, use of grants for the procurement of vehicles).

3.8 Methodology:

Although the approach was mainly participatory, it could be more encouraged in both centres. In both centres, some of LGA staff did not bring their VDPs, WDPs or DADPs as requested.

It was also noticeable that a number of questions arose during the planning sessions about implementation issues. These were normally deferred to implementation sessions. It would be useful to have a more integrated approach to planning and implementation issues; if the participants in Arusha had realized that the planning process was linked to receipt of grants, this may have increased motivation for the planning part of the training; in Ruvuma, one DALDO expressed that the explanation on grants provided by facilitators was clear but lack of experience of making plans, for example, for A-CBG, would be the problem, implying the need for experiencing exercises of planning according to each grants.

3.9 Evaluation:

Participants in both centres were requested to fill in a questionnaire at the end of the training. The results showed general satisfaction with the training, with most participants responding that their overall expectations were met. Participatory training methods were welcomed, with limited time for training mentioned as participant's least liked aspect of the training. O&OD planning was mentioned most often as something that would change the participant's way of working.

4. Conclusion and Recommendations:

Overall, there was a general improvement in the training process, with a number of recommendations being used in adjusting the training programme. The facilitation by a team from ASLMs, without external consultants gave a more consistent approach to the training process for both planning and implementation.

In both centres, there was excellent team work, with facilitators assisting each other to give a good output. There was good communication, with planning and feed-back sessions every day and a very responsive approach to the needs of the participants. Below are some areas that could be improved on before the next phase of training.

Improvement of facilitation:

- Selection of facilitators should be given more attention. While it is appreciated that this is a capacity building exercise for ASLM staff, it is important that facilitators are conversant with ASDP and Local Government issues. A mix of facilitators from ASLMs, Regional, and LGA level, as practised in the health sector would provide more balance to the teams and would be in line with GoT's policy of decentralization. It is also important that once facilitator and participants are assigned to training that they are not called back to Dar es Salaam or the District Office for other duties.
- Facilitators should be very conversant with the training materials. This requires that they are fully involved in preparation of the training material and are advised on background reading prior to the training. More attention is needed in matching sessions to the facilitator on the team who has the most appropriate skill mix.
- Issues that require decision making from Director Level e.g. transport should have this clearly communicated to facilitators prior to training, in order to avoid confusion and/or misuse of grants.

Improvement of training process:

- Although the training is more focused, there is still need for further emphasis on equipping the LGA to train the WFT effectively and to ensure good agriculture output in village ward and district plans.
- The training process for planning and implementation needs to be further integrated; it would give greater meaning to the training if it was made clear from the onset what grants were available to LGAs (e.g., explanation on grants could be done before going to group exercise on planning).
- There is still some mixing of planning methodology (O&OD and PCM), this is necessary for LGAs who have not yet received training in O&OD, however the linkages between the two should be clearly shown (e.g. facilitators could prepare a good example and present it to participants).

Attachment 2

- Specific guidance on the structure of the DADP was developed by the facilitator from PADEP in Arusha; this should be integrated into the training programme for all LGAs.
- Although the private sector participated in Ruvuma, there should be specific guidance on how LGAs involve the private sector in the training.
- There should be feed-back meetings after each phase of training for all facilitators, where lessons learnt can be incorporated, and a more uniform approach adopted before any subsequent training.
- Although there will be a separate sensitization workshop for DEDs in August, this should be followed up with a more technical input once implementation is underway, to ensure DEDs are fully aware of how grants should be utilized.

Improvements for the Guidelines and training materials:

- There should be a concerted effort to finalize the guidelines and annexes and ensure their consistency with the ASDP Government Programme Document and Local Government systems. Although the ASDP Secretariat plans to complete this task in September after training, it would enhance training if completed guidelines were being utilized at this stage.
- All hand-outs should be revised and unified among facilitation teams who go to different regions but are expected to give the same message to them. And all inaccuracies/inconsistencies with ASDP Government Programme Document and Local Government systems be revised.
- Further integration of investment and services at local level is needed to avoid confusion and duplication e.g. formation of a DFT for investment is described in planning, and a DCT for services is described in implementation, this should be the same team with integrated functions.
- Roles and responsibilities for provision of training materials should be clearly defined e.g. if PMO-RALG guidelines can only be distributed by PMO-RALG, this should be agreed and arranged prior to the training.

5. References:

JICA-RADAG, *Monitoring and Evaluation on the Trial Training for District Agricultural Development Planning and Implementation in Morogoro and Mtwara Regions*, June 2006

Ministry of Agriculture, Food Security and Cooperatives, *ASDP Basket Fund Financial Mechanism Document*, Draft, January 2006.

President's Office - Regional Administration and Local Government, *Local Government Capital Development Grant (LGCDG) System, Implementation and Operations Guide*, July 2005.

_____, *Local Government Capital Development Grant System, Planning Guidelines for Villages and Mitaa*, October 2004.

_____, *Local Government Capital Development Grant System, Manual for the Assessment of Councils against Minimum Access Conditions and Performance Measurement Criteria*, November 2004.

_____, *The Opportunities and Obstacles to Development, A Community Participatory Planning Methodology, Hand Book*, April 2004.

Attachment 2

- _____, *The Opportunities and Obstacles to Development, A Community Participatory Planning Methodology, Training Manual*, April 2004.
- _____, *The Opportunities and Obstacles to Development, A Community Participatory Planning Methodology, Rural Process*, April 2004.
- The United Republic of Tanzania, *Agricultural Sector Development Strategy*, October 2001.
- _____, *Guidelines for District Agricultural Development Planning and Implementation*, Draft, June 2006.
- _____, *District Agriculture Development Plans Support Programme Document Volume 1*, May 2005.
- _____, *Agricultural Sector Development Programme (ASDP), Support Through Basket Fund, Government Programme Document*, May 2006.
- _____, *Guidelines for the Preparation of Medium Term Plan and Budget Framework for 2006/07-2008/07 (Part I), Working Document*, March 2006.
- _____, *Guidelines for the Preparation of Medium Term Plan and Budget Framework for 2006/07-2008/07 (Part II), Forms for Budget Submission and Implementation*, March 2006.
- World Bank, *Project Appraisal Document on a Proposed Credit in the Amount of SDR 61.6 Million (USD 90 Million Equivalent) to the Republic of Tanzania for a Tanzania Agricultural Sector Development Project*, May 19 2006.

**Key Findings on DADP Roll-out Training
in
Kagera and Kigoma Regions
August 2006**

Different Approaches of Facilitation teams:

The approach of teams and emphasis on different aspects is natural, given that facilitators are naturally drawn to areas in which they have more knowledge or expertise. Team 1 (in Ruvuma) have emphasized district level planning processes (e.g. MTEF budgeting and DADP preparation) while Team 4 (in Kagera) focused on the process of planning VADP/VDP and WDP. Team 2 (in Arusha) and Team 3 (in Kigoma) have covered all stages in the process and given necessary attention to both village and district level activities.

There is also a need for flexibility in being responsive to the needs of the participants; not all districts have completed the O&OD exercise, and there are a number of districts where more than one participatory process is in use. In those centres, it has taken longer to ensure districts understand the development of a VDP/WDP that is favourable to agriculture. It would be useful if the facilitators had some common understanding on the main areas that should be covered and some flexibility with the time-table to ensure those common areas are covered.

Composition of teams:

The composition of teams was quite different. Team 3 in Kigoma had a good mix of facilitators from MAFC, MLD, and ASPS. Team 4 in Kagera was composed of 3 team members from MAFC and one from PADEP. This tended to emphasize a focus on increased crop production, with little consideration on other agricultural development aspects e.g. cooperatives, services, and livestock issues. In the final evaluation by participants, the absence of facilitators from other ASLMs was noted as a deficit. Rigidity and unwillingness to change by some facilitators was also noted.

Private Sector Representation:

Two private sector representatives attended the training in Kigoma; one from an NGO, and one from a private company. In Kagera there were no participants from the private sector. A list of private sector entities operating in the region was circulated to participants in Kagera. This assisted in raising awareness with LGAs. This would be a useful tool for future training, as an entry point for discussing how to identify and involve the private sector. If the data is not available or up-to-date, it would be useful to ask participants to list the private sector entities working in their district and share the information.

Changes in Time-table:

The time-table has been changed from a six to a five day process by ASDP Sec. it is not clear whether this is a budgetary or time constraint. In Kigoma the team dealt well with the changes and completed the process thoroughly within the allocated time. In Kagera this proved more problematic. It may be more beneficial if the extra day is there for those that need it, particularly centres who need more time to understand the linkages between O&OD and the development of the VDP.

The sessions on grants have been moved to the start of the training, before the planning process. This proved very effective in Kigoma, where the facilitators consistently linked

the planning process back to what had been presented in the presentations of grants. This linkage was not demonstrated in Kagera.

Experience from other Programmes:

In both regions, experience gained in other programmes has laid a foundation of knowledge of participants e.g. contracting out to the private sector in Kagera. Some of these districts have a greater comparative advantage when it comes to understanding, planning and implementing DADP; this may give rise to greater disparity among districts. It is also important to note that both regions are part of DASIP 1 and considerable support will be offered to these regions in internalizing DASIP down to ward and village level. It is vital that these processes are monitored by ASDP, to ensure lessons of best practice can be absorbed by the programme and adopted nation-wide.

Gender:

While it is acknowledged that there is a gender imbalance in the agriculture sector, this was pronounced in Kigoma, with only three female participants; one of whom was from the private sector. As such a large percentage of agricultural activities are carried out by women, there should be more effort to ensure the DFT who will train at ward and village level is not entirely male.

Issues from Participants:

- Provision of up-dated documents in a consolidated manner
- How is participatory M and E related to PlanRep?
- Sensitization is necessary for all stakeholders.
- Livestock should be incorporated into the training.
- PMO-RALG circular on finance arrangements at village level has not yet been seen.
- Retention of staff fro remote regions needs to be addressed by PMO-RALG if the programme is to succeed.
- The existing O&OD process is too short to provide a serious analysis of O&OD.
- Community participation in O&OD is difficult as PMO-RALG does not allow any type of incentive to communities to give of their time.
- Specific assistance is needed to identify the private sector and also to identify specific activities they can implement.
- Good data for planning is problematic; LGMDB is not operational in many districts due to lack of funds for data collection.

**Key Findings on DADP Roll-out Training
in
Lindi and Tanga Regions
September 2006**

Members from JICA-RADAG attended the training in the above two regions. Due to pressure of time, the team were unable to attend the full week of training, hence what is outline below are observations of the first three days of the process.

Different Approaches of Facilitation teams:

This has been highlighted in previous reports and remains an issue in this phase of training. While it is expected there will be individual styles according to each facilitator's individual skills, there needs to be common agreement on the basic approach and what is essential to be taught. Team 2 in Lindi covered the planning process using reference to both O&OD methodology and PRA, while in Team 4 in Tanga emphasized PRA. This may have been because O&OD has not been rolled out in Tanga Region yet. The challenge for these districts will be to make a linkage between this training, and O&OD when roll-out happens. It is also a good opportunity to ensure improved facilitation for agriculture in the O&OD process.

Composition of teams:

There is still quite some variation in the skill mix of teams. Team 2 in Lindi had a good mix of facilitators from MAFC, MLD, PADEP and PMO-RALG. Team 4 in Tanga was composed of 3 team members from MAFC and one from PADEP. There was also the attendance of a logistics officer from PADEP for accounts and a secretary from ASDP Secretariat. Team 3 has suffered from a lack of consistency in its membership, with a number of changes in its make-up. This is evident in some member's lack of conversancy with the training materials, in comparison with other teams at this stage of the training. This team also lacks anyone with experience of local government systems, and this knowledge has not been acquired during the training process. However, despite these constraints a good effort was made by all members.

Utilization of Grants:

In both centres, all grants were covered on the first day. In Lindi all grants were presented followed by a plenary session for questions and answers on all grants. In Tanga, there was restricted time for limited questions following each of the three presentations. From my perspective, utilization of the grants is the most critical aspect of the training. In reality, most districts have been exposed to participatory planning processes, either through SEP, or other agricultural projects. It is essential that districts are clear about utilization of grants and how the system links with LGCDG system. The training still differentiates between base grants and enhanced grants according to their funding source. This is an unnecessary demarcation at district level, where the LGCDG system should be followed for all agricultural funds received. District's understanding of the training they have received should be ascertained during follow-up activities, and, if necessary, further instruction and guidance should be given.

Private Sector Representation:

There was private sector representation in both regions. Representation was particularly good in Lindi, where each district selected a representative of either a network or

Attachment 4

Association, who hopefully would then return and give feed-back to a wider grouping. This area needs further attention, and could be addressed through specific inputs on services, during follow-up to the training.

Changes in Time-table:

The time-table has been changed from a six to a five day process by ASDP Sec. From discussion with the facilitation team in Tanga it appears that this is a budgetary constraint. It may be more beneficial if the extra day is allowed for those that need it, particularly centres who need more time to understand the linkages between O&OD and the development of the VDP. It would also be useful if facilitators were consulted about changes in the time-table, and appropriate guidance given as to how the time should be managed effectively.

Gender:

The gender balance was particularly poor in Lindi, with only three female participants; two of whom were from Lindi Town Council. This was noted in Kigoma also, and will have a negative impact on participation of women at village and ward level if the facilitation teams are wholly male. In regions where there is few female staff at the district level, LGAs should be encouraged to co-opt some female members to the DFT from other departments or from relevant NGOs.

Issues from Participants:

- PMO-RALG circular on finance arrangements at village level has not yet been seen.
- Retention of staff from remote regions needs to be addressed by PMO-RALG if the programme is to succeed.
- Specific assistance is needed to identify the private sector and also to identify specific activities they can implement.
- There is no village in Liwale district with a Village Extension Officer, although it is not clear how many are stationed at District Headquarters.
- Lindi Town Council requested WFT and DFT to prepare plans on behalf of mtaa as there is no EELC operating at this level. This is a concern and the relevant institutional issues should be addressed rather than have higher levels of government planning for the community.
- Cost sharing as described in the draft guidelines was considered too restrictive in Tanga
- It is not clear how districts will manage to start training of WFTs in time for this year's planning process.
- PMO-RALG planning guidelines are always late, not usually reaching LGAs before February. This needs to be addressed by PMO-RALG if LGAs are to implement effectively.

Appendix 5

JAPAN INTERNATIONAL COOPERATION AGENCY (JICA)
Rural and Agricultural Development Advisory Group of JICA Tanzania Office (JICA-RADAG)

**Support for DADP Backstopping
in the Regions of Coast, Rukwa and Ruvuma**

(Final Draft)

March 2007

Fuminori Arai

Table of Contents

| | |
|---|----|
| 1. Introduction..... | 1 |
| 1.1 Background..... | 1 |
| 1.2 Support of the Central Government for LGAs in DADP Planning..... | 1 |
| 1.3 Objectives of the Backstopping..... | 2 |
| 2. Objectives and Support Activities of JICA-RADAG..... | 4 |
| 2.1 Objectives of the JICA-RADAG Support..... | 4 |
| 2.2 Major Support Activities of JICA-RADAG..... | 4 |
| 3. Major Findings and Observations..... | 6 |
| 3.1 Findings on the Progress of 06/07 DADP Implementation..... | 6 |
| 3.2 Findings on Progress of 07/08 DADP Planning..... | 6 |
| 3.3 Observations on the Backstopping of DADP Planning..... | 7 |
| 4. Issues..... | 12 |
| 4.1 Issues of DADP Implementation..... | 12 |
| 4.2 Issues of DADP Planning..... | 12 |
| 4.3 Issues of Facilitation..... | 12 |
| 5. Conclusions and Proposals..... | 15 |
| 5.1 Conclusions..... | 15 |
| 5.2 Proposals for the Improvement of DADP Implementation and Planning..... | 15 |
| 5.3 Proposals for the Improvement of Facilitation..... | 17 |
| Attachment 1. Check list for the Backstopping..... | 19 |
| Attachment 2. Sample of table of contents for backstopping report..... | 20 |
| Attachment 3. Summary of findings on the progress of 06/07 DADP implementation..... | 21 |
| Attachment 4. Summary of findings on the progress of 07/08 DADP planning..... | 24 |

Abbreviations and Acronyms

| | |
|-----------|---|
| ASDP: | Agricultural Sector Development Programme |
| ASDS: | Agricultural Sector Development Strategy |
| ASLMs: | Agricultural Sector Lead Ministries (including PMO-RALG) |
| CMT: | Council Management Team |
| DADG: | District Agricultural Development Grant |
| DADP: | District Agricultural Development Plan |
| DALDO: | District Agriculture and Livestock Development Officer |
| DANIDA: | Danish International Development Agency |
| DC: | District Council |
| DCI: | Development Cooperation Ireland |
| DCO: | District Cooperative Officer |
| DDP: | District Development Plan |
| DED: | District Executive Officer |
| DFID: | Department for International Development |
| DPLO: | District Planning Officer |
| FAO: | Food and Agriculture Organization of United Nations |
| GOT: | Government of Tanzania |
| ICC: | Inter-Ministerial Coordination Committee |
| IFAD: | International Fund for Agricultural Development |
| JICA: | Japan International Cooperation Agency |
| LGA: | Local Government Authority |
| LGCDG: | Local Government Capital Development Grant |
| LGRP: | Local Government Reform Programme |
| M&E: | Monitoring and Evaluation |
| MAFC: | Ministry of Agriculture, Food Security and Cooperatives (since January 2006) |
| MAFS: | Ministry of Agriculture and Food Security (up to December 2005) |
| MC: | Municipal Council |
| MCM: | Ministry of Cooperatives and Marketing (up to December 2005) |
| MITM: | Ministry of Industry, Trade and Marketing (since January 2006) |
| MLD: | Ministry and Livestock Development |
| MTEF: | Medium Term Expenditure Framework |
| NFs: | National Facilitators |
| NF team: | National Facilitation team |
| O&OD: | Opportunities and Obstacles to Development |
| PME: | Participatory Monitoring and Evaluation |
| PMO-RALG: | Prime Minister's Office - Regional Administration and Local Government (since January 2006) |
| PO-RALG: | President's Office - Regional Administration and Local Government (up to December 2005) |
| RAA: | Regional Agriculture Adviser |
| RAS: | Regional Administrative Secretary |
| RCA: | Regional Cooperative Adviser |
| RLA: | Regional Livestock Adviser |
| RS: | Regional Secretariat |
| SACCO: | Savings and Credit Cooperative Society |
| TC: | Town Council |
| TIC: | Technical Inter-Ministerial Committee |
| VEO: | Village Executive Officer |
| WEO: | Ward Executive Officer |

1. Introduction

1.1 Background

Under the Poverty Reduction Strategy, the Government of Tanzania (GOT) formulated the Agricultural Sector Development Strategy (ASDS) in October 2001 and the Agricultural Sector Development Programme (ASDP) in March 2003. JICA, together with DANIDA, DCI, DFID, EU, FAO, IFAD and the World Bank, has been assisting GOT in formulating and implementing ASDS/ASDP, with particular focus on the District Agricultural Development Plans (DADPs), through which ASDP is implemented at district and field levels.

The three ministries, Ministry of Agriculture, Food Security and Cooperatives (MAFC), the Ministry of Livestock Development (MLD) and the Ministry of Industry, Trade and Marketing (MITM)¹ coordinate to implement ASDP at the national level. These ministries are also responsible for assisting and monitoring the implementation of ASDP at the district level, i.e. DADPs in cooperation with the Prime Minister's Office – Regional Administration and Local Government (PMO-RALG), which has jurisdiction over the local government authorities (LGAs). LGAs, the district councils in particular, assume responsibility for formulating and implementing DADPs, following the guidelines provided by the central government.

In the fiscal year 2006/07, given the establishment of the ASDP Basket Fund, the government commenced anew effort to implement the programme. Recognizing the major role of DADP playing in the programme, the government has paid particular attention on the DADP planning and implementation. A brief summary of government activities in support of DADP planning and implementation is given in the next section.

1.2 Support of the central government for LGAs in DADP planning

The support of the central government for LGAs in planning and implementing DADPs started in June when training for LGAs' agricultural staff was commenced.

(1) DADP Training (June to September 2006)

DADP Training was held with the aim of

- Providing guidance on planning of DADP and utilization of the three agricultural grants (DADG, A-EBG, and A-CBG) based on the draft DADP Guidelines
- Receiving feedbacks from LGAs to finalise the DADP Guidelines

After DADP Training, there were two major challenges:

- Finalization of the DADP Guidelines; and
- Follow-up to ensure that LGAs produce DADP for 2007/08, especially the District Facilitation Team (DFT) effectively trains the Ward Facilitation Team (WFT) on DADP

¹ These ministries, together with PMO-RALG, are called the Agriculture Sector Lead Ministries (ASLMs). They were reorganized from the Ministry of Agriculture and Food Security (MAFS), the Ministry of Water and Livestock Development (MWLD) and the Ministry of Cooperatives and Marketing (MCM) in January 2006.

before planning process at village level starts.

(2) Finalization of the DADP Guidelines (October to November 2006)

The following are achievements of the ASLM Working Group.

- Finalized Main Text of the DADP Guidelines
- Final Draft of three Annexes (i.e. specific guidelines for DADG, A-EBG and A-CBG).

(3) Backstopping of LGAs for DADP planning (November 2006 to March 2007)

ASDP Secretariat decided to launch a backstopping operation for LGAs with budget supports from DASIP, PADEP and ASPs II, facing the little availability of ASDP Basket Fund and urgent needs for intervention to planning process which in theory starts from November 2006.

- Initially, ASDP Secretariat had considered sending ASLM National Facilitators to each Regional Office, where DFT and WFT members might be invited and WFT training be monitored. However, they decided to dispatch National Facilitators to each District and target DFT.

1.3 Objectives of the Backstopping

According to the Guidelines, DADP planning process is supposed to start sometime in October – November 2006 and to end in March 2007 when all LGAs are expected to submit their plans to PMO-RALG for subsequent actions. General observations indicate that LGAs are still at initial stage of the planning process mainly due to budget constraints. Training of the WFT in most of LGAs has not been done hampering the entire planning process. Concerned about the delay of DADP planning, the government set out backstopping LGAs so as to facilitate the process and meet the deadline.

According to the government TOR of the Backstopping, the objectives are described as follows:

The overall objective of the backstopping is to ensure LGAs are able to develop a quality DADP for the fiscal year 2007/08 through improved DADPs design, and assess the progress of ASDP implementation at the local level for the year 2006/07. Specifically, the main purpose of the assignment is to improve the LGAs' DADP designs to enable (i) for qualifying to utilize the top-up grant resources much more efficiently and (ii) for non-qualifying LGAs to have a good DADP as one of the minimum conditions to qualify for the top-up grants in the next financial year. Specific tasks of the facilitation team includes the following:

- (1) Backstop training of WFT on DADP's planning and implementation;*
- (2) Facilitate review or preparation of agricultural interventions as part of the village development plans (VDPs) and the ward development plans (WDPs);*
- (3) Guide DFT and WFT in the identification of private and public agricultural services required to support implementation of the agricultural component of VDPs/WDPs;*
- (4) Facilitate DFT to carry out review of district SWOT with the objective of strengthening the district council and private sector to provide the identified support services;*
- (5) Guide the DFT to undertake budgeting of the identified agricultural interventions*

- using MTEF;*
- (6) Based on (1) – (5) above, facilitate the DFT to review the current DADPs with a view to improving their design.*
 - (7) Assess implementation progress of DADPs fir the year 2006/07.*

2. Objectives and Support Activities of RADAG

2.1 Objectives of the RADAG Support

JICA-RADAG has been paying particular attention to the importance of DADP preparation. In this context, we have carried out a number of supporting activities as described in the next section. In supporting the government's backstopping for DADP, the team has following specific objectives.

- (1) Observe actual progress of DADP implementation (06/07) and planning (07/08).
- (2) Observe facilitation of the facilitation teams (members from the central government); and
- (3) Propose improvements for the next cycle of facilitation.

2.2 Major Support Activities of RADAG

Major support activities for the national backstopping (facilitation) of DADP are summarized below. The idea of backstopping started after the training of DFT completed in September. After a month or so of discussion, the modality of backstopping was finally decided to be that the facilitation teams would visit individual LGAs rather than requesting them to gather in the regional center town. RADAG was taking part in the discussion from the beginning.

Table 2.1 Major support activities

| Year | Month | Government Activities | Supporting Activities |
|------|-------|--|--|
| 2006 | Sept. | *DADP Training has been completed. *Next tasks: (1) To finalize the guidelines, (2) To perform DADP Backstopping | |
| | Oct. | *DADP Guidelines finalization. *Planning of DADP Backstopping. | -Worked with the government in planning the DADP Backstopping |
| | Nov. | *DADP Guidelines have been finalized. *Modality of DADP Backstopping decided (use A-based funds, and visit indiv. LGAs) *Backstopping (Phase I: 9 Regions) began. | -Participated in the backstopping in Mara as an observer. |
| | Dec. | *DADP Backstopping (Phase I) continued. | |
| 2007 | Jan. | *Preparation of Phase II | - Participated in the meetings of the National Facilitators for the Phase II activities, and proposed to support Coast and Rukwa Regions. |
| | Feb. | *DADP Backstopping (Phase II) | - Joined the Facilitation teams to Coast and Rukwa Regions. - Proposed to support Ruvuma Region. |
| | Mar. | *DADP Backstopping (Phase II) continued. | - Joined the Facilitation teams to Coast, Rukwa and Ruvuma Regions. - Prepared a report based on the participation to the facilitation. |

RADAG had a series of discussion with the ASDP Secretariat on how to implement the backstopping. In addition to pursuing the principal objective of the backstopping to

ensure that LGA conduct the training of WFT, RADAG also emphasized the need for confirmation on the preparation of the DADP, e.g., how DFT was formed and whether WFT existed. With this need in mind, RADAG attended some 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 development, 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 (e.g., cost-sharing) and more fact-finding on the status of preparation for DADPs.

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 discussion at the meetings by supplying a check list for the facilitation at LGAs and a sample table of contents of the report to be submitted by the facilitation teams for the purposes of: 1) harmonizing the practice and reporting of backstopping; 2) maintaining the quality of backstopping at certain level; and 3) facilitating comparison of the status of DADP preparation among LGAs. The check list and table of contents are shown in the attachment 1 and 2.

As it was requested by the ASDP Secretariat to support the backstopping in Coast, Rukwa and Ruvuma regions, we made the following suggestions for improvement, which were generally agreed by the Secretariat.

- 1) The Regional Secretariat should be involved in technical backstopping for LGAs.
- 2) A clear implementation plan for the remaining 12 regions should be prepared beforehand.
- 3) A plan to feed back lessons learned from the backstopping should be prepared after the operation.

From early February to mid-March 2007, we had supported backstopping sessions for the LGAs of the above three regions. The present report is prepared on the basis of the observation made during this supporting activity.

3. Major Findings and Observations

The following is a summary of major findings in the backstopping activities that we joined to the DADP facilitation team. Please note that these findings are only from our observations, therefore are only from the LGAs that we have visited. While we expect a general tendency in the observation, regional or district-wise variation as well as among the facilitation teams variation are large. So, for more detailed comparison, reference should be made to reports from the individual facilitation teams.

3.1 Findings on the Progress of 06/07 DADP Implementation

In general, LGAs are late in implementing the 06/07 DADP activities. A single most affecting cause is the delay of fund disbursement. Almost all LGAs reported that they received DADG in December and A-CBG only in early February. Given this late fund availability, many districts had not started any of planned activities. When some districts had conducted projects, they often relied on carry-over funds from the previous year.

Many districts have projects funded by sources other than DADP. Those projects/activities are being carried out regardless of DADP fund disbursement. With regard to LGCDG fund, some districts reported that they could allocate some of the fund to agriculture, but some others said that they could not. The common reason was that the agricultural sector has already ear-marked DADP funds. It seems that in general it is likely that LGCDG funds are not allocated to the sector due to the abovementioned reason.

Summary of the 06/07 DADP implementation progress is given in Attachment 3.

3.2 Findings on the Progress of 07/08 DADP Planning

As long as the LGAs that we have observed in the backstopping are concerned, planning is in general still at its beginning stage and behind the expected schedule. Many districts had not even yet set up WFT formally. Naturally in such districts, WFT training had not yet performed. In the Guidelines, it is assumed that WFT members, after being trained, would facilitate village officers and farmers to identify agricultural activities for their VDP.

Even though a district had not set up WFT or not performed WFT training, they would have VDPs derived from the results of O&OD conducted in the past. In fact, many districts did have VDPs despite their incompleteness of WFT training. Given the constraints of time for meeting the deadline, many districts would have to base their DADP preparation on the past O&OD results for the grass root approach. Major concern was whether projects selected to a DADP is viable with respect to the preference of the local community. The facilitation teams justly had concerns on this point and paid a good attention to confirm this point in their backstopping.

For those districts fallen behind the schedule, the facilitation teams requested the districts to make sure the way forward to meet the deadline. They discussed with the DFT members about the dates by which each of major actions to be completed. The

team later confirmed the agreement with the responsible authority as DED.

It was observed in the budgeting of activities (particularly in the case of Capacity Building activities) that major cost items included DSA, Transport, Venue, Driver, Food & Tea, Typing and Reporting. With respect to cost saving, it would be desirable to consider more effective use of resources.

Summary of the 07/08 DADP planning progress is given in Attachment 4.

3.3 Observations on the Backstopping of DADP planning

Following are major topics referred to in the backstopping. The sequence of topics is not necessarily in the order that the facilitation teams discussed in the session, nor represents any order of importance of the points.

Box 3.1 Major Topics referred in the Backstopping

Progress of DADP 06/07 implementation

1. Date of fund receiving
2. Projects/Activities planned
3. Implementation of the projects/activities
4. Difficulties in implementation of this year DADP.

Progress of DADP 07/08 planning

5. DFT in place (with formal assignment)?
6. DFT members are multi-sectoral?
7. District Core Team in place?
8. WFT in place (with formal assignment)?
9. WFT training materials
10. Performed WFT training? If not, way forward (specific schedule)
11. Preparation of VDPs (whether or not prepared by participatory)
12. Appropriateness of SWOT analysis
13. Reporting (to be comprehensive so as to include any activities)
14. Minimum conditions (DALDO position, commitment for reform, etc.)
15. Establishment and roles of WARC
16. Some details of the contents of VDP

Following points were often raised in discussion: (i) Proper use of units (kg, m3, etc.), (ii) Goals, costs, and timeline etc. need to be realistic so as to avoid a wish-list kind of plan, (iii) Contents need to be specific.
17. Some details of DADP contents.

The contents of DADP were explained according to the pre-prepared (proposed) Table of Contents. But some facilitation teams explained details of respective chapters such as what should be included in the Executive Summary, etc.
18. Inventory preparation of the private sector service providers
19. Involvement of private sector
20. Consideration to the National Policies.

21. Way forward (in the case that DADP preparation (including WFT training) is delayed, the facilitation teams confirmed the district on the date that they carry out the necessary tasks. The degree of the binding of this scheduling depended upon the teams. Some teams put importance to notify the agreed date to DED so that the command would be given by DED to keep the schedule.)

Observations:

General: In the current backstopping (phase II), prior information that the facilitation teams would visit the LGAs was fairly thoroughly transmitted. This was observed by the fact that all regional offices that we visited were ready for the visit, and almost all LGAs (DED or DALDO) were aware of the visit. A disturbance was that there was a national campaign for the completion of the secondary school facilities by the middle of March in which every region was visited by a deputy minister. Therefore higher ranking officials of regions and LGAs were sometimes occupied by attending the meeting with the mission. Despite such unusual conditions, the backstopping exercise was, it seems, carried out rather successfully. They visited all LGAs and had opportunities to clarify ambiguity that LGAs might have had. Moreover it gave a big push to the LGAs to complete the DADP preparation on time.

In general, it was observed that the facilitation teams paid good attention to the explanation of DFTs on their ideas and plans. In this respect the current backstopping had taken a good approach in supporting LGAs in their DADP preparation.

One significant drawback of the exercise was the timing. Our backstopping to the three regions was carried out through February to the early March. Especially those districts locate at far way distance such as Nkasi, Mpanda in Rukwa and Tuduru and Namtumbo in Ruvuma received the backstopping only in March. This is very late in terms of effective backstopping. Major reason for this late implementation was again the unavailability of funds. As the basket fund will be more operative in the next fiscal year, it would be recommendable to plan and conduct the similar operation much earlier.

Concurrent functions: Intentionally or unintentionally, the current backstopping exercise seems to have involved a few functions concurrently. Although functions (i) and (ii) below were commonly focused, other functions had also arisen depending upon the situation.

- (i) **Progress monitoring** (both 06/07 DADP implementation and 07/08 DADP preparation).
- (ii) **Facilitation** (Reminding, Advising)
- (iii) **Education** (Clarifying, Teaching, Explaining)
- (iv) **Instruction**

Because the backstopping is a situation-bound practice, prior rigid formulation of the process does not make much sense. However, considering the basic principle of ASDS

and ASDP that LGAs have ultimate responsibility for the choice of actions and its consequence, the backstopping should be more in line with facilitation rather than instruction. Monitoring is an important activity but this may be considered an independent practice. Because there is an ASLMs working group for the M&E of ASDP, it would be preferable to consider a sort of realignment of functions between this backstopping and the M&E activity. Education function is also important, but it would not be justifiable in terms of cost to visit individual LGAs for this purpose. There are a number of less expensive ways to carry out the function, for example providing LGAs with necessary documents such as guidelines and explaining papers, organizing intensive workshops, or setting up a unit or staff at the center or regions for the questions raised from LGAs.

Criticism - Defense Cycle: In terms of facilitation, it was sometimes observed that discussion entered into a cycle where as if the facilitation team criticized DFT while DFT defended their approach or gave excuses. This happened even though a session would have started with relatively quiet and consultative atmosphere.

Emphasis on topics: Regarding the way that specific topics were emphasized in the backstopping, there was a fairly wide variety among teams. While all teams more or less touched upon most of the topics summarized in Box 3.1, some teams were more concerned with terminologies, definitions, and categories. Others were concerned with comprehensiveness of DADP that it needs to include all activities in the agricultural sector regardless of fund sources. Some others were more concerned with WFT establishment, especially the formal assigning by DED. In general, more emphases were given to the topics of the establishment of DFT, VDP, and WFT, WFT training and its materials.

Focus on WFT training: It was observed that, despite the tasks specified in the objectives of the backstopping, the current backstopping focused more on confirming whether WFT training had been performed, or more generally whether LGAs carried out the actions agreed upon at the end of the national DFT training last year. Accordingly attention was given to such aspects as the formal appointment of WFT members by DED, the relevance of WFT training materials, etc.

Examination of VDPs: With regard to VDP preparation, there seems a basic and common view among facilitation teams that VDPs are essential for DADPs to assure that they are produced from grass root. The teams considered it important for them to observe raw VDPs because otherwise the district may generate DADP only by their own understanding and ideas (i.e. a top-down process). These concerns are understandable given the stipulation of the DADP guidelines that at least 80 % of the funds must be used at the village level. But what is missing is the understanding that the existence of projects from grass roots does not necessarily guarantees the quality of a DADP. An important ingredient is the view or perspective given by a strategy that a district have. Recognizing the current situation that many of the LGAs are still struggling to prepare VDPs properly and on time (O&OD implementation is still imperfect in many LGAs and even if some LGAs finished it, they became obsolete by now), it would be an activity in the future to emphasize the importance of strategy. Moreover many LGAs

have not yet prepared their strategies.

In the examination of VDPs, the teams often went into some details. While sampling some VDPs and rightly suggesting DFT to include agricultural activities in VDPs, the teams pointed out the necessity of specificity in time and numerical expression of goals. They also mentioned the importance of proper use of measuring units. It was also appropriate for the teams to suggest DFT assisting communities in costing their projects.

Examination of SWOT: All facilitation teams properly addressed and examined the quality of SWOT analysis. However, a missing point was the linkage between the SWOT analysis and selection of projects in DADP. This issue is related to the insufficient emphasis on the strategy mentioned above. A SWOT analysis is a tool for a district to identify major factors that affect the agricultural development in their natural and human environment. In the topic of SWOT in the current backstopping it was observed that much attention was given to clarifying terminology and definition, and delineating items to be included in the respective category, i.e. what are appropriate things to be included in the “opportunity”. The explanation was often conceptual, thus more like teaching basic concepts of SWOT.

Focus on format rather than contents: Facilitations for such topics as training materials, training course, contents of DADP, etc. tended to focus on structure, framework or sequence. In-depth facilitation for contents of activities or how actually to do the job was undertaken only to a limited extent. WFT training materials were instructed to be a summary of the DADP guidelines. Considering the responsibilities and roles that the WFT members assume, it would have been beneficial that the training materials included more of the practical issues such as how to carry out VDP facilitation to communities.

What is a quality DADP?: Facilitators’ comment that DADP should be more analytical was a good one. However when discussing about what is a good DADP, the facilitation teams often explained it in terms of the table of contents which were prepared beforehand. This seems to suggest that there is not clear understanding of what is a quality DADP even among the facilitation teams. Some teams seem to consider that a participatory and/or grass root DADP is already sufficient to be a quality one. This issue relates to the importance of strategy in DADP. It would be critical for DFTs to understand that the specific linkage between project selection, strategy and vision is essential for a good DADP. A good DADP should also be aligned with the national policies. While food security was sometimes mentioned in the backstopping as one of the important national policies, other important policies such as (i) the involvement of private sector, (ii) market oriented development, (iii) the importance of extension reform at the district level, (iv) farmers’ empowerment or their proactive involvement are also to be explained.

Tendency of teaching (Repeating the training?): There was a general tendency in the backstopping that the teams repeatedly explained what was taught in the last year DFT training. Plenty of time was spent in clarification of the DADP process and Guidelines.

This seems to indicate that information is not properly and sufficiently understood or remembered by DFTs. This situation also made the facilitation more like a teaching session rather than opportunity that encourages DFT members actually carry out the work on their own. Similar situation was observed in explaining the use of MTEF and other format. Instead of letting DFT actually use the formats, backstopping ended with explaining the meaning of words and categories.

Lack of facilitation materials: It was observed that no major materials were supplied in the facilitation session with DFTs. Only occasionally the teams provided a brief schedule and agenda of facilitation. It would be a great help for both facilitators and DFT members if they could proceed with a few hand-out explaining the timing and contents of facilitation sessions.

LGAs' lack of knowledge and information: It was observed that DFT members including DALDO sometimes did not know well about kinds, purposes, and amount of DADP funds (i.e. DADG, A-CBG and A-EBG, and those top-ups) that they would receive.

Attendance of relevant personnel in the facilitation: It seems that the facilitation teams often require all DFT members present in facilitation. However, one observation was that even if all members attended the facilitation, only a few members responded or meaningfully participated in the discussion. Others are often sitting there without much involvement to the discussion. In the current backstopping, regional officials also took part in the session. The engagement of regional offices in the backstopping was a welcome improvement after the phase I exercise, but their actual contribution was rather limited in the phase II backstopping.

4. Issues

4.1 Issues of DADP Implementation

- (1) Delay of fund disbursement is the most serious obstacle this year.
- (2) Incomplete information transmission
 - DADP Guidelines were not circulated or read by DFT members. So, many of them were unaware of the basic principle, rules and mechanism of DADP.
 - In particular, financial rules such as signatory assignment and cost sharing of local communities in investment were not clearly understood.
- (3) Insufficient capacity of community groups in such aspects as
 - Accounting
 - Project management
 - Contracting
- (4) Lack of transport means in LGAs

4.2 Issues of DADP Planning

Some of difficulties in planning stems from the same issues as mentioned above.

- (1) Incomplete information transmission
 - DADP Guidelines were not circulated or read by DFT members. Many of them were unaware of the basic principle, rules and mechanism of DADP.
 - Information from the center has not properly reached to LGAs.
- (2) Delay of fund disbursement
- (3) Mindset of LGA officials
 - Receptive attitude, waiting instructions from the center
 - Insufficiency in envisioning the development of their agricultural potentials.
 - Too much emphasis on equality among communities or beneficiaries.
 - Unawareness of the importance of strategic planning.
- (4) Insufficient capacity of LGA officials
 - Strategic prioritization
 - Efficient use of funds and resources (effort for cost saving and expanding activities)
 - Searches for new crops, breeds and technologies potential to their areas
- (5) Lack of transport in LGAs

4.3 Issues of Facilitation

In general, the current backstopping had an important impact on the LGAs in their preparation of DADP. The facilitation teams could clarify a number of uncertainties concerning the DADP preparation and made LGAs realized the urgency of completing DADP on time. However, observation of the backstopping exercise indicates some aspects to be improved for better serving LGAs in their future DADP preparation.

- (1) Timing of the backstopping operation.

As described in the observations, the current operation was late in terms of effective backstopping. The deadline of the DADPs is March and the facilitation teams visited many districts only in February and March. While the reason for the late operation is understandable, it should be considered that the next year operation be done much earlier.

(2) Streamlining of functions of the backstopping.

The present backstopping bears four functions: (i) Progress monitoring, (ii) Facilitation, (iii) Education, (iv) Instruction. While facilitation for LGAs will be desirable for the future, other functions might be parted to other modality of actions. For example, the monitoring function could be given to the M&E activity which is presently being formulated by the working group. The education function would be more effectively rendered by intensive workshops.

(3) Shortcomings of the approach that focus only on grass root.

In the current facilitation it seems that emphasis is on the linkage of the DADPs with VDPs. With such linkage it is assured that LGAs will directly serve farmers. This grass root approach is also in line with the present decentralization policy of the government. However, this approach bears two major constraints. Namely (i) selected projects are more likely an extension or enlargement of conventional practices and can not envisage new attempts, (ii) selected projects tend to be constrained by short term or narrow perspective in nature. These shortcomings are in general difficult to avoid if projects are selected based upon village level proposals, because farmers in general lack opportunities of knowing external information and often more concerned with their day-to-day practices. If a district seriously considers its agricultural development, however, it should be active in introducing new crops and technologies. The district government is better situated in searching for outside potentials than farmers. And taking a role of bridging between outside information and farmers, they can enhance potentials of the local agriculture. And this role is exactly the one expected in DADP.

(4) Focus of facilitation in a broader perspective.

It was observed that the present backstopping had focused on WFT training and its related topics. However, considering the opportunities that the facilitation can provide, the focus should be broader. Although selection of specific focal topics should be depended upon the idea of a quality DADP, it would be important to emphasize critical role that the district strategy takes on in the DADP preparation. In the line of strategic planning, the importance of the SWOT analysis and its practical application to planning are also significant.

In addition to the selection of topics, another crucial point in facilitation is the emphasis on practical contents and actions (especially "how to" aspect) rather than meaning, definitions, and categories. Hopefully future facilitation would be conducted in an answering mode rather than instructing mode. Namely facilitators respond to the questions that DFT encountered in their actual practice of DADP planning. In such facilitation process, the subjects would be more practical and more effectively understood by DFT. In such backstopping, facilitators will be expected more conversant with practicality of DADP preparation.

(5) Repetition of training and effective facilitation

It was observed that a great deal of time was spent in explaining meanings and definitions of words and rules. It would be possible to reduce this time by simply supplying properly prepared documents. The present backstopping seems also not

have fully utilized the benefits that a set of pre-prepared materials can provide in facilitation.

(6) What is a quality DADP?

At present, many LGAs are still struggling with completing DADPs on time. Therefore the backstopping in this year correctly supported the aspect of process rather than the contents. However considering the long term goal that all LGAs are expected eventually to produce good (quality) DADPs, the focus of facilitation should shift to support LGAs in this respect. For this goal to be attained, it is a prerequisite that relevant parties have a common understanding of the nature of a quality DADP. So far, it seems, not much discussion has been taken place.

(7) LGAs' mindset and lack of knowledge and information

It was observed that DFT members often not only did not know well about DADP but also not take on the system proactively. This is a serious obstacle in promoting the effective implementation of ASDP. While the mindset of LGA officials needs to be changed by sensitization (direct facilitation and advertisement), the incomplete communication to LGAs must be dealt with more direct institutional arrangement. One possibility would be to establish some sort of regular and reliable information network connecting the center with the local. This requires connections from the line ministries to PMO-RALG to the regional office and to LGAs. Particular importance would be the connecting point in PMO-RALG and the regional office.

(8) Effective participation of DFT members and regional officers

As described in the observation, some of the DFT members present in facilitation was not effectively involved in the session. Similarly contribution of regional officials in the backstopping was also observed limited. Given the constraints that the governments (both central and local) have in their resource mobilization, it would be gainful to find out an effective arrangement of participation.

(9) High cost of the operation.

Although we do not have exact numbers of costs for the entire backstopping operation, it seems that the operation was fairly an expensive undertaking. Based on our expenditure for the backstopping for the three regions, the entire operation (for 21 regions) would have consumed somewhat Tsh 150 – 200 million including both per diem for facilitators and transport². Given the limited funds available for capacity building and ASDP in general, it would be gainful to consider a better arrangement or less costly operation modalities for the next cycle.

² The value for transport should be included as opportunity costs even if cars are available regardless of the backstopping operation.

5. Conclusions and Proposals

5.1 Conclusions

According to our observation, it is concluded that the present backstopping exercise was valuable and effective to facilitate LGAs to prepare their DADPs on time. The operation provided LGAs with good opportunities of clarifying ambiguities in their preparation. It was also a great push for LGAs to realize that the DADP preparation was urgent and that the central government would be serious about it.

In general, facilitators were serious and committed to the job. They were very conversant with the contents and basic structure of DADP as well as the Guidelines. They also took proper care of communication with DFT members in their facilitation. In most cases, they were patient in listening to the explanation of the districts and open and flexible in giving advice to them.

Major obstacle of this year DADP planning was the delay of fund disbursement. Due to the lack of enough funds, many districts could not start their expected activities. This delay also affected the operation of the backstopping. Preferably it should be conducted much earlier for the more effective facilitation for LGAs.

We have gained much information and experience through this backstopping exercise regarding actual workings of DADP implementation and planning at the district level. We should not miss this opportunity for further improvement of the facilitation. Also there are still many issues remaining for the improvement of operation as described in Chapter 4. Therefore the next step is critical. It is our hope that some of the proposals below would be taken up for examination and put in actual operation.

5.2 Proposals for the Improvement of DADP Implementation and Planning

Because of the commonality in issues that both implementation and planning of DADP posed, possible options are jointly presented here. One of the options is also relevant to the issues of facilitation.

- (1) To improve the timing of fund disbursement. Theoretically the first quarterly disbursement is due in September. Though difficult to follow strictly the theoretical schedule, from the practical viewpoint, it should be at least (or at latest) disbursed by November, before the rainy season starts.
- (2) To establish a regular and reliable information network specific to the DADP cycle connecting the center with LGAs.
- (3) To place a few official of technical ministries (MAFC and MLD, for example) in the agricultural unit in PMO-RALG which bridges information between the ministries (and ASDP Secretariat) and LGAs through regional offices. Currently the unit is operated by the officials of PMO-RALG. Though those presently working in the unit are obviously highly capable, the flow of information would be smoother if someone who the ministries knew are connecting the information. Such arrangement would not only facilitate the communication between the center and

the local but also reduce the cost of facilitation. (See also the next section “(4) Effort to reduce costs of the facilitation”)

- (4) To advocate and facilitate LGAs to conduct appropriate capacity building activities by using the A-CBG funds. Sufficient priorities should be given to training for community groups.

5.3 Proposals for the Improvement of Facilitation

- (1) To conduct the backstopping exercise at earlier time, preferably during November to December period, just before serious DADP preparation should start. This timing should also be synchronized with the fund disbursement. Without funds available, LGAs are not ready for any major actions.
- (2) To organize a review meeting of the backstopping operation this year. In the meeting each facilitation teams should report their activities and observation in the assigned region. The meeting should also produce an integrated report of the entire backstopping operation which addresses the achievement and challenges to the future. The report should also include an annual plan (or cycle) of supporting activities including the backstopping for the DADP process.

Moreover it is highly recommendable that the report will be shared with stakeholders in large and used for seeking comments and contributions for further improvement. It would be very effective if a stakeholder meeting would be held to report the activities and solicit contributions from them for the next cycle of operation.

- (3) To prepare materials for facilitation.

Materials include:

- a) Agenda of the facilitation session
This helps participants to have perspective and direction of the meeting.
- b) Tentative time table of the facilitation session
Time table may not make sense if DADP preparation varies a great deal among LGAs. In that case, the table may not be necessary.
- c) Good (quality) examples of DADP (or a part of it such as SWOT table)
- d) Summary of important points in preparing a quality DADP, and definitions, examples, and clarifications of terms, words, expressions, and contents of major format such as VDP format, kinds and purposes of DADP funds.

It is expected to improve a great deal the effectiveness of the facilitation, because in the current performance, while facilitation team spends a long time in explaining by words (speech), DFT typically sit quiet, listen to and take notes. With materials supplied from the beginning, a facilitation team can save some of time by letting DFT members read the material afterwards, and DFT can also easily follow the issue and participate actively in the discussion.

Such materials also help facilitators to have common understanding and interpretation of details of DADP whereby reduce discrepancy among facilitators in explaining details.

(4) Another short training (second round) for facilitators

In this second round of training for facilitators, focus should be on enhancing their understanding about importance of strategy and the linkage among VDPs, SWOT and the district strategy. The occasion should be used to establish a common understanding among facilitators on what is a quality (good) DADP. Also the occasion should be used to confirm what is “facilitation” which should be different from “teaching” or “examining.”

Prior to this training, the above mentioned facilitation materials should be prepared by the ASDP Secretariat. The materials should take full consideration of this year facilitation experience. The training occasion can be considered to be an opportunity of obtaining a feedback from the facilitators on the materials.

(5) More focus in facilitation on future potentials of local agriculture

As stressed in the previous points, it is very important for the LGAs to consider their agricultural development more strategically. In other wards, it is important for each LGA to recognize their potentials and exploit them with forward looking approach. Specifically, LGAs should, in cooperation with the private sector, be active in finding and introducing new crops and agricultural products suitable for their bcality.

(6) Effort to reduce costs of the facilitation

It is clearly observable that the facilitation for across the country is a costly task. Though funds will be available in the next year from the basket, it should be an important issue to carry out the task with much more cost saving way. Some options are described below (they not necessarily mutually exclusive).

a) To rationalize the number of facilitators

Currently two members are dispatched from the center and another two members join from the regional office. But it would be possible to reduce them to be one from the center and one from the region. This reduction requires that the participants from the region should definitely available and committed, and sufficiently familiar with the DADP and facilitation activities.

b) To mandate all LGAs to assign a representative of DFT or the DADP coordinator, and more frequent and in-depth communication are conducted between those agents of LGAs and ASDP Secretariat.

Another important point in this regard is to strengthen the connection between the line ministries and PMO-RALG. It would be advantageous and very effective to place (or second) a few officials of line ministries onto the agricultural unit in PMO-RALG (something like 2 members from MAFC and 1 from MLD) by whom information from the line ministries would be more

smoothly and certainly transmitted to LGAs through the regional offices.

Strengthening of the regional office is also required. Regional officers such as RAA and RLA should more positively engage in the process. Currently they were involved in only as bystanders accompanying the facilitation teams in their facilitation.

This arrangement is effective to reduce the risk that LGAs will be unaware of the deadline and other time line of the DADP. Moreover it is possible to communicate between them about the reminding, progress, points of importance, etc. Of course such distant communication can not replace the detailed communication of face-to-face discussion, but can take on at least basic aspects of facilitation.

c) To contract out the facilitation to outside organization.

Outsourcing of government job is often cost saving, but only if capable outside specialists are to be found. In the case of the DADP backstopping, those who would be employed need to be conversant not only with a participatory planning approach but also with the agriculture in general and rural agricultural development in particular. They also need to be very familiar with the government agriculture policy such as ASDS and ASDP.

| Attachment 1. | | |
|--|---|--------------|
| DADP Backstopping Check List for Activities | | |
| Session | Activity | Check |
| 1-0 | Courtesy Call to DED/DC | |
| | * Notify the objective of the backstopping | |
| | * Inquire the understanding of DADP (difference from the LGCDG,etc.) | |
| | * Inquire the progress of this-year DDP implementation and next-year DDP planning | |
| | * Inquire the progress of this-year DADP implementation and next-year DADP planning | |
| | * Inquire the setting up of DFT | |
| 1-1 | Discussion on progress of DADP Implementation and Planning | |
| | * Progress of this-year DADP Implementation | |
| | - Fund receiving date | |
| | - Fund amount received | |
| | - Activities already started | |
| | - See this-year DADP | |
| | - Difficulties of the DADP implementation | |
| | * Progress of next-year DADP Planning | |
| | - Understanding the planning cycle (to confirm MTEF/Budget Guideline for this year) | |
| | - Understanding the general nature of ASDP/DADP (objectives and nature of grants) | |
| | - Understanding the conditions for DADP qualification | |
| | - DFT already formed? If not, why? | |
| | - Progress of O&OD (How much (%) of all villages of the district has completed it?) | |
| | - Present stage of the planning (all VDP collected?, consolidated? DADP draft finished?) | |
| | - See the VDPs | |
| | - Check the contents of VDP | |
| | - Discuss the consolidation of VDP to WDP and to DADP | |
| | - See the draft DADP, if any. | |
| | - SWOT analysis appropriate? | |
| | - Prioritization adequate? | |
| | - Consideration to the private sector adequate? | |
| | - Any improvement from the last year? | |
| | - Organizational arrangement of DADP preparation (members, frequency of meetings,etc.) | |
| | - Difficulties of the DADP implementation | |
| | * Confirm understanding of agricultural service delivery through private sector | |
| | * Reform of the district agricultural office for more private-oriented service delivery | |
| | * Good DADP (even a part)? Then bring it back home. | |
| 1-2 | Discussion with DFT on WFT Training | |
| | * When the DFT has been formed? | |
| | * Members are the DADT trainees? | |
| | * Have they done WFT training? | |
| | * Materials prepared? If not, why? | |
| | * See the materials. | |
| | * Discuss the materials | |
| | * Confirm the schedule of training for all WFTs. | |
| | * Confirm the availability of budget | |
| | * Confirm if they have DADP guidelines | |
| | * Any questions of the guidelines. | |
| Day Two | | |
| Session | Activity | Check |
| 2-1/2-2 | Backstopping DFT when they train WFT. | |
| | * Materials adequately prepared? (Sets of copies, Clearness of pages?) | |
| | * Explanation understandable? | |
| | * Sufficient time for questions from WFT side? | |
| | * Too authoritative? | |
| | * Includes exercise session (or time for that)? | |
| | * Sufficiently participatory? | |
| | * DFT members are sufficiently knowledgeable of the process and goals of O&OD, DADP and DDP? | |
| | * Training is well organized (sequence and timing)? | |
| | * Good emphasis of key points of DADP (Strategic consideration, Private sector promotion, etc.) | |
| Day Three | | |
| Session | Activity | Check |
| 3-1/3-2 | Discussion and agree on the actions and schedule for DADP finalization | |
| | * Confirm things that to be done before the DADP completion | |
| | * Confirm time table of DADP preparation | |
| | * Confirm the organizational arrangement of DADP preparation team | |
| | * Confirm who is responsible for what | |
| | * Confirm what would be the role of DALDO | |
| | * Confirm the role of RAS officials | |
| | * (Finally) share the concept of a good DADP with district officials | |

Attachment 2

Proposal of Table of Contents for the DADP Backstopping Report

Title: Team Report of the DADP Backstopping
Date and Names of Team Members

Table of Contents

1. Objectives of the Backstopping
2. Activities
 - 2.1 Visited Region and Districts
 - 2.2 Schedule
 - 2.3 Names of National Facilitators and Regional Participants
(Names of people participated in each district are included in Annex.)
3. Overall observations
 - 3.1 Progress of 2006/07 DADP implementation
 - (1) Amounts of funds received (DADG, A-EBG, A-CBG)
 - (2) Date of fund receiving
 - (3) Activities already carried out by use of the funds
 - Etc.
 - 3.2 Progress of 2007/08 DADP planning
 - (1) WFT training
 - (2) Preparation of WDP
 - (3) Preparation of DADP
 - (4) Contents of DADP (or WDP) adequate?
 - Etc.
 - 3.3 Issues/problems observed commonly or frequently
 - (1) WFT training?
 - (2) MTEF format?
 - (3) Consolidation process?
 - Etc.
4. Observations at individual districts
 - 4.1 District A
 - 4.2 District B
 -
5. Conclusions

Annex.

| Attachment 3-1 | | |
|--|-----|---|
| Summary of Findings on 06/07 DADP Implementation (Coast) | | |
| LGA | No. | Status as of late Feb. or early Mar. |
| Kibaha Town Council | | |
| | 1 | 06/07 DADP is prepared? Yes |
| | 2 | What are major projects/activities? |
| | 3 | Received DADG? No |
| | 4 | Received A-CBG? No |
| | 5 | Any projects/activities have been performed? No |
| | 6 | LGCDG received? |
| | 7 | Any allocation to agr. sector in LGCDG? |
| Kibaha District Council | | |
| | 1 | 06/07 DADP is prepared? Yes |
| | 2 | What are major projects/activities? *Livestock disease control, *Land allocation to Keepers, *Farmer training on fruits and vegetables, *Cashew treatment, etc. |
| | 3 | Received DADG? Yes (together with A-CBG, 31 mil. In Dec.) |
| | 4 | Received A-CBG? Yes (ditto) |
| | 5 | Any projects/activities have been performed? Yes, partially. |
| | 6 | LGCDG received? |
| | 7 | Any allocation to agr. sector in LGCDG? |
| Mkuranga District Council | | |
| | 1 | 06/07 DADP is prepared? Yes |
| | 2 | What are major projects/activities? |
| | 3 | Received DADG? Yes (48.5 mil. in Dec. 2006) |
| | 4 | Received A-CBG? Yes (35.9 mil. in Jan. 2007) |
| | 5 | Any projects/activities have been performed? |
| | 6 | LGCDG received? |
| | 7 | Any allocation to agr. sector in LGCDG? |
| Kisarawe District Council | | |
| | 1 | 06/07 DADP is prepared? |
| | 2 | What are major projects/activities? |
| | 3 | Received DADG? |
| | 4 | Received A-CBG? Yes (24 mil. in Dec. 2006) |
| | 5 | Any projects/activities have been performed? |
| | 6 | LGCDG received? |
| | 7 | Any allocation to agr. sector in LGCDG? |
| Bagamoyo District Council | | |
| | 1 | 06/07 DADP is prepared? Yes |
| | 2 | What are major projects/activities? *Keepers' union strengthening, * SACCOs registration, etc. |
| | 3 | Received DADG? Yes (52.3 mil. in Nov. 2006) |
| | 4 | Received A-CBG? Yes (29 mil. in Feb. 2007) |
| | 5 | Any projects/activities have been performed? Yes but partially. |
| | 6 | LGCDG received? |
| | 7 | Any allocation to agr. sector in LGCDG? |
| Rufiji District Council | | |
| | 1 | 06/07 DADP is prepared? |
| | 2 | What are major projects/activities? |
| | 3 | Received DADG? Yes (44 mil. in Jan. 2007) |
| | 4 | Received A-CBG? Yes (32.6 mil in Feb. 2007) |
| | 5 | Any projects/activities have been performed? |
| | 6 | LGCDG received? |
| | 7 | Any allocation to agr. sector in LGCDG? |
| Mafia District Council | | |
| | 1 | 06/07 DADP is prepared? Yes |
| | 2 | What are major projects/activities? * Dip construction, *Sensitization to farmers/keepers. |
| | 3 | Received DADG? Yes (11.9 mil. in Nov. 2006) |
| | 4 | Received A-CBG? Yes (6.6 mil. in Jan. 2007) |
| | 5 | Any projects/activities have been performed? The two projects above were already performed. |
| | 6 | LGCDG received? |
| | 7 | Any allocation to agr. sector in LGCDG? |

| Attachment 3-2 | | |
|--|-----|---|
| Summary of Findings on 06/07 DADP Implementation (Rukwa) | | |
| LGA | No. | Status as of late Feb. or early Mar. |
| Sumbawanga Municipal Council | | |
| | 1 | 06/07 DADP is prepared? Yes |
| | 2 | What are major projects/activities? * Irrigation survey (1,500ha), * Crop productivity improvement (Maize and Beans), * Poultry Production improvement, * Animal vaccination |
| | 3 | Received DADG? Yes (13.6 mil.) |
| | 4 | Received A-CBG? |
| | 5 | Any projects/activities have been performed? Majority of the projects have not yet started. |
| | 6 | LGCDG received? |
| | 7 | Any allocation to agr. sector in LGCDG? |
| Sumbawanga District Council | | |
| | 1 | 06/07 DADP is prepared? Yes |
| | 2 | What are major projects/activities? * Introduction of Soya beans, * Topo Survey for Irrigation (300 ha), * Construction of irrigation wall, * Palm oil improvement, * Vaccination, etc. |
| | 3 | Received DADG? |
| | 4 | Received A-CBG? |
| | 5 | Any projects/activities have been performed? Only the intro of soya beans. (But the budget was the remaining funds from the last year.) |
| | 6 | LGCDG received? |
| | 7 | Any allocation to agr. sector in LGCDG? |
| Nkasi District Council | | |
| | 1 | 06/07 DADP is prepared? Yes |
| | 2 | What are major projects/activities? * Cattle/Chicken vaccination, * Bean production improvement, * Training for oxinization, * Flood damage assessment, etc. |
| | 3 | Received DADG? Yes (71.4 mil. in December) |
| | 4 | Received A-CBG? |
| | 5 | Any projects/activities have been performed? Cattle/Chicken vaccination has been completed, others are on-going. |
| | 6 | LGCDG received? |
| | 7 | Any allocation to agr. sector in LGCDG? |
| Mpanda District Council | | |
| | 1 | 06/07 DADP is prepared? Yes |
| | 2 | What are major projects/activities? * Strengthening SACCOs, * Rehabil. of slaughterhouse, * FFS, * Vaccination, etc. |
| | 3 | Received DADG? Yes, (74.5 mil.) |
| | 4 | Received A-CBG? Yes, (30.9 mil.) |
| | 5 | Any projects/activities have been performed? Not much by the current budget. But some was done by funds of the last year. |
| | 6 | LGCDG received? |
| | 7 | Any allocation to agr. sector in LGCDG? |

| Attachment 3-3 | | |
|---|-----|--|
| Summary of Findings on 06/07 DADP Implementation (Ruvuma) | | |
| LGA | No. | Status as of late Feb. or early Mar. |
| Songea Municipal Council | | |
| | 1 | 06/07 DADP is prepared? Yes |
| | 2 | What are major projects/activities? |
| | 3 | Received DADG? Yes (11.3 mil. in December) |
| | 4 | Received A-CBG? Yes (2.6 mil. in February) |
| | 5 | Any projects/activities have been performed? No |
| | 6 | LGCDG received? |
| | 7 | Any allocation to agr. sector in LGCDG? |
| Songea District Council | | |
| | 1 | 06/07 DADP is prepared? Yes |
| | 2 | What are major projects/activities? * Livestock production improvement, * Irrigation, * Crop development, etc. |
| | 3 | Received DADG? Yes (but there is confusion about the amount and date received.) |
| | 4 | Received A-CBG? Yes (but there is confusion about the amount and date received.) |
| | 5 | Any projects/activities have been performed? Not yet. All are still in preparatory stage. |
| | 6 | LGCDG received? |
| | 7 | Any allocation to agr. sector in LGCDG? |
| Mbinga District Council | | |
| | 1 | 06/07 DADP is prepared? Yes |
| | 2 | What are major projects/activities? * Irrigation, * Jetropha introduction, * Rehabil of purpery, * Dips |
| | 3 | Received DADG? Yes (156 mil. in Jan.) |
| | 4 | Received A-CBG? Yes (69 mil. in Jan.) |
| | 5 | Any projects/activities have been performed? Only a few of the palnnd projects. |
| | 6 | LGCDG received? |
| | 7 | Any allocation to agr. sector in LGCDG? |
| Namtunbo District Council | | |
| | 1 | 06/07 DADP is prepared? |
| | 2 | What are major projects/activities? * Irrigation, * Dip rehabilitation |
| | 3 | Received DADG? Yes (but it seems that they received two DADG funds: 45.6 mil in December and 38.9 mil in January.) |
| | 4 | Received A-CBG? Yes (21.6 mil in January) |
| | 5 | Any projects/activities have been performed? The two projects above have been on going. |
| | 6 | LGCDG received? |
| | 7 | Any allocation to agr. sector in LGCDG? |
| Tunduru District Council | | |
| | 1 | 06/07 DADP is prepared? Yes |
| | 2 | What are major projects/activities? * Irrigation, * Vaccination, * Construction of abattoir, etc. |
| | 3 | Received DADG? Yes (84.2 mil. in December) |
| | 4 | Received A-CBG? Yes (26.6 mil. in January) |
| | 5 | Any projects/activities have been performed? Only some of the projects. those three projects above are completed. |
| | 6 | LGCDG received? |
| | 7 | Any allocation to agr. sector in LGCDG? |

| Attachment 4-1 | | |
|--|----------------------|--|
| Summary of Findings on 07/08 DADP Planning (Coast) | | |
| LGA No. | Actions | Status as of late Feb. or early Mar. |
| Kibaha Town Council | | |
| 0 | General observation | No preparatory activities conducted yet. |
| 1 | DFT in place? | Yes |
| 2 | WFT appointed? | No |
| 3 | WFT materials ready? | No |
| 4 | WFT training done? | No |
| 5 | O&OD done? | Yes (2002) |
| 6 | VADP prepared? | No |
| 7 | WADP ready? | No |
| 8 | DADP prepared? | No |
| Kibaha District Council | | |
| 0 | General observation | The council is serious (already produced a draft DADP), but it was not participatory in preparation. |
| 1 | DFT in place? | Yes |
| 2 | WFT appointed? | Yes |
| 3 | WFT materials ready? | Yes (but they were O&OD materials) |
| 4 | WFT training done? | Yes (Dec. 2006) |
| 5 | O&OD done? | ..... |
| 6 | VADP prepared? | Yes |
| 7 | WADP ready? | ..... |
| 8 | DADP prepared? | Yes |
| Mkuranga District Council | | |
| 0 | General observation | The council is serious as they appointed a DADP coordinator and carried out WFT training. |
| 1 | DFT in place? | Yes |
| 2 | WFT appointed? | Yes |
| 3 | WFT materials ready? | Yes |
| 4 | WFT training done? | Yes (Jan. 16 - 23, 2006) |
| 5 | O&OD done? | ..... |
| 6 | VADP prepared? | Yes (by Feb.15, 2006) |
| 7 | WADP ready? | To be ready by Feb. 25. |
| 8 | DADP prepared? | not yet, but quite aware the deadline. |
| Kisarawe District Council | | |
| 0 | General observation | They are delayed in preparation. |
| 1 | DFT in place? | Yes |
| 2 | WFT appointed? | ..... |
| 3 | WFT materials ready? | ..... |
| 4 | WFT training done? | not yet (to be started from Feb.19 -) |
| 5 | O&OD done? | ..... |
| 6 | VADP prepared? | To be ready by Mar. 10 |
| 7 | WADP ready? | To be ready by Mar. 15 |
| 8 | DADP prepared? | not yet. |
| Bagamoyo District Council | | |
| 0 | General observation | They are positively engaging in the planning. |
| 1 | DFT in place? | Yes |
| 2 | WFT appointed? | Yes |
| 3 | WFT materials ready? | Yes |
| 4 | WFT training done? | already started but to be completed by Mar. 6 |
| 5 | O&OD done? | ..... |
| 6 | VADP prepared? | to be prepared by Mar. 16 |
| 7 | WADP ready? | to be completed by Mar. 25 |
| 8 | DADP prepared? | The council misunderstood the deadline as Apr. 4. So NF notified the exact date. |
| Rufiji District Council | | |
| 0 | General observation | They are in general committed to preparing a good DADP. |
| 1 | DFT in place? | Yes |
| 2 | WFT appointed? | Yes |
| 3 | WFT materials ready? | Yes |
| 4 | WFT training done? | Currently being carried out thru 25 - 28 Feb. |
| 5 | O&OD done? | Yes |
| 6 | VADP prepared? | to be prepared by Mar. 10 |
| 7 | WADP ready? | to be done by Mar. 15 |
| 8 | DADP prepared? | to be submitted by Mar. 22 |
| Mafia District Council | | |
| 0 | General observation | They have clear time schedule of completing the planning. |
| 1 | DFT in place? | Yes |
| 2 | WFT appointed? | Yes |
| 3 | WFT materials ready? | to be prepared by Mar. 6 |
| 4 | WFT training done? | to be conducted thru Mar. 7 - 8. |
| 5 | O&OD done? | Yes |
| 6 | VADP prepared? | to be done by Mar. 20. |
| 7 | WADP ready? | to be done by Mar. 22. |
| 8 | DADP prepared? | to be done by Mar. 25. |

| Attachment 4-2 | | | |
|--|-----|----------------------|---|
| Summary of Findings on 07/08 DADP Planning (Rukwa) | | | |
| LGA | No. | Actions | Status as of late Feb. or early Mar. |
| <u>Sumbawanga Municipal Council</u> | | | |
| | 0 | General observation | The council is in general in a passive (inept) mode, not positively engaging in their planning. |
| | 1 | DFT in place? | Yes, but not yet the Core Team |
| | 2 | WFT appointed? | Not yet. to be formally appointed by Feb. 23. |
| | 3 | WFT materials ready? | Not yet. to be prepared by Feb.23. |
| | 4 | WFT training done? | Mar. 7. |
| | 5 | O&OD done? | ..... |
| | 6 | VADP prepared? | by Mar. 7 |
| | 7 | WADP ready? | ..... |
| | 8 | DADP prepared? | by Mar. 31. |
| <u>Sumbawanga District Council</u> | | | |
| | 0 | General observation | The process is delayed. |
| | 1 | DFT in place? | Yes, but not yet the Core Team, nor clear job description |
| | 2 | WFT appointed? | Yes, but without a formal letter. |
| | 3 | WFT materials ready? | in progress (complete by Feb. 24) |
| | 4 | WFT training done? | not yet. (to start from Feb.28) |
| | 5 | O&OD done? | ..... |
| | 6 | VADP prepared? | to be done by Mar.7 |
| | 7 | WADP ready? | ..... |
| | 8 | DADP prepared? | by Mar. 19 |
| <u>Nkasi District Council</u> | | | |
| | 0 | General observation | The council is behind the schedule. |
| | 1 | DFT in place? | Yes, but not the Core Team which is to be appointed by Mar. 3 |
| | 2 | WFT appointed? | Yes |
| | 3 | WFT materials ready? | to be done by Mar.3 |
| | 4 | WFT training done? | to begin from Mar. 8 |
| | 5 | O&OD done? | ..... |
| | 6 | VADP prepared? | to be done by Mar. 15 |
| | 7 | WADP ready? | ..... |
| | 8 | DADP prepared? | to be done by Mar. 22 |
| <u>Mpanda District Council</u> | | | |
| | 0 | General observation | The council is pressing to complete on time. |
| | 1 | DFT in place? | Yes, but not the Core Team which is to be appointed by Mar. 3 |
| | 2 | WFT appointed? | Yes |
| | 3 | WFT materials ready? | Yes |
| | 4 | WFT training done? | On-going (as of NF backstopping) |
| | 5 | O&OD done? | ..... |
| | 6 | VADP prepared? | to be done by Mar. 10 |
| | 7 | WADP ready? | ..... |
| | 8 | DADP prepared? | to be done by Mar. 18 |

| Attachment 4-3 | | | |
|---|-----|----------------------|--|
| Summary of Findings on 07/08 DADP Planning (Ruvuma) | | | |
| LGA | No. | Actions | Status as of late Feb. or early Mar. |
| Songea Municipal Council | | | |
| | 0 | General observation | They are behind the schedule. Together with the Songea DC, they have a district agricultural strategy which employs a forceful (top-down) approach to introduce the Paprika production into the area replacing tobacco. It is concerned that this action would have a serious consequence in the agricultural activities in the areas. |
| | 1 | DFT in place? | Yes (but without a formal letter) |
| | 2 | WFT appointed? | Yes (but without a formal letter) |
| | 3 | WFT materials ready? | in progress |
| | 4 | WFT training done? | to be conducted thru Mar. 1 – 2. |
| | 5 | O&OD done? | in 2006 |
| | 6 | VADP prepared? | by Mar. 7 |
| | 7 | WADP ready? | by Mar.9 |
| | 8 | DADP prepared? | by Mar. 14 |
| Songea District Council | | | |
| | 0 | General observation | The council is in good progress in planning, but the Strategy described above in Songea MC would interrupt the DADP. |
| | 1 | DFT in place? | Yes |
| | 2 | WFT appointed? | Yes |
| | 3 | WFT materials ready? | Yes |
| | 4 | WFT training done? | Yes |
| | 5 | O&OD done? | in 2004 |
| | 6 | VADP prepared? | Yes |
| | 7 | WADP ready? | Yes |
| | 8 | DADP prepared? | to be ready by Mar. 9 |
| Mbinga District Council | | | |
| | 0 | General observation | The council is serious about the DADP preparation, even though they are behind schedule. |
| | 1 | DFT in place? | Yes |
| | 2 | WFT appointed? | Yes |
| | 3 | WFT materials ready? | in progress |
| | 4 | WFT training done? | not yet |
| | 5 | O&OD done? | not yet (but they did PRA planning at the village level.) |
| | 6 | VADP prepared? | Yes |
| | 7 | WADP ready? | Yes |
| | 8 | DADP prepared? | by Mar. 5 |
| Namtunbo District Council | | | |
| | 0 | General observation | The council is in good progress as they have already prepared a draft DADP. |
| | 1 | DFT in place? | Yes |
| | 2 | WFT appointed? | Yes |
| | 3 | WFT materials ready? | Yes |
| | 4 | WFT training done? | Yes (Mar. 7 –9) |
| | 5 | O&OD done? | ..... |
| | 6 | VADP prepared? | Yes |
| | 7 | WADP ready? | Yes |
| | 8 | DADP prepared? | by Mar. 15 |
| Tunduru District Council | | | |
| | 0 | General observation | The council already submitted their DADP, but it was found that the plan was not prepared participatory manner, nor involved the regional office. |
| | 1 | DFT in place? | Yes |
| | 2 | WFT appointed? | No |
| | 3 | WFT materials ready? | No |
| | 4 | WFT training done? | No |
| | 5 | O&OD done? | ..... |
| | 6 | VADP prepared? | No |
| | 7 | WADP ready? | No |
| | 8 | DADP prepared? | Yes (but the one prepared only by a few district officials). So NF advised to review the present DADP to include village opinions. |

Appendix 6

JAPAN INTERNATIONAL COOPERATION AGENCY (JICA)

Rural and Agricultural Development Advisory Group of JICA Tanzania Office (JICA-RADAG)

Support for DADP Backstopping in the Regions of Mbeya and Morogoro¹

(Final Draft)

December 2007

Fuminori Arai, Ippei Itakura, Zakaria Muyengi, and Fernand Mgaya

Table of Contents

| | |
|---|------|
| Executive Summary | Ex.1 |
| 1. Introduction | 1 |
| 1.1 Background..... | 1 |
| 1.2 Objectives of the 2007 Backstopping..... | 2 |
| 2. Objectives of the Present Report and Support Activities of RADAG | 3 |
| 2.1 Objectives of the Present Report | 3 |
| 2.2 Structure of the Report | 3 |
| 2.2 Support Activity of RADAG during the 07/08 DADP Preparation Period..... | 4 |
| 3. Preparation and Operation of 2007 DADP Backstopping | 6 |
| 3.1 Preparation of Backstopping Exercise (Logistics) | 6 |
| 3.2 Backstopping Operation | 6 |
| 4. Major Observations..... | 9 |
| 4.1 Preparation of the Backstopping Exercise..... | 9 |
| 4.2 Observations of the Actual Backstopping Exercise | 9 |
| 4.3 Findings on the Process of 08/09 DADP Planning..... | 15 |
| 5. Issues..... | 18 |
| 5.1 Issues of Backstopping | 18 |
| 5.2 Issues of DADP Planning at LGAs Level | 20 |
| 5.3 Issues of DADP Planning at Regional Level..... | 22 |
| 6. Conclusions and Proposals | 23 |
| 6.1 Conclusions | 23 |
| 6.2 Proposals for the Improvement of Backstopping | 23 |
| 6.3 Proposals for the Improvement of DADP Planning | 24 |
| Attachment | A.1 |

¹ The findings, interpretations and recommendations expressed in this report are those of the author and should not be attributed in any manner to the Japan International Cooperation Agency (JICA).

Abbreviations and Acronyms

| | |
|-----------|--|
| ASDP: | Agricultural Sector Development Programme |
| ASDS: | Agricultural Sector Development Strategy |
| ASLMs: | Agricultural Sector Lead Ministries (including PMO-RALG) |
| CMT: | Council Management Team |
| DADG: | District Agricultural Development Grant |
| DADP: | District Agricultural Development Plan |
| DALDO: | District Agriculture and Livestock Development Officer |
| DANIDA: | Danish International Development Agency |
| DC: | District Council |
| DCI: | Development Cooperation Ireland |
| DCO: | District Cooperative Officer |
| DDP: | District Development Plan |
| DED: | District Executive Officer |
| DFID: | Department for International Development |
| DPLO: | District Planning Officer |
| EU: | European Union |
| FAO: | Food and Agriculture Organization of United Nations |
| GOT: | Government of Tanzania |
| ICC: | Inter-Ministerial Coordination Committee |
| IFAD: | International Fund for Agricultural Development |
| JICA: | Japan International Cooperation Agency |
| LGA: | Local Government Authority |
| LGCDG: | Local Government Capital Development Grant |
| LGRP: | Local Government Reform Programme |
| M&E: | Monitoring and Evaluation |
| MAFC: | Ministry of Agriculture, Food Security and Cooperatives (since January 2006) |
| MAFS: | Ministry of Agriculture and Food Security (up to December 2005) |
| MC: | Municipal Council |
| MCM: | Ministry of Cooperatives and Marketing (up to December 2005) |
| MITM: | Ministry of Industry, Trade and Marketing (since January 2006) |
| MLD: | Ministry and Livestock Development |
| MTEF: | Medium Term Expenditure Framework |
| NFs: | National Facilitators |
| NF team: | National Facilitation team |
| O&OD: | Opportunities and Obstacles to Development |
| PME: | Participatory Monitoring and Evaluation |
| PMO-RALG: | Prime Minister's Office - Regional Administration and Local Government (since January 2006) |
| RAA: | Regional Agriculture Adviser |
| RAS: | Regional Administrative Secretary |
| RCA: | Regional Cooperative Adviser |
| RLA: | Regional Livestock Adviser |
| RS: | Regional Secretariat |
| SACCO: | Savings and Credit Cooperative Society |
| TC: | Town Council |
| TIC: | Technical Inter-Ministerial Committee |
| VEO: | Village Executive Officer |
| WEO: | Ward Executive Officer |

Executive Summary

1. General Background

Under the Poverty Reduction Strategy, the Government of Tanzania (GoT) formulated the Agricultural Sector Development Strategy (ASDS) in October 2001, the Agricultural Sector Development Programme (ASDP) in March 2003, and ASDP Programme Document through Basket Fund in May 2006. The Agricultural Sector Lead Ministries (ASLMs) implements ASDS/ASDP, with particular focus on the District Agricultural Development Plans (DADPs), through which ASDP is implemented at district and field levels. For DADPs, LGAs assume responsibility for the formulation and implementation, following the guidelines provided by the central government. Since 2006/07 fiscal year, recognizing the importance of DADP, ASLMs have carried out several major supporting activities: a) DADP Training (June to September 2006); b) Finalization of the DADP Guidelines (October to November 2006); c) Backstopping of LGAs for DADP planning (November 2006 to March 2007); d) Assessment of 07/08 DADP. The latest support is the current “Backstopping of LGAs for 2008/09 DADP preparation” which was conducted in the late November 2007.

2. Objectives of the 2007 Backstopping

At the outset of the backstopping preparation, it was considered by the Planning and Implementation Thematic Working Group of ASDP (P&I TWG) that the aim of this year backstopping is rather **to brush up the DFT members with respect to the knowledge and focus of DADP preparation they learned last year.** At the same time, recognizing the shortcomings that emerged during the previous backstopping and subsequent DADP assessment, P&I TWG considered this occasion as an opportunity **to highlight the “how to” aspects of DADP preparation.** Another goal of the backstopping was **to strengthen the capacity of the Regional Secretariat (RS) office** for the guidance and technical facilitation of the DADP preparation. This goal was also derived from the previous experience that the DADP supporting activities were overwhelming for the central ministries which dealt with the tasks directly with LGAs. Finally the present backstopping was intended **to alarm LGAs that this year deadline of DADP submission is the end of December 2007,** as directed by the president.

3. Objectives of the Present Report

Participating to the current backstopping exercise, the objectives of the report is **to summarize observations of the current DADP backstopping and to identify challenges for better support to LGAs’ DADP preparation.** More specifically in finding challenges, our focus is on 1) Effectiveness of backstopping both in logistics and facilitation exercises, 2) Challenges that LGAs face in preparing DADPs, 3) Capacity of RS office against their expected roles in backstopping LGAs.

Caveats: The findings and proposals presented here are obtained only from the backstopping of the two regions (Mbeya and Morogoro) where we had opportunities to take part in. Although we expect a general tendency in the observation, regional or district-wise variation as well as variation among the facilitation teams would be unavoidable. For more solid conclusions, a systematic study should be made by encompassing the entire reports from all facilitation teams.

4. Major Observations

4.1 Preparation of the Backstopping Exercise

The preparation of this year backstopping exercise was affected by the shortage of time, with unusual conditions: (1) there was the president directive that all DADPs would be submitted to PMO-RALG by the end of December, hence necessitated the backstopping to be done in November; (2) ASDP’s major annual events (Joint Implementation Review, ASR/PER, and GBS Annual Review) were taking place during the preceding two month periods (September and October), leaving less time and human resources available for the backstopping preparation. Due to these constraints, the P&I TWG could not have enough time for elaborating the approach and materials of the backstopping, and for informing and organizing relevant parties.

The short notice of the backstopping affected the preparation of the RS office and LGAs in such regards to finding venues and equipment. The short notice also affected the preparation of participants from LGAs. Important people such as DALDOs could not attend the session. Also some LGAs failed to bring important materials for the workshop such as VADPs and their strategies.

4.2 Observations of the Actual Backstopping Exercise

Participants: In the Mbeya session, there were a large number of participants in spite of the short notice. Such large participation was probably assured by the government announcement about the event through media including TV, radios and newspapers.

Approach of Backstopping: The basic approach of this year backstopping could be characterized by the two features: 1) Collective workshop at the RS town, and 2) Practice-oriented workshop with focus on “how-to” aspects of DADP preparation. The collective approach was successful with respect to the brush-up. But for the encouragement of RS’s involvement, which was an important consideration of the collective approach, further elaboration of the approach would be required. The second feature, practice-oriented workshop was, in fact, quite effective to raise LGAs’ skills of and commitment to DADP preparation. This was also benefited from the collective approach of the workshop which exposed the participants to a competitive atmosphere. It was also helped by the feedback of the quality assessment results.

Overall Process and Time Allocation: In general, the backstopping was conducted according to the notes prepared by the TWG for the exercise. In both Mbeya and Morogoro workshops, sufficient time was allocated to practical exercise of the participants. The first two days were used for explaining and highlighting major aspects and steps of the DADP preparation. Then the following two days were devoted to the practice that the participants actually set out to prepare 08/09 DADP.

Facilitators’ Performance: Facilitation skills were in general good and discussions were facilitated in a participatory manner. Facilitators were successful in leading the participants into actual practice of DADP preparation. It would be more effective in future however if the facilitators would have deeper knowledge and skills of practical aspects of LGAs’ DADP preparation (e.g. steps from SWOT to activity selection). It is also desirable for all facilitators to be familiar with the quality assessment of DADPs which was carried out this year with their limited participation.

Another observation was the diverse level of facilitators in their knowledge and skills. The issue was acute this year because new recruitment was made to fill the gap of manpower and to include members of other TWGs. This issue has a positive aspect too, in that some of experienced facilitators prepared own additional materials to supplement the given materials. In either way, it would be necessary to have some arrangements to exchange ideas and skills among facilitators so as to maintain certain homogeneity among their knowledge and skills.

Focus and Subjects of the Backstopping: The facilitators rightly stressed that the objectives of DADPs should be poverty reduction and food security. Importance of considering economic potentials/market in planning was also briefly explained. Furthermore there was explanation on the concept of three year plan. Based on this concept, rotating target areas or phasing activities over several years were advised. There was an inclination that the facilitators stressed more on the O&OD performance and the grassroots characteristics of DADPs. Key points in facilitation at village level were confirmed among participants so as to identify needs for agricultural development among various issues.

However, one of the objectives of the backstopping: To clarify the “how-to” part of the DADP preparation seemed only partially attained because the facilitators had limited practical knowledge and did not have enough preparation for that aim. Also the strengthening of the RS offices was left unfinished to the future because they were not exposed or induced to take more leading roles in backstopping this time.

MTEF formats for budgeting: With respect to MTEF formats, both workshops (Mbeya and Morogoro) discussed the two formats currently used, i.e. No.6 and 3(a). It was stressed by the facilitators that selected activities should be concrete and realistic by clarifying necessary/useful information e.g. on the number of beneficiaries.

Prioritization and Consolidation: While the Mbeya sessions elaborated prioritization among interventions, the Morogoro sessions emphasized the benefit of village prioritization: to select villages that could easily show impacts to others rather than spreading resources for all villages. The facilitators encouraged participants to identify intervention in line with District Agricultural Strategy (DAS) and Regional Agricultural Strategy.

Different types of grants: As for the different types of grants, the purpose of each grant was shared among participants.

Irrigation/DIDF: As additional information, the facilitation teams (Mbeya and Morogoro) supplied some details of the irrigation project formulation. Key steps in formulating irrigation projects were presented. It was observed in general that understanding of the participants regarding DIDF was relatively low; only a few LGAs have applied this grant.

Feedback of the DADP Quality Assessment: In Mbeya, feedback of the assessment results has drawn noteworthy attention from the participants. The assessment results showing the relative ranks of individual DADPs, made LGAs to think their DADP quality in relative terms and gave an impact on their perception and actions of preparing DADPs. In addition, the LGAs made a request to the facilitation team to conduct again the quality assessment for 2008/09 DADPs.

Impact of the checklist: In Morogoro, many participants agreed on the criteria proposed. Some of them stated that LGAs were ready to follow it, once direction was formally delivered.

Involvement of the RS Office: In Mbeya session, the RS officials remained primarily a commenting party in the session. They did not take leading roles in actual facilitation or questions/answer sessions. In Morogoro workshop, there was almost no opportunity of the RS official to facilitate a session. This is probably because she was new to the position and still in learning process.

4.3 Findings on the Process of the 08/09 DADP Planning

At the time of the backstopping (3rd week of November), LGAs were either at a very initial stage of DADP preparation or had not started it at all. In Mbeya region, only Mbeya DC had started the process. In Morogoro Region, most of the LGAs have just started review of O&OD results.

Conceptual Aspects of the Plan:

Formulation of objectives, targets and intervention: In Mbeya workshop, many participants expressed difficulty to adopt agricultural objectives different from those adopted by their DDPs because, according to them, the latter were the ones decided by their full council meeting. Underlying this difficulty is a regulation that the Strategic Plan requires a LGA to select a limited number of objectives for the whole district, and does not allow having separate objectives for specific sectors. Consequently, their DADP objectives remain as general as the overall district objectives.

Strategic thinking and planning (prioritization): During the presentation it was observed that districts itemized many interventions as their priorities. Those selections, which lack focusing and screening, obviously require resources to be spread thinly across the activities, ending up with less impact on the economy. This seems to imply that the concept of how to prioritize was very limited.

Innovativeness: Many districts seem to lack innovativeness in their DADPs. It was observed that many interventions in DADPs were conventional.

Components of the Plan: From the contents of the presented DADP at the end of the workshop, it was observed that most of the plans lacked consideration on the following.

Private sector involvement: In general, strategies are weak on how the private sector would be involved in developing agricultural activities within the districts. However, it was noted that the fundamental issue is the very rudimentary state of the private sector in the local level.

Sustainability of interventions: Interventions often failed to describe plans/activities that assure the sustainability of the interventions. This could raise concerns even on the sense of ownership of those interventions.

Marketing: There is very limited consideration to market trends and channels in the district.

Specifics of the Plan:

Targets are not practical/realistic: The sense of ‘realistic’ targets seems weak among LGAs.

Unclear distinctions between the use of A-EBG and A-CBG, and between top-up and basic: The issue of Activity categorization and its linkage with the type of grants is prevailing. In particular, distinction between the A-EBG and A-CBG and their respective basic and top-up grants is not clarified yet even in the present Guidelines. In fact, participants requested more explanations in some areas of grants application, for example, which grants should support the construction of ward resource center and housing for extension workers.

MTEF format does not allow specifying grant type at the Activity level: In the exercise of DADP preparation, participants determine the type of grant to be used at Activity level. This was certainly a practical approach of formulating comprehensive project which contains various kinds of interventions (i.e. investment, service, and/or capacity building) to achieve one Specific Objective. But MTEF Guidelines formats and PlanRep formats allow grant categorization only at the Target level. It would be difficult for LGAs to reflect what they have learnt from the backstopping (i.e. assigning proper grant to specific activities) when they actually produce a DADP.

Ideas on Cost Sharing: In Mbeya workshop, many DADPs (the output of the practice session) did not mention the contribution of communities, implying that DFTs were unaware of the requirements. In Morogoro session, there was substantial discussion on cost-sharing. Some participants stated that community had been reluctant to contribute 25% of the budget for community projects.

Budget/Reporting/Formats:

Limited understanding of the formats: Due to yearly changes of the MTEF format by the Ministry of Finance, it was observed that LGAs had difficulties to understand some of the components in the format.

Reporting and budgeting formats: All LGAs in Mbeya (except Mbeya CC) commented difficulty of using PlanRep format. The preferred format is MTEF form no. 6. However, it was agreed that all LGAs should follow the MTEF guidelines format that issued by the Ministry of Finance. In Morogoro, discussion was held on the use of the forms 6 and 3, but no clear conclusion was made.

Uncertainty on the ceiling: In Morogoro, there was an argument over the timing of ceiling determination and notification (i.e. timing of distribution of the MTEF budget guidelines). The facilitators then mentioned that they could refer to the draft budget guidelines, so as to easily adjust cost estimates according to the final ceiling.

5. Conclusions and Proposals

6.1 Conclusions

According to our observation, it is concluded that this year backstopping exercise had achieved the goals to a good extent, facilitating LGAs to prepare DADPs of better quality on time. The operation was a good opportunity for LGAs of clarifying ambiguities in their preparation. It was also a great push for LGAs to prepare their DADP on time.

Major obstacle of this year exercise was the shortage of time, affecting negatively the preparation of the TWG, the facilitators, the RS offices, and LGAs. On the other hand, facilitation skills were generally good and discussions were well facilitated in a participatory manner. Presentation materials were helpful for the workshop, even though stresses were given to different parts depending upon facilitators’ interpretation. Concern also remains whether facilitators have a common understanding of a quality DADP and effective facilitation methods.

In the workshop, almost all important messages were shared with LGAs, e.g. the concept of a three-year rolling plan, the selection of target villages and the goals of food security and poverty reduction. Hence, as a general conclusion, the backstopping was effective in terms of delivering important issues to LGAs.

The objective of highlighting practical aspects of DADP preparation was partially attained. Further

improvement is possible if arrangements will be made to exchange facilitators' experience, knowledge and skills. Familiarization of facilitators to DADP quality assessment would also be helpful. The objective of involving RS was also partially achieved. More efforts would be necessary in a systematic approach including preparation of Terms of References for the RS office and more coordinated work with the center in backstopping.

6.2 Proposals for the Improvement of Backstopping

(1) Cycle, Timing, and Preparation of the Backstopping

Early Preparation: It is highly desirable to start the backstopping preparation at earlier time, preferably during last August to October period, before the major ASDP events should start. It would also be better if the timing of backstopping is to be synchronized with the fund disbursement.

Approach Sharing (Rehearsal of Backstopping): Prior to going to the backstopping, it would be effective to have a rehearsal session among national facilitators. For the present backstopping, major materials were prepared and supplied by the TWG, but facilitators occasionally have and use materials developed by their own initiatives. A joint rehearsal of facilitators would be useful to exchange ideas, knowledge, approach and materials. It would also help facilitators unify understanding and approach, and enhance knowledge, and after all avoid delivering different messages to IGAs.

For similar reason, it would be effective to involve RS officers from a preparatory stage. National facilitators could visit RS a few days before the session and share knowledge and information with RS officers. This would enhance the capacities of RSs and bring the sense of ownership to RSs.

Wrap-up and Accumulation of Lessons Learned: It is of crucial importance for national facilitators to share the experience after backstopping by preparing a report and holding a review meeting. At the meeting they could discuss issues raised during the session. They could also consider which information needs to be delivered for further facilitation for DADP preparation.

Follow-up of the Planning Process and Review of DADP: It is necessary to follow the planning process even after the backstopping session. LGAs and RS are in learning process. There might be still a gap between what they have learnt and what they are actually doing.

To Establish a Regular Cycle of Backstopping: Including all the proposals above, an annual cycle of backstopping (sequential activities and their timing) should be established. Such establishment helps stakeholders think ahead and get ready on time, avoiding unnecessary confusion. It also facilitates communication among stakeholders.

(2) For better Operation of the Backstopping

To Adopt More Practice-oriented Backstopping: The practice-oriented approach was effective to bring participants closer to actual operation of DADP preparation. Hence the approach should be kept in the next backstopping. But effort should be made to strengthen the knowledge and skills of facilitators in this regards.

To Maintain the Collective Workshop, but with a Smaller Number of Participants: It was observed that the collective workshop was effective in terms of 1) exposing LGAs to competitive atmosphere, 2) saving time and costs of backstopping, 3) supplying an adequate platform to RS to take a leading role. Therefore the collective mode of backstopping should continue. But for greater effectiveness and better efficiency, a reduced number of participants would be preferable.

To Develop More Practical Backstopping Materials: Further effort should be extended to improve the backstopping materials, especially for practical steps of DADP preparation. Also the quality assessment feedback should be refined to reflect the concerns of LGAs (submission timing, clear indication of points that need to be improved, etc.) and to improve objectivity of the assessment.

Refresh Workshop for the National Facilitator: Similar to the proposal of 'Approach Sharing', facilitators need to be refreshed for their knowledge and skills of both DADP (Guidelines) and facilitation exercise. In the workshop, specific focus should be given to practical aspects of facilitation and quality assessment both of which were found relatively weak in facilitators understanding in the present backstopping.

6.3 Proposals for the Improvement of DADP Planning

(3) Instruction to LGAs

To Request Strongly LGAs to Observe the Guidelines: The observance to the Guidelines is still weak. Many DFT members even do not have their own copy. A strong instruction should be issued to LGAs to utilize the Guidelines. Many technical issues of DADP preparation should be solved by reading and applying the Guidelines in practice.

(4) Supporting Work for better DADP Preparation and Implementation

Feedback of the Backstopping Results: It is of great effectiveness for national facilitators to provide LGAs with directions on key issues that have been found in the backstopping which are sharable among all LGAs. They could include the issue of how to distinct between the use of A-EBG and A-CBG (including the aspects of Basic and Top-up), the use of A-CBG for DADP preparation, draft ceiling information, the issue of how to categorize intervention in the MTEF format.

o Continue to Improve and Modify the Guidelines: During the backstopping it was found that DFT members are confused at some issues of DADP Planning (e.g. the use of different grant, and use of MTEF format (Designation of grant types, and Assignment of interventions among Objective, Target, and Activity)). The TWG should continue work on the document to develop such content so as to reduce ambiguity and make it more user-friendly.

To Finalize the Checklist and Distribute it to LGAs: Through the backstopping, it has been found that the checklist could be useful tool both for LGAs and RS to produce a quality DADP. It matches with the needs from LGAs who require practical guidance in preparing a DADP document. DADP TWG should finalize the current draft checklist and distribute it to LGAs and RS, so that the quality of DADP document is to be assured at a certain level.

To Keep Conducting the Quality Assessment of DADPs and Feedback the Results to LGAs: As observed in the backstopping, the results of the quality assessment of DADPs were a effective to convey important points and issues of DADP preparation. Having produced factual argument, the assessment helped to make the backstopping practical and focused. In order to keep such good feature of the backstopping, the assessment should continue to be performed.

(5) Greater Involvement of RS

Preparation of TOR for RS: While ASLMs indicate overall direction to transfer the function of backstopping from the central to RS, there is no specific guidance for RS on how to actually backstop LGAs. In light of this, TOR should be developed for RS so as to clarify their roles and responsibilities. TOR should include key issues to be followed and timetable in line with specific tasks written in the TOR.

(6) Development of Monitoring System for DADP Implementation

Practical and Effective Monitoring System for DADP Implementation: The backstopping exercise so far has been concentrating on the planning stage of DADP. Only scarce attention has been given to the DADP Implementation stage², and no systematic effort has been made to bring that task in to practice. The issue is urgent because there is no mechanism to cross-check the LGAs' progress report, and the effectiveness of the DADP funds as against the expected objectives. Discussion should urgently be held and necessary actions should be taken without delay.

(7) Determination of the Use of External Advisor (Consultant) in DADP Preparation

It was found out in the backstopping that some LGAs relied upon the support of external professionals (private consultancy services) in their preparation of 07/08 DADP. Even during the present backstopping, when asked whether they need such support, many LGAs responded positively (some LGAs quite enthusiastically). The issue is the range and legitimacy of such supports in DADP preparation. It is desirable to discuss the issue promptly and announce the conclusion to all LGAs for their fairness.

² Activity of this part of DADP cycle may be called "Implementation Backstopping", "Implementation Monitoring", "Implementation M&E (Monitoring and Evaluation)", or "Implementation Review".

1. Introduction

1.1 Background

General: Under the Poverty Reduction Strategy, the Government of Tanzania (GoT) formulated the Agricultural Sector Development Strategy (ASDS) in October 2001, the Agricultural Sector Development Programme (ASDP) in March 2003, and ASDP Programme Document through Basket Fund in May 2006. JICA, together with DANIDA, DCI, DFID, EU, FAO, IFAD and the World Bank, has been assisting GoT in formulating and implementing ASDS/ASDP, with particular focus on the District Agricultural Development Plans (DADPs), through which ASDP is implemented at district and field levels.

ASDP has been implemented by the four agricultural sector lead ministries (ASLMs) consisting of the Ministry of Agriculture, Food Security and Cooperatives (MAFC), the Ministry of Livestock Development (MLD), the Ministry of Industry, Trade and Marketing (MITM), and the Prime Minister's Office – Regional Administration and Local Government (PMO-RALG). The last has jurisdiction over the local government authorities (LGAs). For DADPs, LGAs, the district councils in particular, assume responsibility for their formulation and implementation, following the guidelines provided by the central government.

Since 2006/07 fiscal year, recognizing the importance of DADP in ASDP, ASLMs have carried out several major supporting activities. They are briefly summarized below.

[Supporting Activities in 2006/07]

a) DADP Training (June to September 2006) with the aim of

- Providing guidance on planning of DADP and utilization of the three agricultural grants (DADG, A-EBG, and A-CBG) based on the draft DADP Guidelines
- Receiving feedbacks from LGAs to finalise the DADP Guidelines

b) Finalization of the DADP Guidelines (October to November 2006) which attained

- Finalization of the main text of the DADP Guidelines
- Preparation of the final draft of three Annexes (i.e. specific guidelines for DADG, A-EBG and A-CBG).

c) Backstopping of LGAs for DADP planning (November 2006 to March 2007)

- Pre-trained National Facilitators visited individual LGAs and facilitated them (DFT members) to accelerate to prepare 2007/08 DADPs.

[Supporting Activities in 2007/08]

d) Assessment of 07/08 DADP

(This activity is explained more in chapter 2, Section 2.3)

- The government assessment team carried out the task during June 2007 and produced a report “Report on the Analyses of DADPs for the Fiscal Year 2007/2008”.
- In collaboration with the government, RADAG carried out detailed assessment of DADPs with focus on the document quality, and produced reports³. The findings and recommendations were harmonized with those of the government assessment. The harmonization was easily done because both found similar issues and challenges.

e) Backstopping of LGAs for 2008/09 DADP preparation

(This is the main subject of the present report)

³ There are two major reports of which the latter is an extension of the former to cover the all DADPs from the 132 LGAs. They are “Review of the 2007/08 DADP Documents”, June 2007, and “Quality Assessment of the 2007/08 DADP Documents”, September 2007.

- As did in last year, the government (more specifically the members of the Planning and Implementation Thematic Working Group of ASDP, and selected National Facilitators) has conducted backstopping of LGAs for their preparation of 2008/09 DADPs.
- This year however has a significant time pressure due to the president explicit request for DADPs to be prepared by the end of 2007.
- In the backstopping, the findings of the assessment were shown to LGA's participants as feedback from the center.

1.2 Objectives of the 2007 Backstopping

At the outset of the backstopping preparation, it was the understanding of the Planning and Implementation Thematic Working Group of ASDP (P&I TWG) that the LGAs and respective DFT members were already trained last year by the training sessions, and subsequently backstopped (facilitated), hence the aim of this year backstopping is rather **to brush up the DFT members with respect to the knowledge and focus of DADP preparation they learned last year.**

However, at the same time, recognizing the shortcomings that emerged during the previous backstopping and subsequent DADP assessment, P&I TWG considered this occasion as an opportunity **to highlight the “how to” aspects of DADP preparation.** That is, it was generally observed in the last time that the training and backstopping were rather focused on explaining background, definitions, and components of DADP, hence many LGAs had difficulties to grasp actually how to prepare their DADPs. Consequently P&I TWG prepared a note that explains the step by step process of the DADP preparation, and supplied to the Facilitators to use it in their backstopping.

Another goal of this year backstopping was **to strengthen the capacity of the Regional Secretariat (RS) office** for the guidance and technical facilitation of the DADP preparation. This goal is also derived from the previous experience that the DADP supporting activities whether backstopping, guiding or integration of outputs were overwhelming for the central ministries which dealt with the tasks directly with LGAs without much involvement of the RS office.

Finally the present backstopping was intended **to alarm LGAs that this year deadline of DADP submission is the end of December 2007,** as directed by the president.

2. Objectives of the Present Report and Support Activities of RADAG

2.1 Objectives of the Present Report

Objectives: JICA-RADAG has been involved in the implementation of ASDP for a long time. The involvement in its local component, DADP, is particularly significant, including supports for the preparation of the Guidelines, supports for the preparation of the training materials, monitoring and evaluation of the training, and supports for the backstopping. Having participated in the previous backstopping (Coast, Rukwa, and Ruvuma Regions), RADAG has produced a report that includes summary observations of the exercise and proposals for better operation of LGAs' DADP preparation and backstopping exercise.

This time too, we have joined in the part of the backstopping exercise of the national facilitators. Hence, with an aim similar to the last year reporting, we prepared a report **to summarize observations of this year DADP backstopping and to identify challenges for better support to LGAs' DADP preparation.** More specifically in finding challenges, our focus is on 1) Effectiveness of backstopping both in logistics and facilitation exercises, 2) Challenges that LGAs face in preparing DADPs, 3) Capacity of RS office against their expected roles in backstopping LGAs.

Caveats: For readers, a few caveats are in order. First, the findings and proposals presented here are obtained only from the backstopping of the two regions (Mbeya and Morogoro) where we had opportunities to take part in. Although we expect a general tendency in the observation, regional or district-wise variation as well as variation among the facilitation teams would be unavoidable. So, for more solid conclusions, a systematic study should be made by encompassing the entire reports from all facilitation teams.

Second, being a continuous process, DADP preparation and implementation are repeated year after year, and improvement should be expected in a gradual manner. Such understanding, while prohibiting us to expect quick and drastic improvement of the capacity of LGAs as well as quality of DADP, requires us to render persistent supports to the LGAs with a proper cycle of assessment and feedback of their outputs. The present report is continuation of the last one prepared in March 2007 which went over the general issues observed in some of the last backstopping activities.

2.2 Structure of the Report

The report consists of six (6) chapters: Ch.1 Introduction; Ch.2 Objectives of the Present Report; Ch.3 Preparation and Operation of 2007 DADP Backstopping; Ch.4 Major Observations; Ch.5 Issues; and Conclusions and Proposals.

The first chapter describes the background and the past experience of the DADP backstopping activities. The chapter also reports the objectives of the present backstopping exercise. Chapter 2 explains the objectives of this report and its structure. It includes a summary of RADAG's recent support to the DADP planning and implementation. Chapter 3 informs the preparation of the backstopping and planned operation of the backstopping.

Chapters 4 to 6 constitute the core of the report, describing observations during the preparation and backstopping exercise, identifying issues, and presenting proposals for the future. Along the discussion, focus was given to two aspects: the effectiveness of backstopping preparation and operation; and the improvement of DADP planning by LGAs. Each chapter is divided into sections according to these aspects, namely Chapter 4 has Sections 4.1 and 4.2 both dealing with backstopping preparation and operation while Section 4.3 reports findings of DADP planning. Similarly in Chapters 5, Section 5.1 explains issues of backstopping preparation and operation, and Sections 5.2 and 5.3 finds issues of DADP planning at the local and regional levels respectively. Chapter 6 also contains sections along the same line.

2.3 Support Activity of RADAG during the 07/08 DADP Preparation Period

The major support activity of RADAG for the DADP preparation since the end of the last DADP backstopping is the assessment of the 2007/08 DADP documents. It was the first attempt of a thorough and systematic assessment of DADPs. While the details should be referred to the respective reports⁴, the major contents are briefly described in the **Box. 1** below.

Box. 1 Summary of the 2007/08 DADP Quality Assessment

Objectives: To find out an overall quality of the DADP documents. Effort was made to classify the DADPs among the three categories: “good”, “average”, and “poor”. It was also intended to identify general characterization of the quality of DADPs, common shortcomings, and reasons behind those common insufficiencies.

Method of the Assessment: For the assessment, a checklist has been developed based on the DADP Guidelines (the main text and annexes) and other relevant materials of DADP training and backstopping. The checklist consists of “aspects” such as: 1) the organization of the DADP (i.e. Table of Contents); 2) quality of planning; 3) quality of document writing; 4) target intervention⁵; and 5) budgeting⁶. Each of the aspects is sub-divided into several viewpoints, and numerical evaluation was given for each viewpoint based on a pre-determined scoring criteria.

Major Findings:

- a) Only about a half (53%) of DADPs followed the suggested structure of the Table of Contents, implying that Districts did not take up the suggestions sufficiently seriously.
- b) Regarding the aspect of planning quality, out of five viewpoints of 1) Mission/Objects, 2) Problem identification, 3) Strategy, 4) Past achievements, 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 quality of writing, many DADPs included numerical data and SWOT analysis, but could not relate them to strategic plans. DADPs were also short of issues which were to be included from the Annual Assessment perspective. Also many occasions of miscalculation 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, sustainability.
- e) For the aspect of budgeting, it was found that many DADPs insufficiently showed appropriate fund sources (DADG, ACBG, AEBG, and the basic and top-up). Also the issue was the confusion of budget formats: the use of MTEF Guideline format and PlanRep format.

Recommendations:

- 1) Distribution of the “Project Sheet” to LGAs. This measure was proposed for facilitating LGAs in understanding their interventions more clearly by showing key information for effective implementation.
- 2) Development of Annual Quality Control System. It is highly desirable to assess DADPs in an annual cycle for the purposes of i) obtaining the current level of quality of DADPs, ii) identifying bottlenecks and issues of DADPs, iii) feeding back to LGAs about the quality of their DADPs.
- 3) Improvement of the DADP Guidelines. The assessment found that some of the issues stem from insufficient descriptions of the Guidelines, e.g. classifying interventions according to grants. Hence, the Guidelines should be amended accordingly.
- 4) Conducting fact-finding studies. The assessment was only on the quality of the documents. Therefore it is desirable to conduct field studies to find out actual implementation of those planned interventions.
- 5) Revisiting the interconnection between the ASDP/DADPs and MTEF/PlanRep System. As it was found that LGAs were confused about the use of the MTEF/PlanRep formats in determining the type of grants, the clarification and re-explanation of the use of the formats in ASDP/DADP context should be promptly undertaken.

⁴ “Review of the 2007/08 DADP Documents”, June 2007, and
“Quality Assessment of the 2007/08 DADP Documents”, September 2007

⁵ The word of “target intervention” is derived from the terminology of the MTEF/PlanRep system.

⁶ For the aspect of “budget”, some viewpoints were not considered in the actual assessment despite that they were included in the checklist. This is because they are ambiguous in the Guidelines and can be interpreted in different ways.

6) Annual Update of the DADP Guidelines. In order for improving the support to LGAs' DADP preparation and implementation, the Guidelines need to be updated regularly.

7) Involvement of RS in the Quality Control System. From the previous backstopping it became apparent that the direct relation between the center and LGAs is problematic in both high demand of manpower and communication distance. Hence, it would be beneficial to get the RS office more involved in whole process of DADP preparation and implementation.

3. Preparation and Operation of 2007 DADP Backstopping

3.1 Preparation of Backstopping Exercise (Logistics)

The preparation of this year backstopping was carried out in the following sequence. In the following, the term 'backstopping' is exchangeable for 'brush-up', 'workshop' or 'exercise'.

- The first P&I TWG meeting for the backstopping was held in **October 18**. During the meeting, it was agreed that the preparation of the backstopping should start earlier in order to have enough time for ASLMs (the facilitation teams) and LGAs to produce good results within the set deadline of December 31. The meeting agreed to have two meetings i.e. October 31 and November 1 for discussing three things: 1) finalization of revised DADP planning Guidelines; 2) finalization of training modules and materials; and 3) discussion on the backstopping schedule to RS and DFT.
- Unfortunately, the meetings did not materialize due to time constraint effected by the ASDP Joint Implementation Review which required some of the TWG members to take part in it.
- On **November 12**, the TWG held a meeting and agreed the following:
 - 1) the national facilitators were organized into 10 teams (approximately 3 members per team, so 30 in total) and each should cover two regions;
 - 2) the backstopping should be conducted in two rounds, the first being from November 19 to 21, while the second from November 26 to 29;
 - 3) a joint meeting of national facilitators was to be held on Thursday November 15; and
 - 4) the ASDP Secretariat should finalize the DADP training manual and DADP Guidelines and supply them to the facilitation teams, while RADAG should prepare a set of examples of good DADPs, summary of the DADP quality assessment (scoring table and comment table), step manual of prioritization, and the assessment checklist in Swahili version.
- On **November 15 and 16**, the meeting of the national facilitators was convened to ensure proper preparation of the backstopping exercise by having common understanding among facilitators on how to conduct the workshop. Also discussed were the logistics issues such as transports, allowances, allocation of regions to facilitators, and distribution of backstopping materials to the facilitators.
- Due to the short notice of the meeting, many of the national facilitators failed to attend, as they were assigned to other tasks and working in field. It was agreed that they would join the backstopping directly from the field.
- This year, several additional members were recruited from several Thematic Working Groups for the backstopping. Consequently, those new facilitators were not sufficiently conversant with the backstopping exercise. The recruitment was done by the lead of the P&I TWG Secretary.
- The following materials were distributed to the national facilitators for the backstopping:
 - 1) backstopping note (in Swahili);
 - 2) time table (in Swahili) of the session;
 - 3) DADP Guidelines (in Swahili);
 - 4) copies of the DADP documents (Mpanda DC and Mbeya DC as good example and Rungwe DC, Chunya DC and Moshi CC as poor examples);
 - 5) the simple version of the DADP Quality Checklist (in Swahili) for LGAs and RS; and
 - 6) the results of DADP document quality assessment (Scoring & Ranking Table, Comment Table, and Explanatory note of assessment and scoring).

Please see the Attachments for the details of the materials.

3.2 Backstopping Operation

The summary of the backstopping operation is described in the tables below. The contents here are derived from the backstopping notes prepared by the P&I TWG.

Table 1 Basic Features of the Backstopping

| Basic Feature | Description |
|-----------------------|--|
| Operation Mode | Collective: The backstopping workshop to be held at the center of the each region, while inviting participants of the districts to that venue. |
| Expected Participants | 1) Regional level: Regional Agriculture Adviser, Regional Livestock Adviser, Regional Cooperative Officer and Regional Planning Officer; 2) District level: DFTs; 3) Ward level: WFTs, i.e. one WAEO from each ward. |
| Objectives | To build up the knowledge and capacity of the RS, DFTs and WFTs in planning and preparing quality village agricultural development plans (VADPs) by using participatory method and then to use them to prepare DADP that aims at poverty reduction and household food security. |
| Methodology | During the sessions, the national facilitators should address topics to participants, which aim at raising the awareness and understanding of participants on how to produce a good DADP. In addition, the facilitators should take responsibilities for guiding the discussion during the workshop. During the process, the facilitators should use the new DADP Guidelines and the supplied presentation materials as reference materials. |

Table 2 Major Subjects of the Backstopping and Their Time Allocation

| Subject | Time |
|--|---|
| 1) O&OD (Steps to follow during the process) | 1hr15 min (Explanation and Discussion) |
| 2) Facilitation skills on how the community could identify economic potentials and how to plan | Included in above |
| 3) DADP concept and objectives and how to prepare good plans | 3hr 15 min (3 sessions of Explanation and Discussion) |
| 4) MTEF and its basic concept of three-year plan | 1hr (Explanation and Discussion) |
| 5) Financing DADPs | 1hr 30 min (Explanation and Discussion) |
| 6) Implementation of DADPs | 2hr 30 min (Explanation and Discussion) |
| 7) Group discussion on DADP preparation | 3 hr (Group Work) |
| 8) Presentation of prepared DADPs. | 4hr 30 min (4 Presentations) |

Note (1): In total, 4 days were planned for the entire exercise (8hrs x 3 days and last day 6hrs = 30 hrs). Other activities included were General Explanation, Recap of previous day's work, Way forward discussion, Registration, Lunch, and Tea break.

Note (2): Details of the schedule is included in the Attachment.

Table 3 Cost Estimates and Responsible Parties

| Item | Description |
|--|---|
| National Level | The ASDP budget will accommodate the national facilitator costs. |
| Regional and District Level | A-CBG will be used |
| Responsible Departments for National Facilitators' Costs | - Department of Policy and planning (MAFC, MLD) - Department of Research and Training (MAFC, MLD) - Department of Crop Development (Extension) (MAFC) - Department of Irrigation and Technical Services (MAFC) - Department of Food security (MAFC) - Department of Coordination Sector (PMO-RALG) |
| Total Cost for the Facilitators | 47,673,863 TS |

Backstopping Teams: The national facilitators are grouped into 10 teams and each team was assigned to backstop 2 regions. The members of the teams and regional assignment are tabulated below (Note that re-assignment was made afterward).

Table 4 Backstopping (Facilitator) Teams, their Members and Assigned Region

| Team No. | Members | Target Region | Duration |
|----------|---|---------------|---------------------|
| 1 | Ngoo(ASPS) , Morungu(MLD), Januari(MAFC) | Ruvuma | 19 – 22 / Nov. 2007 |
| | | Iringa | 26 – 29 / Nov. 2007 |
| 2 | Aziza(PMO-RALG) , Shimba(MLD), Kweka(MAFC) | Killimanjaro | 19 – 22 / Nov. 2007 |
| | | Tanga | 26 – 29 / Nov. 2007 |
| 3 | Bisanda(PADEP) Mtambo(MAFC), Ahmed(MAFC) | Tabora | 19 – 22 / Nov. 2007 |
| | | Kigoma | 26 – 29 / Nov. 2007 |
| 4 | Walwa(PADEP) Mathias(MAFC), Gutta(MITM) | Mwanza | 19 – 22 / Nov. 2007 |
| | | Kagera | 26 – 29 / Nov. 2007 |
| 5 | Ottaru(MLD) Mwaliko(PMO-RALG), Simkange(MAFC) | Mtwara | 19 – 22 / Nov. 2007 |
| | | Lindi | 26 – 29 / Nov. 2007 |
| 6 | Mpaki(ASDP) Katunzi(MAFC), Mwanaidi(MAFC) | Singida | 19 – 22 / Nov. 2007 |
| | | Dodoma | 26 – 29 / Nov. 2007 |
| 7 | Silim(MAFC) Kitosi(MLD), Mafuru(MAFC), | Mbeya | 19 – 22 / Nov. 2007 |
| | | Rukwa | 26 – 29 / Nov. 2007 |
| 8 | Nalitolela(MAFC) Zedikia(MAFC), Kayombo(MLD) | Morogoro | 19 – 22 / Nov. 2007 |
| | | Pwani&DSM | 26 – 29 / Nov. 2007 |
| 9 | Ngwira(MLD) Makonta(MAFC), Magembe(MAFC) | Shinyanga | 19 – 22 / Nov. 2007 |
| | | Mara | 26 – 29 / Nov. 2007 |
| 10 | Rwenyagira(MAFC) Mjawa(MAFC), Kimomwe(MAFC) | Manyara | 19 – 22 / Nov. 2007 |
| | | Arusha | 26 – 29 / Nov. 2007 |

Note: The names of bold letters are team leaders.

4. Major Observations

The following is a summary of major observations in the backstopping activities. It should be noted that these are only from the backstopping of the two regions (Mbeya and Morogoro), thus affected by the idiosyncrasies of the two regions. More conclusive argument should be made only by carrying out a systematic investigation across the experiences of all facilitation teams.

4.1 Preparation of the Backstopping Exercise

The preparation of this year backstopping exercise was affected by the shortage of time, with unusual conditions: (1) there was the president directive that all DADPs would be submitted to PMO-RALG by the end of December, hence necessitated the backstopping to be done in November; (2) ASDP's major annual events (Joint Implementation Review, ASR/PER, and GBS Annual Review) were taking place during the preceding two month periods (September and October), leaving less time and human resources available for the backstopping preparation.

Due to these constraints, the P&I TWG could not have enough time for elaborating the approach and materials of the backstopping, and for informing and organizing relevant parties. Approach was discussed by only one TWG meeting. Also the materials including notes for the backstopping, updated Guidelines (Kiswahili version), and the outputs of the assessment were prepared in a rather hasty manner.

The organization of the facilitation teams was done so fast that some of the members had to join the exercise immediately after coming back from field trips of other duties without attending any of the preparatory meetings.

The short notice of the backstopping also affected the preparation of the RS office and LGAs. In the case of Morogoro, the notice that the backstopping was to start from November 18 arrived by facsimile at the RS office only on November 15 (Friday). In Mbeya region, neither RLA nor RAA knew the workshop until Monday (November 19) morning because they were in field during the preceding week. Given such a short notice, there were difficulties to make arrangement of venues and to assemble participants.

Problems also arose in use of projector. Because of time shortage, the facilitation team had no time to examine and rehearse the equipment before the workshop. Therefore when they found that the device did not work properly, they needed to resort to other means which required additional time before starting. In Morogoro, on the first day of the session, due to the troubles of finding a conference room and an alternative projector, the session was held unopen for several hours.

The short notice also negatively affected the preparation of participants from LGAs. For example important people such as DALDOs could not attend the session because they were pre-occupied by other assignments. Also some LGAs failed to bring important materials for the workshop such as VADPs and their strategies.

4.2 Observations of the Actual Backstopping Exercise

Participants: In the Mbeya session, there were a large number of participants in spite of the short notice. Such large participation was probably assured by the government announcement about the event through media including TV, radios and newspapers. As shown below, about 57 from the district offices and about 30 from ward offices, averaging about 7 people per district. Two officials participated from RS office: RAA and RLA. Unfortunately key personnel such as DALDOs or DPLOs were mostly absent due to other assignment.

In the Morogoro session, 35 to 40 participants were observed. On average 8 personnel per district. Here too, only 3 out of 6 LGAs could send DALDOs to the workshop.

Table 5 Participant estimates at the Mbeya Backstopping Session:

| Name of District | No. of DFT | DFTs received DADP training in 2006 | No. of WFT | DALDO | DPLO |
|------------------|------------|-------------------------------------|------------|--------|---------|
| Chunya DC | 5 | 1 | - | Absent | Absent |
| Ireje DC | 8 | 4 | - | Absent | Absent |
| Kyela DC | 6 | 2 | - | Absent | Present |
| Mbarali DC | 9 | 4 | - | Absent | Absent |
| Mbeya DC | 8 | 3 | 16 | Absent | Present |
| Mbeya CC | 7 | 3 | 5 | Absent | Present |
| Mbozi DC | 7 | 2 | 5 | Absent | Absent |
| Rungwe DC | 7 | 2 | 4 | Absent | Absent |
| Total | 57 | 21 | 30 | - | - |

Supplied Materials: The following are materials supplied in the workshop. Depending upon the facilitation teams, these were supplied to participants in the form of either hard copy or electronic file. As can be seen in the table, different teams used different materials.

Table 6 Materials supplied in the Workshop

| Materials | Mbeya | Morogoro |
|--|-------|----------|
| Timetable of the Workshop | ● | ● |
| Backstopping Note (Summary on how to prepare and implement 2008/09 DADP) | ● | ● |
| Power Point Materials of the above note | ● | ● |
| Power Point Materials prepared by the Facilitators on O&OD | × | ● |
| Updated DADP Guidelines (Kiswahili) | ● | × |
| DADP Quality Score across LGAs | ● | ● |
| Brief Comments on individual DADP | ● | ● |
| Criteria and Evaluation Process for DADP Review | ● | ● |
| Note on Good DADPs | ● | × |
| Simplified Checklist (draft) | ● | ● |
| Mpanda DC DADP document (as a good example) | ● | ● |
| DADPs of Rungwe DC, Chunya DC, and Rombo DC (as poor examples) | ● | × |
| Notebooks and pens | ● | ● |

Note: ● indicates materials used in that backstopping, while × shows they were not.

The materials were prepared and supplied by the P&I TWG to the facilitation teams before they departed to respective destinations. However, due to the large number of participants there was a shortage of some materials such as the timetable, notebooks and pens. For some materials such as DADP Guidelines, a single copy was distributed per district. As shown in the table above, it is noticed that some facilitators have developed their own materials for the workshop. Such positive initiatives should be promoted and shared with other facilitators. It was also observed that the facilitators did not make hard copies of some of the materials until the day of the workshop, hence wasted time until the materials were ready. Though power point materials were prepared by the TWG for easy presentation, they were not used at Mbeya exercise due to 1) the projector the team brought had a color problem (could not see clearly), 2) the facilitators themselves preferred to use the flip chart.

Approach of Backstopping: The basic approach of this year backstopping could be characterized by the following two features: 1) Collective workshop at the RS town, and 2) Practice-oriented workshop with focus on “how-to” aspects of DADP preparation. It seems that the former was adopted by the deliberations of i) increasing the involvement of RS office to the process, and ii) brushing-up of LGAs rather than full training (thus no need for visiting individual districts). The second feature (practice-oriented approach) was adopted because of the experience of previous backstopping that

DFT members often asked question about how actually they should conduct DADP preparation.

The collective workshop approach was reasonable for the mentioned two deliberations. In fact it was successful with respect to the second deliberation (brush-up exercise). But for the first (encouragement of RS's more involvement), it seems, further elaboration of the approach (as well as backstopping timetable and contents) would be required. The second feature, practice-oriented workshop was, in fact, quite effective to raise LGAs' skills of and commitment to DADP preparation. This was also benefited from the collective approach of the workshop which exposed the participants to a competitive atmosphere. It was also helped by the feedback of the quality assessment results. However, for the better achievement of the "how-to" objective, further preparation of the facilitators and materials would be desirable.

Overall Process and Time Allocation: In general, the backstopping was conducted according to the notes prepared by the TWG for the exercise. Chairperson and supporting staff (time keeper and record keepers) were selected from participants. In Mbeya workshop, all three facilitators took turn in explaining or responding to the participants while in Morogoro, a single facilitator performed for almost all sessions with effective supports of advice and comments from other facilitators.

In both Mbeya and Morogoro workshops, sufficient time was allocated to practical exercise of the participants. The first two days were used for explaining and highlighting major aspects and steps of the DADP preparation. Then the following two days were devoted to the practice that the participants actually set out to prepare 08/09 DADP.

Facilitators' Performance: Facilitation skills were in general good and discussions were facilitated in a participatory manner. However, in Mbeya there was a tendency that the facilitators spoke for a long time leaving relatively less time for questions from the audience and discussion among participants. Questions were raised only occasionally during the group work for the DADP preparation. LGA groups concentrated on their own discussion and did not connect to outside (National facilitators and RS officers).

For the present backstopping, facilitators were successful in leading the participants into actual practice of DADP preparation. The leading was also helped by the urgency of DADP submission. It would be more effective in future however if the facilitators would have deeper knowledge and skills of practical aspects of LGAs' DADP preparation (e.g. steps from SWOT to activity selection). It would be also beneficial if they could expand their focus during backstopping across the range of important issues of DADP preparation including budgeting and formats, and strategic planning and prioritization. Finally it is highly desirable for all facilitators to be familiar with the quality assessment of DADPs which was carried out this year with their limited participation.

Another observation was the diverse level of facilitators in their knowledge and skills. The issue was acute this year because new recruitment was made to fill the gap of manpower and to include members of other TWGs. Recognizing this, an arrangement was made this year that at least one member of the team (typically the team leader) was the facilitator from the previous exercise. This issue also has a positive aspect in that some of experienced facilitators prepared own additional materials to supplement the given materials. Though whether such materials are effective need to be examined, those voluntary initiatives should be commended and be shared with other members. In either way, it would be necessary to have some arrangements to exchange ideas and skills among facilitators so as to maintain certain homogeneity among their knowledge and skills.

There were a few occasions where discussion got heated and became difficult to guide. But the facilitators with supports from the RS office managed to bring the workshop back on right course.

Focus and Subjects of the Backstopping: The facilitators rightly stressed that the objectives of DADPs should be poverty reduction and food security. In Morogoro sessions, careful explanation was made on several definitions of poverty (i.e. economic and non-economic poverty). Importance

of considering economic potentials/market in planning was also briefly explained. Furthermore there was explanation on the concept of three year plan. Based on this concept, rotating target areas or phasing activities over several years were advised. There was an inclination that the facilitators stressed more on the O&OD performance and the grassroots characteristics of DADPs. Key points in facilitation at village level were confirmed among participants so as to identify needs for agricultural development among various issues.

However, one of the objectives of the backstopping: To clarify the “how-to” part of the DADP preparation seemed only partially attained because the facilitators had limited practical knowledge and did not have enough preparation for that aim. Also the strengthening of the RS offices was left unfinished to the future because they were not exposed or induced to take more leading roles in backstopping this time.

Features of a quality DADP: Characteristics of a quality DADP are emphasized. They included 1) adoption of participatory planning, 2) following MTEF format/guidelines, and 3) three elements of development, i.e. Investment, Service and Capacity building. In Mbeya session, additional emphasis was placed on strategic selection and prioritization of interventions.

MTEF formats for budgeting: With respect to MTEF formats, both workshops (Mbeya and Morogoro) discussed the two formats currently used, i.e. No.6 and 3(a). Details were explained with some cautions about the MTEF System which consists of 1) Objective, 2) Target/Specific Objective, and 3) Activities. In Morogoro session, it was mentioned that Objectives need to be maintained during three years; Target should have multiple effects; and an LGA should select relevant Activities from various information in VADPs. It was stressed by the facilitators that selected activities should be concrete and realistic by clarifying necessary/useful information e.g. on the number of beneficiaries. Another note was that one Objective could be pursued by several Activities (it was advised not to have one Activity for one specific Objective).

Prioritization and Consolidation: While the Mbeya sessions elaborated prioritization among interventions, the Morogoro sessions emphasized the benefit of village prioritization: to select villages that could easily show impacts to others rather than spreading resources for all villages. A rolling plan allows rotation of target villages. The facilitators encouraged participants to identify intervention in line with District Agricultural Strategy (DAS) and Regional Agricultural Strategy.

In Morogoro, a consolidation method was introduced and practiced by participants (See **Table 7**). While this method would be useful to make LGAs identify how to create linkage between VADPs and a DADP, it still remains in question whether other facilitation teams confirm the validity of this method, and provided the same guidance during the backstopping.

Different types of grants: As for the different types of grants, the purpose of each grant was shared among participants. In Mbeya, the difference between the three grants, as well as between basic and top-up were elaborated, while in Morogoro discussion was mostly limited to the three types of grants.

Other issues: In Morogoro session, consideration to gender issues was well discussed with sharing experience stories. In addition, the use of Project Tree Analysis was encouraged in order to formulate a project based on O&OD results. In Mbeya too, the practice of Mbarali DC that made use of the tree analyses for problem identification and objective examination, and ranking exercise of interventions was highlighted as a good example of analytical process for planning. In Morogoro, focus on the forecast ceiling/budget limitation was encouraged, though participants held the view that ceiling was changing all the time, making planning a tedious process.

Irrigation/DIDF: As additional information, the facilitation teams (Mbeya and Morogoro) supplied some details of the irrigation project formulation. Key steps in formulating irrigation projects were presented. In Morogoro session, participants questioned whether it was possible for an LGA to follow the steps given a limited time and number of technical staff. Response from the presenter was that

there was a draft manual for formulation of irrigation project (revised NIMP Guidelines) and an intensive training would be conducted from 10-15 December 2007 regarding DIDF and irrigation. It was observed in general that understanding of the participants regarding DIDF was relatively low; only a few LGAs have applied this grant. Participants posed a question why application of funds to DIDF was different from that to DADG.

Feedback of the DADP Quality Assessment: In Mbeya, feedback of the assessment results has drawn noteworthy attention from the participants. Obviously those LGAs which obtained a high score were proud of their achievement, while those scored low showed discontent. In either case, the assessment results showing the relative ranks of individual DADPs, made LGAs to think their DADP quality in relative terms and gave an impact on their perception and actions of preparing DADPs. In addition, the LGAs made a request to the facilitation team to conduct again the quality assessment for 2008/09 DADPs.

Impact of the checklist: In Morogoro, many participants agreed on the criteria proposed. Some of them stated that LGAs were ready to follow it, once direction was formally delivered. Other comments refer to difficulty to describe the outcome of the previous DADPs, as such effects could be observed only in long term. A difficulty was also identified on the description of market potentials, as they said that there was no sufficient information.

Involvement of the RS Office: In Mbeya session, the RS officials remained primarily a commenting party in the session. They did not take leading roles in actual facilitation or questions/answer sessions. In Morogoro workshop, there was almost no opportunity of the RS official to facilitate a session. This is probably because she was new to the position and still in learning process.

Practice of 08/09 DADP Preparation (Initial Trial): In both regions of Mbeya and Morogoro, the practice session was very useful. Despite that some district did not bring their basic information such as VADPs and district strategies, all LGAs engaged seriously in the exercise and succeeded to produce a skeleton of 08/09 DADP. In Morogoro workshop, an example format (See **Table 8**) was used to enhance the understanding of the preparation. The observations of the LGAs' DADP preparation are given in the next, "Section 4.3 Finding on the Process of the 08/09 DADP Planning".

Table 7 Example of Consolidation

| Theme | Specific Objective | Activities | Village/site | Budget Estimate | Year of Implementation | | |
|------------------------------|--|--|-----------------------|-----------------|------------------------|---|---|
| | | | | | 1 | 2 | 3 |
| Maize production | To increase maize production from 3 bags acre to 6 bags by 2009 To increase maize production from 4 bags to 15 bags by 2009 | 1. Rehabilitation of water source 2. Tree planting 1. Support extension staff with transport (motorcycle) 2. Reduce the size of area of operation for extension staff/employ more staff 3. Conduct training on improved maize production. | Kikewe Sungaji | xx xx | v v | | |
| The consolidated/WADP | | | | | | | |
| Theme | Specific Objective | Activities | Village/site | Budget Estimate | Year of Implementation | | |
| Maize production | To increase maize production from 3 bags acre to 15 bags by 2009 | 1 Support extension staff with transport (motorcycle) 2 Reduce the size of area of operation for extension staff/employ more staff 3 Conduct training on improved maize production. | Kikewe and Sungaji | xx | v | v | v |

Notes when developing WADP;

- For Specific Objective there is need to create one Specific Objective by harmonizing it the same units.
- For Activities column there is need to select activities which are relevant to the intended Specific Objective. If activities are repeated in the objective do not re-write it, and those, which are irrelevant, discard/omit them.
- For budget there is need to remember that once activity is discarded the budget will be reduced and when activity is merged you have to add the two budgets.
- For description, normally use the international standards/ accepted units.

Table 8 Image of DADP

| PROJECT | SPECIFIC OBJECTIVE | STRATEGY | | ACTIVITIES | GRANT TYPE | WARDS | VILLAGES | BUDGET | TOTAL BUDGET | | YEAR | | PRIORITY |
|---------------------------------|---|----------|-----|---|------------|--|---|--------|--------------|---|------|---|----------|
| | | DAS | RAS | | | | | | 1 | 2 | 1 | 2 | |
| Improvement of maize production | To increase maize production from present of 1,25 to 3 tones in Mvomero wards by years 2010 | | v | 1. To provide training in 10 villages (100 farmers each village) on improved maize production 2. XXXX | C S | Mzambe Bunduki Diongoya Sungaji Mtibwa | Changarawe Mafula Sangasanga Kimambile Bunduki Tandara Kwadori Kigugu Mbogo Mtibwa | | | | v | | H |

4.3 Findings on the Process of the 08/09 DADP Planning

At the time of the backstopping (3rd week of November), LGAs were either at a very initial stage of DADP preparation or had not started it at all. In Mbeya region, only Mbeya DC had started the process. In Morogoro Region, most of the LGAs have just started review of O&OD results. According to some participants, District/Municipal staff in collaboration with Ward staff had organized several teams to visit a large number of villages and confirm prioritized issues with the community.

In Morogoro region, however an optimistic view was presented that since a DADP was a three year rolling plan, they would easily accomplish it by adding one year plan to the last year version. In response to this perspective, the national facilitators emphasized the importance of routine planning process by saying that the next planning process needed to start after submitting the current plan.

Apart from the shortage of available time, the following were identified as LGAs' technical and conceptual difficulties in DADP preparation during the backstopping exercise, even though some of them were clarified during the exercise.

Planning Operation:

Facilitation at village level: According to participants, some communities are becoming tired of planning every year without opportunities of implementation. O&OD was conducted in all the villages in 2005 and many needs were identified at that time. They complain why district/ward officers come to the village every year to ask the same thing. The national facilitators stated that it was necessary to visit a community and ask them about prioritized issues, as the issues might change over time.

Small number of staff (two or three) involved in DADP document writing: In the writing stage of preparation, only a few DFT members were involved.

No regional agricultural strategy: In Morogoro workshop, the national facilitators referred to the Regional Agricultural Strategy as one of the criteria for prioritization. But there is no such strategy in Morogoro Region.

Conceptual Aspects of the Plan:

Formulation of objectives, targets and intervention: In Mbeya workshop, many participants expressed difficulty to adopt agricultural objectives different from those adopted by their DDPs because, according to them, the latter were the ones decided by their full council meeting. Underlying this difficulty is a regulation that the Strategic Plan requires a LGA to select a limited number of objectives for the whole district, and does not allow having separate objectives for specific sectors. Consequently, their DADP objectives remain just as general as the overall district objectives such as improvement of livelihood of population, reduction of poverty, etc.

Strategic thinking and planning (prioritization): During the presentation it was observed that districts itemized many interventions as their priorities. Those selections, which lack focusing and screening, obviously require resources to be spread thinly across the activities, ending up with less impact on the economy. This seems to imply that the concept of how to prioritize was very limited.

Innovativeness: Many districts seem to lack innovativeness in their DADPs. Though the central government advocates the concept of "Business Unusual", that is still not the case among the districts. It was observed that many interventions in DADPs were conventional, for example in Rungwe DC, they proposed to buy fertilizer by DADG for coffee cloning.

Components of the Plan: From the contents of the presented DADP at the end of the workshop, it was observed that most of the plans lacked consideration on the following:

Private sector involvement: In general, strategies are weak on how the private sector would be involved in developing agricultural activities within the districts. However, it was noted that the fundamental issue is the very rudimentary state of the private sector in the local level.

Sustainability of interventions: Interventions often failed to describe plans/activities that assure the sustainability of the interventions. This could raise concerns even on the sense of ownership of those interventions.

Marketing: There is very limited consideration to market trends and channels in the district.

Specifics of the Plan:

Targets are not practical/realistic: The sense of ‘realistic’ targets seems weak among LGAs. For example, Chunya DC has a plan to increase the household income from Tsh. 150,000 to Tsh. 350,000 by 2010. But the plan did not substantiate the feasibility of the increase nor demonstrated the steps how to achieve it.

Unclear distinctions between the use of A-EBG and A-CBG, and between top-up and basic: In Morogoro workshop, in attempting to apply an appropriate grant to interventions, there was a debate on categorization of Activities. Participants decided to use A-EBG for demonstration plots and A-CBG for farmers’ field schools. This implies several issues. First, in reality it is difficult to categorize Activities. The decision might differ from one LGA to another depending on how an LGA interpret it. In other words, there is no unified approach among LGAs unless they are specifically informed. Second, they did not think “who” was to provide services. There was almost no discussion on the top-up A-EBG that should be used for LGAs or farmer groups to hire private extension services.

The issue of Activity categorization and its linkage with the type of grants is prevailing. In particular, distinction between the A-EBG and A-CBG and their respective basic and top-up grants is not clarified yet even in the present Guidelines. In fact, participants requested more explanations in some areas of grants application, for example, which grants should support the construction of ward resource center and housing for extension workers.

MTEF format does not allow to specify grant type at the Activity level: In the exercise of DADP preparation, participants determine the type of grant to be used at Activity level. Certainly this was practical approach of formulating comprehensive project which contains various kinds of interventions (i.e. investment, service, and/or capacity building) to achieve one Specific Objective. But MTEF Guidelines formats and PlanRep formats allow grant categorization only at the Target level. It would be difficult for LGAs to reflect what they have learnt from the backstopping (i.e. assigning proper grant to specific activities) when they actually produce a DADP.

Ideas on Cost Sharing: In Mbeya workshop, many DADPs (the output of the practice session) did not mention the contribution of communities, implying that DFTs were unaware of the requirements. In Morogoro session on the other hand, there was substantial discussion on cost-sharing. Some participants stated that community had been reluctant to contribute 25% of the budget for community projects. The facilitators emphasized its importance in terms of sustainability and the sense of ownership. Through discussion, it was agreed that the District Community Development Officer should go to communities and facilitate their understanding.

Budget/Reporting/Formats:

Limited understanding of the formats: Due to yearly changes of the MTEF format by the Ministry of Finance, it was observed that LGAs had difficulties to understand some of the components in the format, for example, there is a confusion of the abbreviations such as ‘C/D’ to be interpret as ‘Community/Development’ instead of ‘Cash/Direct’.

Reporting and budgeting formats: All LGAs in Mbeya (except Mbeya CC) commented difficulty of using PlanRep format. The preferred format is MTEF form no. 6. However, it was agreed that all

LGAs should follow the MTEF guidelines format that issued by the Ministry of Finance. In Morogoro, discussion was held on the use of the forms 6 and 3, but no clear conclusion was made.

Uncertainty on the ceiling: In Morogoro, although not discussed specifically for 08/09 DADP preparation, there was an argument over the timing of ceiling determination and notification (i.e. timing of distribution of the MTEF budget guidelines). Some participants stated that, in theory, the planning process should start from September/October and end in March, but the budget guidelines has usually been distributed to LGAs in March or April. They asked how they could comply with the budget guidelines. The facilitators then mentioned that they could refer to the draft budget guidelines, so as to easily adjust cost estimates according to the final ceiling. Their assumption is that there would be minor revisions from the draft. There remain questions of whether a draft ceiling will be (or has been) announced timely for 2008/09.

Question on the budget for DADP preparation: There was uncertain understanding among participants regarding the budget for the preparation of a DADP. Participants questioned over whether there is any grant for DADP preparation. The facilitators answered that A-CBG (from previous years/quarters) could be used for it.

Other Observations:

Agreed Way Forward: At the end of the workshop, the LGAs of each region agreed on the following as way-forward:

[Mbeya Region]

- 1) To provide the workshop report to the DEDs and DALDOs to their respective district.
- 2) To discuss the DADPs draft at RS office between 10 and 13 December.
- 3) To submit the DADPs plan at RS office before 28th December
- 4) RS to submit the DADP documents at PM-RALG on 28th December.

[Morogoro Region]

- 1) To e-train and backstop WFT members (by December 20).
- 2) To compile WADPs, develop DADPs and submit to RS for review (by January 10, 2008)
- 3) After going through the higher authorities of the district and being reviewed by the full council, submit DADPs to PMO-RALG (by February 1, 2008)

Fund disbursement of 07/08 DADP: The following information was collected in the Morogoro workshop for the 07/08 DADP implementation (fund disbursement).

There is the letter from PMO-RALG dated on 30th October 2007, informing all LGAs that the funds have been transferred. But all of the funds are not yet available for LGAs. It seems that some LGAs have received DADG basic.

All LGAs in Morogoro Region have not yet received A-EBG top-up for the 1st quarter of DADP implementation in 2007/08. This is because the funds had transferred to the RS account and they had not yet disbursed them to the LGAs. They have never encountered such funding flow. According to the participants this funding mechanism seems to be applied to Morogoro Region only.

5. Issues

5.1 Issues of Backstopping

Shortage of Time and Communication: As described in the observations, the current exercise was conducted in a very tight schedule. Shortage of time forced the preparation to be in rush, hence finalized without much discussion and consultation. The hasty preparation eventually affected various aspects of the exercise e.g. venue availability, participants (many key personnel could not attend), and knowledge preparation of facilitators. Though it should be commended that the exercise managed to attain the objectives to a good extent under such difficult conditions, consideration should be given to the timing improvement in the next exercise.

Another important issue is communication of proper information from centre to RS and to LGAs. This year, the dissemination of the backstopping information was greatly helped by the use of media which made many people aware of the event beforehand. However, due partially to the time shortage (i.e. short notice), many participants did not bring materials. Also the objective that the RS office would be encouraged to take more positive roles was not sufficiently recognized. Hence, improvement would be needed in the future to send more specific information to the relevant parties.

Cycle of Backstopping Activities: In addition to the time for preparation, activity of recapping or wrap-up of the exercise is also important because otherwise backstopping exercise would not earn any positive feedback from its own experience. In one sense, the backstopping is a starting point (rather than an end point) of efforts to produce a quality DADP. Backstopping provides a good opportunity for facilitators, RS and LGAs to exchange ideas and allows them to identify issues remaining in questions or debatable (e.g. format for budget estimation and distinction between A-EBG and A-CBG). In this sense, it would be useful if national facilitators bring back the issues and questions to the center and make use of them for the future improvement. Indeed, at the time of this report writing, it seems that 1) all team leaders are to prepare reports about their backstopping exercise, 2) a meeting will be convened upon the submission of the reports. It is expected that the reports and the meeting would produce valuable information for the next backstopping exercise.

Broadly speaking, the issue is the establishment of a regular cycle of backstopping which would consist of 1) preparation, 2) exercise, and 3) learning. So far this systematic approach has not yet been established and much of the experience and learning opportunities are left to be exploited in the future.

Approach of Backstopping: As described in Section 4.2, this year backstopping was conducted based on an approach featuring the two aspects: 1) Collective workshop at the RS town, 2) Practice-oriented workshop with focus on “how-to” aspects of DADP preparation. In terms of the more involvement of RS, which was one consideration of the first feature, the present backstopping seems to have attained limited success. Probably, more comprehensive and specific plans would be necessary, including for example Terms of Reference for the RS officials, support activities from the center to the RS office, and the mechanism that ensure proper function of the RS offices in DADP process. With regard to the second feature: practice-oriented workshop, while the present workshop achieved the objective to a good degree, the more effective support to the “how-to” part of DADP preparation would be done if facilitators were to be better prepared to the task. Materials might be further improved.

One seeming drawback of the collective workshop was the sheer number of participants. While the reasons for asking all members to take part in the workshop are understandable (i.e. one time intensive events, to make sure everybody know the message from the center, to allow everyone get involved in the process and thus give opportunities for everyone, etc.), it would be more efficient (less costly) to hold workshop of a smaller number of participants. Gains of such arrangement would include: 1) much low pressure on logistics such as transport, venue, equipment, lunch service etc.; 2) smaller cost for DSA and transport; 3) more effective to attain expected outputs by focused attention and discussion

of participants; 4) less demand for facilitator's skills in guiding and leading workshop; 5) finally and probably most importantly, much small disturbance to LGAs' regular or pre-planned activities. Though a careful comparison should be made to conclude the appropriateness of the size of a workshop, it would not be a bad idea to have a different arrangement where a few selected members (maybe one or two) of DFTs are invited to a workshop, and request them to convey their learning to other members of the team, just as we conduct workshop of trainers' training.

Knowledge and Skills of Facilitators: As stated in the observation chapter, the skills of the facilitators were in general good. Though a tendency of long speech was noticed, they obviously considered a participatory mode of the workshop important. The following are some challenges for the next backstopping.

Particularly for practical advices and facilitation, it would be more effective if facilitators had actual experience of objective setting, agricultural and economic analysis, linkage between SWOT and selection of interventions, cost estimates, and budgeting on the basis of PlanRep. Being a facilitator, some would say that they need not to have such knowledge. However in order for them to respond effectively to questions of DFT members, such knowledge seems indispensable.

The second issue is the observed bent of the facilitators to focus more on such subjects as O&OD and budgeting than prioritization or strategic planning. Given the progress of O&OD and better availability of VADPs, it is expected that the DFT members would demand more information of intervention selection and prioritization in future.

The third is the better familiarization to the DADP quality assessment. This year, the assessment results and the checklist were shared with LGAs, and it seems that they were helpful in backstopping, and LGAs expressed expectation that such feedback will continue in future. Therefore it would be desirable for facilitators to be familiar with the method and structure of the assessment.

The last, but not the least, issue is the diverse level of facilitators' knowledge and skills. As described in the observation, the issue has positive and negative sides. The positive side is that some individual facilitators developed their own materials and used them as supplement. The negative is that some facilitators yet need additional opportunities to strengthen their knowledge and skills. Therefore arrangements such as information exchange sessions or refreshing courses for the members are needed. In such a programme, care should be taken to share experience of facilitators and to establish a common understanding about what is a quality DADP and what is an effective facilitation.

Contents of Backstopping and Mode of Facilitation: It was reasonable for this year backstopping to have focuses on the three aspects: 1) the objective of DADP should be poverty reduction and food security; 2) consideration of economic potential and market in planning; 3) the concept of three year rolling plan. In future, the backstopping could include more practical and/or detailed aspects of DADP planning. For that to happen, discussion should be held among TWG and facilitation members to set up a common understanding of a quality DADP and the way to produce it.

As observed in the backstopping this year, the feedback of the DADP quality assessment with the checklist had a good impact on the commitment and performance of LGAs in preparing DADPs. The feedback was a helpful first step in emphasizing practical backstopping. Being a first trial, the present assessment and checklist have many features to be improved. More involved discussion should be held within the TWG and facilitators meeting.

It was observed that individual team (or facilitator) developed unique methods or materials of facilitation. Those initiatives were seemingly taken by individuals to improve the backstopping. Although, such efforts should be encouraged more, and be introduced to other members, there is no systematic mechanism to recognize and share such initiatives among facilitators.

Another important issue regarding backstopping contents is the limited communication with other sub-sectors such as irrigation, services, and marketing. Up to now, backstopping to LGAs by these groups has been carried out rather independently. From the viewpoint of LGAs, such unorganized exercises are rather confusing and time-consuming. Therefore it is desirable for the TWGs to communicate and find out possible joint actions for backstopping LGAs.

Materials of Backstopping:

Even though the backstopping materials (notes and presentation materials for facilitators) were hastily prepared, they contained proper elements for the backstopping. However, because of the shortage of time, some materials such as the feedback of the quality assessment could not be worked out for further improvement.

5.2 Issues of DADP Planning at LGAs Level

Conceptual weakness of LGAs for DADP preparation: It was surprising to find out that DFT members consider it impossible to have DADP objectives different from those of DDPs because, according to them, DADP is part of DDP. This seems to indicate that planning at the local level is rather rigid. It was noted that planning tools especially the PlanRep require the LGA to identify only a limited number of objectives and do not allow setting sector objectives separately. Such regulatory rigidity together with LGAs' tight views seem to underlies the weakness of strategic thinking and/or prioritization, and the lack of innovativeness in the planning. Much effort is necessary to relax the regulation and promote more flexible and pragmatic planning through training, backstopping, information feedback, or the Guidelines to break their rigidity. Demonstration of good DADPs and exposure to competitive atmosphere would also facilitate their better understanding of DADP.

Mindset of LGA officials: Similar to the conceptual weakness above, there are issues of mindset of DFT members. They include, for example:

- Existence of some traces of top-down approach;
- Insufficiency of identification of the agricultural economic potentials;
- Receptive attitude, waiting instructions from the center;
- Insufficiency in envisioning the development of their agricultural potentials; and

The first two points lead to adopting many conventional LGA-led interventions of DADP. These interventions often lack proper consideration of market opportunities or aspiration to new ventures. The next two minds contribute to the production of DADPs with risk-free but mediocre contents. No deep analysis of development strategies is included.

Another observed mindset issue was a possible predisposed perception among LGA staff that farmers are not capable enough to delegate decision making or operation of any projects. Similarly they mistrust the private sector in completing any major tasks. One of the factors underlying those reluctances is the confusion of the meanings of “empowerment” and “delegation”. In a similar vein, LGA staff often forgets their duties to train and guide farmers and/or private companies to be competent for the expected roles.

Lack of Proper Components and Specifics of the Plan: These problems mostly stem from the LGAs' weak utilization of the Guidelines which was also identified by the Joint Implementation Review. Effort should be made to encourage (or enforce) DFT members to have individual copies of the Guidelines, read them thoroughly and use them in practice. Instruction should be repeatedly issued to remind LGAs to observe the details of the Guidelines. At the same time, effort should be extended to make the Guidelines more user friendly, and to reduce uncertainties of rules of the Guidelines.

Weak Performance of M&E: At present there is no detailed system of DADP Monitoring and Evaluation (M&E). The Guidelines describe M&E only conceptually as illustrating a “participatory

M&E". It is urgently necessary to formulate an appropriate M&E system and to offer technical support for LGAs in its operation.

Needs for Confirmation on Learning Process: While the techniques and skills were shared with LGAs through the backstopping, it would be necessary to confirm whether the participants really do what they have learnt from the session. Learning what to do and doing it by themselves are different. For example, through the practical session of DADP preparation, it was found that some participants prioritize Activities, though they were told to do so for Target/Specific Objectives. Others planned a lot of Activities for many villages in the 1st year, which might not be realistic, regardless of the fact that there was a suggestion from national facilitators for practical planning using the concept of 3-year rolling plan. These experiences reveal the needs for following up their preparation process.

Unfortunately though, in the current time schedule, there is no opportunity for RS or TWG to confirm the quality of DADPs. It would thus be highly desirable to have such opportunities to make sure that messages delivered in the backstopping are really taken into account in producing a DADP.

Issue of External Conditions affecting the DADP Preparation and Implementation:

Rudimentary stage of private sector development: Despite the general notion of ASDS and specific objectives of the ASDP Programme Document that the agricultural sector will make full use of the private sector for their technical services delivery and investment acceleration, in reality in many rural areas, the private sector is almost no-existence or just at a rudimentary stage. Consequently LGAs are more likely to consider in their DADPs public services rather than private ones for farmers' support.

Possibility of the Use of Private Advisor/Consultant: In Mbeya region where DADS Programme has been implemented by the Danish support, the Programme financially supported LGA's preparation of DADP. For 07/08 DADP preparation, Mbeya DC obtained that support and purchased services of external advisor. Their DADP was eventually assessed to be one of the two top DADPs of the nation, scoring 33. According to the district staff, the DFT members collected basic information and wrote the original DADP, and then the advisor improved it by re-arranging the contents and changing the presentation styles so that the plan would be more presentable. Again the costs for those services were borne by the DADS programme.

The issue here is how to consider such external help. Obviously there is potential gains in such services: If each LGA would hire a capable advisor (consultant) who will assist the preparation of DADP documents, the quality of DADP would definitely improve. On the other hand, is it reasonable or justifiable for LGAs not to complete their plan by themselves? In Mbeya's case the fact that the hiring cost was paid by DADS makes that arrangement problematic because it was unfair to other LGAs who could not get similar supports. However if all LGAs are allowed to use some of the DADP funds (e.g. A-CBG) to procure professional services, is such external help acceptable? This issue needs to be discussed among TWG and facilitation members.

Issue of Support/Accountability/Consequence Cycle: This is a very general issue relevant to many levels of DADP operation. The essence of the issue is the lack of enforcement of instructions. What often happens is that, after an instruction is put out, no follow-up is ensued leaving responsible parties unchecked. Hence no accountability is pursued, and consequently nothing is achieved. The fundamental importance of follow-up, demand of results, or pursuance of accountability must be recognized. For the improvement of DADP preparation and implementation, appropriate mechanism of this cycle must be put in place. Namely after instruction and necessary support are delivered, results must be demanded from the responsible parties with due accountability pursued. After accountability is assured, consequence must be observed, i.e. for good results rewards will be given, while for poor ones penalties follow.

5.3 Issues of DADP Planning at Regional Level

While one of the major purposes of this backstopping is to involve RS staff in the exercise, actual involvement was fairly limited as described in the observation chapter. Besides, a short interview to the RS officials revealed that they themselves consider not ready for the stronger involvement in the process. They said that they were few in number and had less time for guidance and consultation for LGAs in their DADP preparation. Indeed, in Mbeya Region, the work of 08/09 DADP review was given to the technical advisor employed by the DADS programme. Also it seemed that they lack practical knowledge and skills in guiding LGAs during the DADP preparation. Although the backstopping was a good opportunity for regional staff to learn a DADP preparation, it was not sure how seriously they took the opportunity.

In sum, the RS office has the following issues if they would take greater roles in the DADP process.

- Lack of TOR which stipulates what and how (responsibilities) should the RS office interact with LGAs and the center during the DADP process;
- Shortage of manpower, transport, and equipment; and
- Shortage of skills and knowledge for DADP backstopping.

If the RS office should be involved as a major player in the DADP process, appropriate measures should urgently be taken to strengthen them. However, the strengthening should go with a proper mechanism that ensures them to carry out their duties, the cycle mentioned below.

Issue of Support/Accountability/Consequence Cycle: This is the same issue as in the LGA case. Putting this in more practical terms, give the RS office necessary supports whether training or equipment, but then requests them clearly that they need to supply guidance and instructions to LGAs, and submit the required reports to the center with sufficient explanation on progress, accomplishment, problems, measures against problems, amended plans, etc. Then, make sure that responsible parties, including the RS office itself, accept the consequences of reported states, i.e. reward to success, and penalty to failure/delay/partial completion.

6. Conclusions and Proposals

6.1 Conclusions

According to our observation, it is concluded that this year backstopping exercise had achieved the goals to a good extent, facilitating LGAs to prepare DADPs of better quality on time. The operation was a good opportunity for LGAs of clarifying ambiguities in their preparation. It was also a great push for LGAs to prepare their DADP on time.

Major obstacle of this year exercise was the shortage of time, affecting negatively the preparation of the TWG and the facilitators. The short notice had limited the preparation of RS and LGAs, posing them difficulties in their arrangements of a venue, equipment, and material preparation. The center (P&I TWG) should have brushed up the national facilitators earlier before the start of the exercise. Also, the role of RS in the backstopping exercise should have been indicated clearly. Moreover, the LGAs should have been properly informed about the materials that they were supposed to bring.

On the other hand, facilitation skills were generally good and discussions were well facilitated in a participatory manner. Presentation materials were helpful for the workshop, even though stresses were given to different parts depending upon facilitators' interpretation. Concern also remains whether facilitators have a common understanding of a quality DADP and effective facilitation methods.

In the workshop, almost all important messages were shared with LGAs, e.g. the concept of a three-year rolling plan, the selection of target villages and the goals of food security and poverty reduction. Hence, as a general conclusion, the backstopping was effective in terms of delivering important issues to LGAs.

The objective of highlighting practical aspects of DADP preparation was partially attained. Further improvement is possible if arrangements will be made to exchange facilitators' experience, knowledge and skills. Familiarization of facilitators to DADP quality assessment would also be helpful.

The objective of involving RS was also partially achieved. More efforts would be necessary in a systematic approach including preparation of Terms of References for the RS office and more coordinated work with the center in backstopping.

Finally, this was the second performance of the national backstopping, and we should not miss this opportunity for further improvement of the activity. We can regard this time as a starting point of next cycle of efforts to produce a quality DADP. There are issues still remaining for the improvement. In the following, proposals are presented for examination and hopefully, if found effective, putting in actual operation.

6.2 Proposals for the Improvement of Backstopping

(1) Cycle, Timing, and Preparation of the Backstopping

Early Preparation: It is highly desirable to start the backstopping preparation at earlier time, preferably during last August to October period, before the major ASDP events should start. It would also be better if the timing of backstopping is to be synchronized with the fund disbursement.

Approach Sharing (Rehearsal of Backstopping): Prior to going to the backstopping, it would be effective to have a rehearsal session among national facilitators. For the present backstopping, major materials were prepared and supplied by the TWG, but facilitators occasionally have and use materials developed by their own initiatives. A joint rehearsal of facilitators would be useful to exchange ideas, knowledge, approach and materials. It would also help facilitators unify understanding and approach, and enhance knowledge, and after all avoid delivering different messages to IGAs.

For similar reason, it would be effective to involve RS officers from a preparatory stage. National

facilitators could visit RS a few days prior to the backstopping session to share knowledge and information with RS officers. They also could make RS officers facilitate some of the sessions. This would enhance the capacities of RSs and bring the sense of ownership to RSs. It will also create positive impressions among LGAs in that RS is the one who backstops them.

Wrap-up and Accumulation of Lessons Learned: It is of crucial importance for national facilitators to share the experience after backstopping by preparing a report and holding a review meeting. At the meeting they could discuss issues raised during the session. They could also consider which information needs to be delivered for further facilitation for DADP preparation.

Follow-up of the Planning Process and Review of DADP: It is necessary to follow the planning process even after the backstopping session. LGAs and RS are in learning process. There might be still a gap between what they have learnt and what they are actually doing. Way forward identified in the session are to be monitored. If it is not followed, RS and national facilitators are to identify reasons and provide advices accordingly. Communication should also be maintained between LGAs, RS and national facilitators. This could be useful not only for consultation in planning process but also for review of outputs.

To Establish a Regular Cycle of Backstopping: Including all the proposals above, an annual cycle of backstopping (sequential activities and their timing) should be established. Such establishment helps stakeholders think ahead and get ready on time, avoiding unnecessary confusion. It also facilitates communication among stakeholders.

(2) For better Operation of the Backstopping

To Adopt More Practice-oriented Backstopping: The practice-oriented approach was effective to bring participants closer to actual operation of DADP preparation. Hence the approach should be kept in the next backstopping. But effort should be made to strengthen the knowledge and skills of facilitators in this regards. The latter is also included in the next proposal.

To Maintain the Collective Workshop, but with a Smaller Number of Participants: It was observed that the collective workshop was effective in terms of: 1) exposing LGAs to competitive atmosphere; 2) saving time and costs of backstopping; 3) supply an adequate platform to RS to take a leading role. Therefore the collective mode of backstopping should continue. But for greater effectiveness and better efficiency, we like to propose to reduce the number of participants. As described in the Issue Section, there are pros and cons on reducing the number. Thoughtful consideration is expected.

To Develop More Practical Backstopping Materials: Further effort should be extended to improve the backstopping materials, especially those facilitate LGAs to understand practical steps of DADP preparation. Also the quality assessment feedback should be refined to reflect the concerns of LGAs (submission timing, clear indication of points that need to be improved, etc.) and to improve objectivity of the assessment.

Refresh Workshop for the National Facilitator: Similar to the proposal of ‘Approach Sharing’, facilitators need to be refreshed for their knowledge and skills of both DADP (Guidelines) and facilitation exercise. In the workshop, specific focus should be given to practical aspects of facilitation and quality assessment both of which were found relatively weak in facilitators understanding in the present backstopping.

6.3 Proposals for the Improvement of DADP Planning

(3) Instruction to LGAs

To Request Strongly LGAs to Observe the Guidelines: The observance to the Guidelines is still weak. Many DFT members even do not have their own copy. A strong instruction should be issued to LGAs to utilize the Guidelines. Many technical issues of DADP preparation should be solved by reading and applying the Guidelines in practice.

(4) Supporting Work for better DADP Preparation and Implementation

Feedback of the Backstopping Results: It is of great effectiveness for national facilitators to provide LGAs with directions on key issues that have been found in the backstopping which are sharable among all LGAs. They could include the issue of how to distinct between the use of A-EBG and A-CBG (including the aspects of Basic and Top-up), the use of A-CBG for DADP preparation, draft ceiling information, the issue of how to categorize intervention in the MTEF format.

To Continue to Improve and Modify the Guidelines: During the backstopping it was found that DFT members are confused at some issues of DADP Planning (e.g. the use of different grant, and use of MTEF format (Designation of grant types, and Assignment of interventions among Objective, Target, and Activity)). The TWG should continue work on the document to develop such content so as to reduce ambiguity and make it more user-friendly.

To Finalize the Checklist and Distribute it to LGAs: Through the backstopping, it has been found that the checklist could be useful tool both for LGAs and RS to produce a quality DADP. It matches with the needs from LGAs who require practical guidance in preparing a DADP document. P&I TWG should finalize the current draft checklist and distribute it to LGAs and RS, so that the quality of DADP document is to be assured at a certain level.

To Keep Conducting the Quality Assessment of DADPs and Feedback the Results to LGAs: As observed in the backstopping, the results of the quality assessment of DADPs were a effective to convey important points and issues of DADP preparation. Having produced factual argument, the assessment helped to make the backstopping practical and focused. In order to keep such good feature of the backstopping, the assessment should continue to be performed.

(5) Greater Involvement of RS

Preparation of TOR for RS: While ASLMs indicate overall direction to transfer the function of backstopping from the central to RS, there is no specific guidance for RS on how to actually backstop LGAs. In light of this, TOR should be developed for RS so as to clarify their roles and responsibilities. TOR should include key issues to be followed and timetable in line with specific tasks written in the TOR.

(6) Development of Monitoring System for DADP Implementation

Practical and Effective Monitoring System for DADP Implementation: The backstopping exercise so far has been concentrating on the planning stage of DADP. Only scarce attention has been given to the DADP Implementation stage⁷, and no systematic effort has been made to bring that task in to practice. The issue is urgent because there is no mechanism to cross-check the LGAs' progress report, and the effectiveness of the DADP funds for the expected objectives is not known. Discussion should promptly be held and necessary actions should be taken without delay.

(7) Determination on the Use of External Advisor (Consultant) in DADP Preparation

As observed, some LGAs relied upon the support of external professionals (private consultancy services) in their preparation of 07/08 DADP. Even during the present backstopping, when asked whether they need such support, many LGAs responded positively (some LGAs quite enthusiastically) to obtain such services. The issue is the range and legitimacy of such supports in DADP preparation. It is desirable to discuss the issue promptly and announce the conclusion to all LGAs for their fairness.

⁷ Activity of this part of DADP cycle may be called "Implementation Backstopping", "Implementation Monitoring", "Implementation M&E (Monitoring and Evaluation)", or "Implementation Review".

Appendix 7

**UNITED REPUBLIC OF TANZANIA
MINISTRY OF AGRICULTURE, FOOD SECURITY AND COOPERATIVES**



**AGRICULTURAL SECTOR DEVELOPMENT PROGRAMME
(ASDP)**

Refreshers Course for District and Ward Facilitation Teams

Draft Report from Kilimanjaro and Tanga Regions

By:

Ms. Mariam Slim}

Dr. Mary Shetto} Members of the National Facilitation Team

Mr. Charles Wambura – Monitoring and Evaluation TWG

Mr. Zakaria Muyengi –JICA- RADAG & Member of Planning TWG

Dec.2008

TABLE OF CONTENTS

| | |
|--|-----------|
| 1.0 INTRODUCTION..... | 5 |
| 1.1 Training objectives..... | 5 |
| 1.2 The Target Group..... | 5 |
| 2.0 TRAINING METHODOLOGY AND APPROACH..... | 6 |
| 2.1 Training methodology and tools | 6 |
| 2.2 The training materials | 6 |
| 2.3 Training contents | 4 |
| 3.0 ISSUES AND OBSERVATION EMERGED DURING TRAINING | 7 |
| 3.1 Issues raised by participants..... | 7 |
| 3.2 General Observation | 8 |
| 3.3 Specific Observation | 8 |
| 4.0 TRAINING EVALUATION..... | 9 |
| 5.0 ACTION TO BE TAKEN BY THE PARTICIPANTS (WAYFOWARD)..... | 11 |
| 5.1. Formation of working groups | 11 |
| 5. 2. Action plans | 11 |
| 6.0 RECOMMENDATIONS..... | 11 |
| 6.1 Participants recommendation..... | 11 |
| 6.2 Facilitators recommendation..... | 12 |

[Annexes](#)

1.0 INTRODUCTION

One of the agreed actions in the 2008 aide memoir for the third Joint Implementation Review (JIR) was that the national facilitation team should provide District Facilitation Team (DFT) and Ward Facilitation Team (WFT) with the training package on key planning elements to enhance the quality of District Agricultural Development Plans (DADPs) and investments to:

- (i) strengthen capacity of WFTs especially on project supervision;
- (ii) enhance local ownership and sustainability of the projects through improved project management by village project committees;
- (iii) ensure proper use of Opportunity and Obstacles to Development (O&OD) approach and/or Participatory Rural Appraisal (PRA) tools in prioritization process and integrate technical and financial appraisal in planning process.

To complete the JIR agreed actions, the DADP Task Working Group on Planning and Implementation (TWG P&I) organized the training on project preparation and appraisal to WFTs, DFTs and Regional Secretariat (RSs) staff on the key concepts applied in project preparation and appraisal.

In Kilimanjaro and Tanga the training started on Dec. 1-6 and 10-16 respectively. There were two national facilitators namely: Ms. Mariam Slim (The Team Leader) and Dr. Mary Shetto. A part from national facilitators there were Mr. Wambura who informed participants about the M&E framework and shared database documents. The team was also joined by Mr. Muyengi from JICA/RADAG as an observer.

1.1 Training objectives

Specifically the training objectives were to:

- i. introduce and increase the understanding of the DFT/WFT on the key concepts applied in project preparation and appraisal to WFTs, DFTs and RSs,
- ii. enable participants to understand how to design viable projects using O&OD process results,
- iii. assist participants to understand and apply the concept of cost-benefit analysis, iv) introduce to participants the structure of the project write up and
- iv. introduce the project appraisal process.

1.2 The Target Group

The target groups for the training were DFTs. The DFTs would in-turn facilitate the WFTs whom have an obligation to trickle down the skills to villagers/farmers. Using experiences in other similar interventions, it was also felt to include few WFT in this training session who could assist the DFT during training of the fellow WFT. RSs were involved in the training so as to provide a technical supports to DFTs and also to ensure the training packages are provided accordingly.

2.0 TRAINING METHODOLOGY AND APPROACH

2.1 Training methodology

Adult learning and participatory training approach was used. There were short presentations of the training materials followed by discussions which enabled participants to exchange experiences and ideas. After each presentation small group discussions were organized where each district formed one or two groups as practical sessions. Using O&OD results from a chosen village they reviewed the baseline data and information and the VADPs. After each practical session there were a plenary sessions where each group presented their results and these were discussed to give feedback on areas of improvement.

2.2 Training contents

The contents of the training materials included the following:

- i. ASDP overview,
- ii. Guidelines for local agricultural investment
- iii. Overview of O&OD rural process as a project identification method,
- iv. Extended O&OD,
- v. Designing projects,
- vi. Cost-benefit analysis,
- vii. Project appraisal and,
- viii. Structure of the project write up.

2.3 Training materials

During the training, the following materials were supplied to WFTs, DFTs and RSs.

| No | Materials | To whom | Form |
|----|--|--|-----------------|
| 1 | Project planning and appraisal (main doc.), 2008 | RS & DALDO (hard and soft copy), DFT & WFT (soft copy) | Microsoft word |
| 2 | Trainers Guide PPA, 2008 | RS & DALDO (hard and soft copy), DFT & WFT (soft copy) | Microsoft word |
| 3 | DFT training materials, 2008 | Hard and soft copy) | Microsoft ppt |
| 4 | ASDP overview | DFT/WFT (soft copy) | Microsoft ppt |
| 5 | Introduction to participatory tool kit | DFT/WFT (soft copy) | Microsoft ppt |
| 6 | Extended O&OD Longido experience | DFT/WFT (soft copy) | Micorsoft ppt |
| 7 | DADP assessment quality criteria | DFT/WFT (soft copy) | Microsoft excel |
| 8 | Aide memoir 3rd JIR, 2008 | RS & DALDO (hard soft copy), DFT & WFT (soft copy) | Microsoft word |
| 9 | Swahili DADP Guidelines, (year?) | DFT/WFT (soft copy) | Microsoft word |
| 10 | Guidelines for DADG, (year?) | DFT/WFT (soft copy) | Microsoft word |
| 11 | 2008/09 Fund disbursement | DFT/WFT (soft copy) | Microsoft excel |
| 12 | ASDP-M&E Framework, 2008 | DFT/WFT (soft copy) | Microsoft ppt |
| 13 | ASDP-M&E Baseline and Database Report, 2008 | DFT/WFT (soft copy) | Micorsoft ppt |
| 14 | Way forward- M&E WG, 2008 | DFT/WFT (soft copy) | Micorsoft ppt |
| 15 | Timetable for training, 2008 | DFT/WFT (soft copy) | Microsoft word |

3.0 ISSUES AND OBSERVATION EMERGED DURING TRAINING

3.1 Issues raised by participants

During the training participants pointed out several issues that require some actions. The following are some of the issues:

1. The DADP planning and implementation guidelines (refer subsection 6.2) it stipulated that the project committee members should be given required skills from time to time to undertake procurement of goods and services in order to minimise dependence on central tender boards; and that the procurement at community level should be done by community/farmers' groups project committees with guidance from the Council Tender Board. Due to the above, the participants suggested the following:
 - DFTs, WFTs and PCMs should be trained on basic procurement skills as soon as possible,
 - There is a need to review the guidelines subsection 6.2 i.e. Council Tender Board to be replaced by Ward Development Council (WDC). This was suggested after sharing experiences. For example, from the Mkinga's experience it was difficult to get all members of the tender board on time and hence felt it is not realistic as it delays implementation.
2. The roles and responsibilities of private sector in planning, contribution and supervision of the community projects are not clearly indicated by DADG Guidelines. Therefore, there is need to review the guidelines to clarify on the involvement of private sector as far as community projects is concern.
3. There is a conflict of concepts and applications between DADP, P&I guidelines and other sector guidelines (e.g. TASAF) on eligible and non-eligible investment to the same farmer. For example
 - First, in the TASAF guidelines there is provision for allowances for community project committee members who are participating in project preparation and other supervision activities. However, in DADP guidelines there is provision for allowance to project committee members. Such situation posed difficulties in getting community members to participate effectively in project activities.
 - Secondly, unlike ASDP, PADEP guidelines provide farming inputs such as fertilizer, seeds and pesticides to farmers which in the ASDP guidelines it is under the ineligible investments. Participants suggested that ASDP should consider reviewing the list of ineligible investment to include such inputs to minimise confusions and inconveniences to community and extension workers who are implementing both projects.

3.2 General Observation

| Issue | Example | The cause | Action to take |
|---|--|--|---|
| 1. Some districts not received O&OD training | Kilindi, Rombo and all Town and Municipal councils | unknown | The districts should use other planning participatory methods such as PRA. |
| 2. Some participants not received DADP roll-out training. | About 50% of participants of Tanga and Kilimanjaro | DFT are changed regularly, others are transferred from one district to another and other not are included in DFT team in the new district, others are newly recruited staff. | To have permanent DFTs all over the country. Also to provide refresher training |
| 3. Private sector was not involved in PPA training | All regions | According to the DADP guideline, the private sector supposes to be a DFT member. But it looks like LGAs are still pessimistic to recognize the importance of private sector | The LGAs should adhere to the guidelines instructions. More awareness on private sector involvement to districts is required. |
| 4. O&OD need to be reviewed | | Emphasis on social based interventions which have direct solutions. | To review the tool and incorporate Logical frame, Problem trees and objective trees to facilitate thorough analysis of agricultural related issues. |
| 5. Per diems to participants | Some participants were not given their allowances in full e.g. Kilindi or delayed until the end of the course e.g. Tanga TC, | Not known | Clear instructions should be send well in advance to DEDs to avoid such delays and poor morale of participants during the training. |
| 6. Short notice to prepare for DFT/WFT training | Tanga and Moshi venue | Resulting in poor preparation of the facilities for training | Such training should be planned and notify RSs well in advance and provide them with clear instructions and funds. |

3.3 Specific Observation by Facilitators

1. The number of participants per venue: About 105 and 120 participants attended the training in Kilimanjaro and Tanga respectively. This number was too big to handle, sometimes it noisy, too hot condition due to congestion and facilitation was very difficult.

This report suggests that in future a reasonable number of participants per venue should be considered.

2. Time constraints: It was observed that the time allocated to train the DFTs/WFTs was too short compared to the subjects to be taught. Some of the topics such as project preparation (a logical framework approach) and cost-benefit analysis were supposed to be given more time for practical sessions and discussion. As a result the training sessions had to continue till late evening.

3. The language: The training materials were in English although the facilitation language and discussion were in Kiswahili. In order to maintain a consistency the training materials should be prepared in Kiswahili.

4. The quality of the material: There was a lot of repetition in some of the training materials. Sometimes facilitators spent more time to re-arrange the materials so that they can obtain a clear and good flow of the materials.

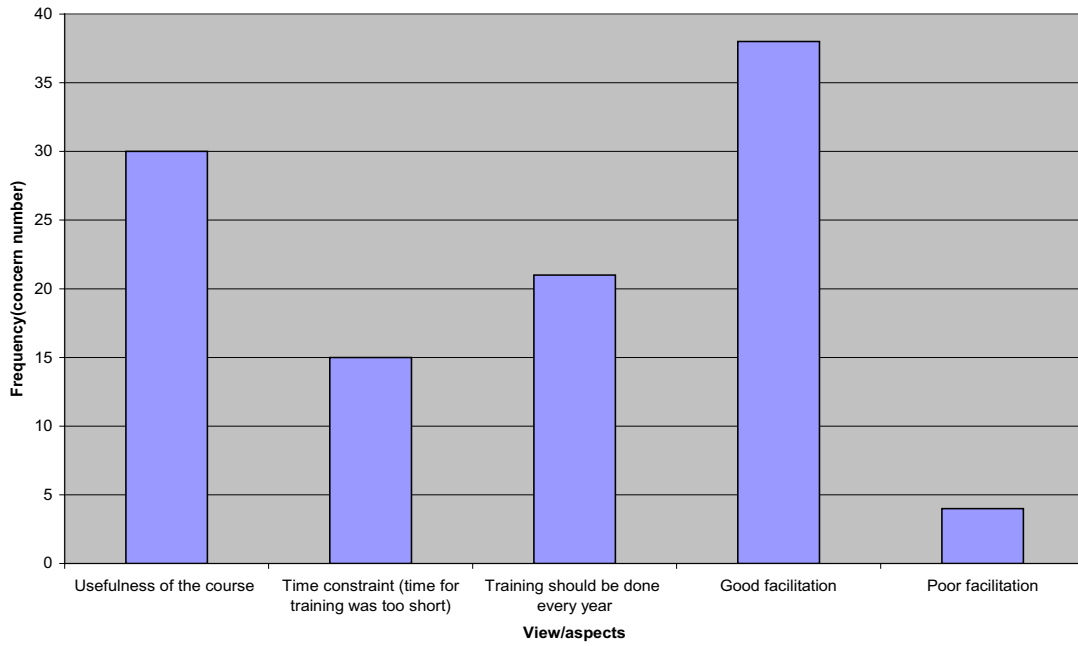
5. The copies of training materials that distributed to participants were limited. Most of the participants received the soft copies of the materials using their flash disks which made eventually most of them affected by viruses. The limited distribution of the training materials among the participants minimized the freedom of participants to discuss the topics in detail.

6. Generally, there was good team work by the facilitators and they responded to a lot of queries and questions raised by participants.

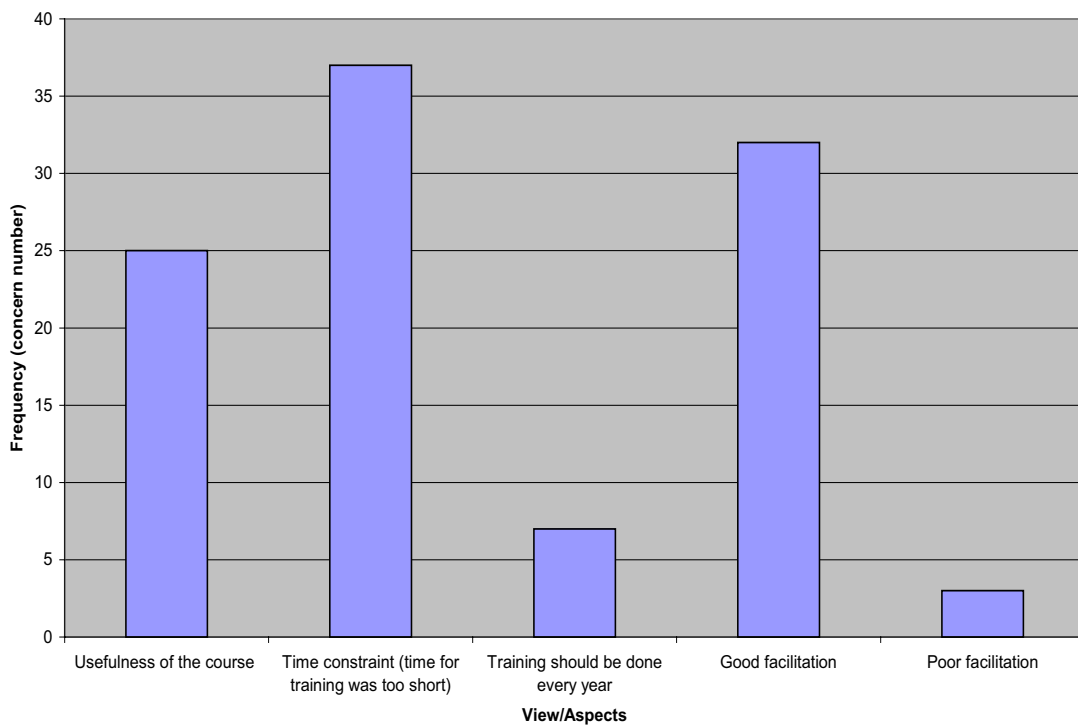
4.0 TRAINING EVALUATION

At the end of the training there was an evaluation of the training by participants. Three evaluation questions were asked to participants to indicate what they liked most, what they did not like and to give opinion/comments for future training. The evaluation results were merged into four categories namely: usefulness of the course contents, time of delivery, achievements of their training needs and quality of facilitation. The charts below indicate the training evaluation results. The frequency (count number) at y-axis indicates the occurrence number of the participants per view/aspect while the x-axis indicates the general views made by participants.

Training evaluation-K'manjaro participants



Training evaluation - Tanga participants



In Kilimanjaro, they ranked a good facilitation as number one while Tanga region they pointed out a time constraints (the time for training was too short) as an obstacle. Also the good number of participants requested training on financial management and procurement to be done soon. Regarding the time, some participants complained on the time limitation and tightness of the timetable.

5.0 ACTIONS TO BE TAKEN BY THE PARTICIPANTS (WAY FOWARD)

5.1. Formation of working groups

In order to ensure an intensive facilitation on community projects, each district formed a working group (see attachment). The group was comprised by one or two WFTs and one DFT. The group will be responsible for assisting the community to prepare viable and sustainable projects.

5. 2. Action plans

As the way forward, each district prepared the action plan (see attachment). The action plans were prepared individually by the working group. Each working group in the district should adhere to their respective action plan. The plan pointed out the following: the village/ward, activity to be done, time and responsible person (DFT and WFT). In order to expand the facilitation and supervision of the community projects, it was agreed that the action plan should be submitted to the DEDs.

6.0 RECOMMENDATIONS

The recommendations for this report have divided into three parts. The first is the recommendations that extracted from participant's opinions and recaps, the second part are recommendations that were provided by facilitation team.

6.1 Participants recommendations

1. Training Materials: in future training complete set of training materials should be provided to participants.
2. Time constraints: The time for training was too short compared to the course package and the importance of the course. Ten days were recommended.
3. Number of participants: It was recommended that the number of participants in a class room should be reasonable so that to pull together the clear understanding between participants and facilitator.
4. More training: The participants recommended that more training to DFTs and WFTs should be conducted so as to strengthen their skills on planning and

implementation. The training on financial management and procurement should be provided as soon as possible (i.e. before March 2009) to DFTs and WFTs.

5. National facilitators should regularly visit the districts in order to support, advise and share information with DFTs and WFTs.
6. It was recommended that the ASDP as a programme should consider the provision of agricultural subsidy (fertilizer, seeds and chemicals) to the farmers. This is due to the idea that without assurance of the subsidy to farmers then the DADP goal would not be achieved.

6.2 Facilitators recommendations

1. National facilitation team should make a follow up and backstop the districts in order to realize whether the training was helpful or not. The best period for backstopping would be on January and February, i.e. during the planning process at community level.
2. The training on financial management and procurements as important aspects of implementing projects should be provided to the DFTs and WFTs before March.
3. The O&OD as a planning tool should be reviewed in such a way that agriculture interventions should be easily identified by the community. The logical frame work is an important tool and should be included in the O&OD manual.
4. The training materials need more organization so as to have good presentation flow and also to avoid unnecessary repetitions of contents.
5. The training materials should be supplied to participants both soft and hard copies. The materials will support the participants to expand the discussion and also as a reference.
6. In future, the number of participants should be reasonable in one venue (at least 20-45) and the training methodology should be reviewed. For example, one way to reduce such a large number of participants is either to have two or three training centers in the region or the facilitation process could be done per district.

In additional to English version, the training materials should be translated in Kiswahili version.

Appendix 8

JAPAN INTERNATIONAL COOPERATION AGENCY (JICA)

**Rural and Agricultural Development Advisory Group of JICA Tanzania Office
(RADAG)**

Review of the 2007/08 DADP Documents (Draft)¹

June 2007

Ippei Itakura, Fuminori Arai, Zakaria Muyengi and Elisante Francis

Table of Contents

| | |
|---|----|
| 1. Introduction | 1 |
| 1.1 Background | 1 |
| 1.2 Objectives of the Review..... | 1 |
| 1.3 Scope of the Review | 2 |
| 1.4 Work Schedule | 2 |
| 1.5 Structure of the Report | 2 |
| 2. Methods of the Review | 3 |
| 2.1 Quality Assessment | 3 |
| 2.2 Survey on Cost Estimates..... | 6 |
| 3. Findings of Quality Assessment | 8 |
| 3.1 Organization of the DADP (Table of Contents)..... | 8 |
| 3.2 Planning..... | 9 |
| 3.3 Document Writing..... | 10 |
| 3.4 Target Intervention | 12 |
| 3.5 Budgeting | 13 |
| 3.6 Summary of Findings | 14 |
| 4. Findings of Survey on Cost Estimates | 15 |
| 4.1 Use of Each Grant | 15 |
| 4.2 Patterns of Grant Application..... | 18 |
| 4.3 Issues with Ambiguity and Non-eligibility | 21 |
| 4.4 Summary of Findings | 23 |
| 5. Conclusions and Recommendations..... | 24 |
| 5.1 Conclusions | 24 |
| 5.2 Recommendations | 24 |
| 6. References | 28 |

Attachments

| | |
|--|---------|
| 1. Quality Checklist for a DADP Document | Att.1-1 |
| 2. Draft Project Sheet | Att.2-1 |

¹ The findings, interpretations and recommendations expressed in this report are those of the authors and should not be attributed in any manner to the Japan International Cooperation Agency (JICA).

Abbreviations and Acronyms

| | |
|-------------|--|
| ACBG: | Agricultural Capacity Building Grant |
| AEBG: | Agricultural Extension Block Grant |
| ASDP: | Agricultural Sector Development Programme |
| ASDS: | Agricultural Sector Development Strategy |
| ASLMs: | Agricultural Sector Lead Ministries |
| BF: | Basket Fund |
| DADG: | District Agricultural Development Grant |
| DADP: | District Agricultural Development Plan |
| DDP: | District Development Plan |
| DFT: | District Facilitation Team |
| DIDF: | District Irrigation Development Fund |
| DPLO: | District Planning Officer |
| DSA: | Daily Subsistence Allowance |
| GoT: | Government of Tanzania |
| JICA-RADAG: | Rural and Agricultural Development Advisory Group of Japan International Cooperation Agency |
| IR: | Implementation Review |
| LGA: | Local Government Authority |
| LGCDG: | Local Government Capital Development Grant |
| M&E: | Monitoring and Evaluation |
| MAFC: | Ministry of Agriculture, Food Security and Cooperatives |
| MKUKUTA: | Mkakati Kukuza Uchumi na Kupunguza Umaskini Tanzania |
| MTEF: | Medium Term Expenditure Framework |
| O&OD: | Opportunities and Obstacles to Development |
| PADEP: | Participatory Agricultural Development and Empowerment Project |
| PMO-RALG: | Prime Minister's Office - Regional Administration and Local Government |
| RS: | Regional Secretariat |
| TASAF: | Tanzania Social Action Fund |
| TOT: | Training of Trainers |
| TWG: | Thematic Working Group |
| URT: | United Republic of Tanzania |
| WDP: | Ward Development Plan |
| WFT: | Ward Facilitation Team |
| VDP: | Village Development Plan |

Executive Summary

For effective implementation of ASDP, there have been two major developments in DADP planning and implementation: 1) the provision of the DADP Guidelines and 2) the implementation of technical assistance to LGAs, including nation-wide training and backstopping (i.e. follow-up to training). Despite these efforts, it is pointed out that the quality of some DADPs was not satisfactory. However, it has not been discussed among ASLMs how a DADP should be assessed and exactly which aspects need to be improved. JICA-RADAG has therefore conducted a comprehensive review of the 2007/08 DADP documents with the aim of identifying the quality of the DADP documents and providing recommendations to ASLMs on how to support LGAs for effective planning and implementation of DADPs based on the findings.

Targeting the 38 DADP documents sampled, two methods were adopted, namely, 1) quality assessment based on a checklist to highlight the general features of the DADP documents and 2) survey on cost estimates to identify how the ASDP-BF grants (DADG, AEBG and ACBG) are to be used.

The Review has found that in general many DADP documents tend to have common contents, which are fairly described on the current status of the LGA but inadequate in demonstrating their vision/objectives, strategic thinking and interventions. Most of them are not clear for a reader to know what they want to do for agricultural development and how they will do to achieve their wishes. This is also true of planning interventions/projects under a DADP. Many LGAs have made an effort to prepare detailed cost estimates; however, there is lack of information on how to implement interventions. Of critical importance is that there seems to be no consideration on how to make them sustainable and the effects replicable over the time and beyond target areas.

With respect to the use of the grants, the Review has found that most of DADG is to be appropriately used, allocating more than half of the amount to Eligible public infrastructure and Community investments. However, careful consideration should be put on Community investments that require some conditions for implementation. Moreover, the rules of spending DADG, i.e. cost-sharing and investment service cost/ allocation-to-community, should also be articulated. There are many questions to be answered in light of practical operation. Critical attention ought to be paid to the use of AEBG. There is a high possibility that many interventions maintain the conventional approach, i.e. procuring and distributing inputs to beneficiaries without involving the private sector and farmers groups. ACBG is generally used for training. However, the usage should be examined with caution since it may include procuring office/transport equipment to a great extent and spending the top-up on LGAs' activities. This implies that there has been no clear guidance on how to use the grants. Finally, many LGAs might be facing much difficulty in categorizing their development activities. It would be a great help if the DADP Guidelines show clear and practical instructions on how to fund them.

It is also found that the MTEF/PlanRep system has a great influence on their understanding on what a DADP should be. There is confusion regarding the ways of description at each level of the development structure (i.e. Objective, Target and Activities) in the system. This confusion might cause various ways of formulating a DADP. Accordingly, this may also affect the results of M&E of a DADP, which is significant for the M&E of ASDP as a whole. Moreover, the Review has also identified that there are two major patterns of applying the grants to an intervention associated with the MTEF/PlanRep system. At present, many LGAs attempt to comply with the system based on own understanding, which results in no standard way of applying the grants to interventions. LGAs need to

know how to apply each type of grant to an intervention that comprises various kinds of Activities (i.e. for investment, service and capacity building).

Based on the findings, JICA-RADAG proposes three kinds of recommendations. The first is to ameliorate the implementation of 2007/08 DADPs, facing almost no information in the DADP documents on how the DADPs are to be implemented. The second is to improve the quality of DADP planning and implementation for 2008/09, taking into account the facts: 1) currently there is no quality control system; 2) the DADP Guidelines are not sufficient to provide practical guidance to LGAs; 3) there are issues to be examined at field level; and 4) there is confusion regarding the linkage between ASDP/DADPs and the MTEF/PlanRep system. Finally recommendations are made with a long-term view to developing a sustainable system for quality control. The suggested actions are summarised in the table below.

Table: List of Recommended Actions

| Action Needed | Remark | Respon-sibility | Time frame |
|--|--|----------------------------|--|
| Urgent action to ameliorate the implementation of 2007/08 DADPs | | | |
| Distribution of the "Project Sheet" to LGAs | The Project sheet helps ASLMs to recognize major interventions at field level and to observe the progress of ASDP/DADP. | TWG/ASLMs | Immediately |
| Urgent actions to improve the quality of DADP planning and implementation for 2008/09 | | | |
| Development of the Annual Quality Control System | With a checklist, common understanding could be built on what a quality DADP should be. LGAs can use it before submission and ASLMs after receiving the DADP documents. | TWG/ASLMs | By October 2007 |
| Improvement of the DADP Guidelines | The revised DADP Guidelines could show real examples to explain how they are to be funded. How they are good or bad in terms of quality planning. | TWG/ASLMs | By October 2007 |
| Fact-finding studies on 2007/08 DADPs | The study aims to find how the intervention is being implemented. It also explores reasons why there is a gap between the principle and reality. | TWG/ASLMs and some DPs | By December 2007 |
| Revisiting the inter-connection between the ASDP/DADPs and MTEF/PlanRep system | A special survey is conducted to scrutinize whether the MTEF/PlanRep system matches with the principles of ASDP/DADPs and provide countermeasures to avoid confusion. | A few members of TWG/ASLMs | By October 2007 |
| Long-term actions to develop a sustainable system for quality control | | | |
| Annual update of the DADP Guidelines | Empirical knowledge should be disseminated to LGAs with annually revised DADP Guidelines, at least in the three years from 2007/08, so that common understanding is sufficiently built among the stakeholders. | TWG/ASLMs/ | Annual at least three years from 2007/08 |
| Involvement of RSs in the Annual Quality Control System | After ASLMs gain the experience, they train RSs to decentralize the quality control system. | TWG/ASLMs/RSs | In the earliest case, July 2009 |

Source: Prepared by JICA-RADAG.

1. Introduction

1.1 Background

For effective implementation of ASDP, there have been two major developments in DADP planning and implementation: 1) the provision of the DADP Guidelines and 2) the implementation of technical assistances to LGAs. The latter includes nation-wide training and backstopping (i.e. follow-up to training). With these measures, ASLMs have made a great effort to facilitate LGAs in producing quality DADPs for FY 2007/08.

However, the ASDP Implementation Review (IR), which was conducted by ASDP stakeholders in April 2007, has identified that “ the quality of DADPs and VADPs is often poor”, lacking i) integration of local projects into a DADP, ii) economic decision making frameworks and iii) environmental and social aspects of development². It has then proposed the actions to be taken by the DADP thematic working group (TWG) and other related entities, which includes organizing training materials for wards and villages for marketing strategies; ensuring utilization of the DADP Guidelines; and designing and testing effective systems of quality control, including the environmental and social aspects of DADP implementation

In order to carry out these tasks, however, it is prerequisite to gain detailed and extensive insights into the current situation of DADPs. Through the experience of supporting activities for DADP Planning and Implementation, JICA-RADAG has recognised that there are some questions to be answered, such as those written below, in order to take effective and efficient actions specified by IR.

- To which extent have LGAs utilized the DADP Guidelines?
- What issues should be enriched in the DADP Guidelines for LGAs to produce a quality DADP?
- What is the DADP of high quality? And how should a DADP be assessed?
- Are there any differences between what ASDP intends and what the DADPs have planned?

As one of the measures to understand these issues, JICA-RADAG has decided to conduct a comprehensive review of the 2007/08 DADP documents based on discussion with ASLMs, as the need has also been recognised by them.

1.2 Objectives of the Review

The overall objective of this Review is to identify the quality of the DADP documents and, based on the findings, provide several proposals on how ASLMs support LGAs to improve their DADP documents.

The specific objectives of the Review are:

- (i) To prepare a checklist to assess the quality of a DADP document, which LGA officials and ASLM facilitators could use in the future in their preparation and implementation of supporting activities;
- (ii) To identify characteristics of the 2007/08 DADP documents based on an analytical review with the checklist;
- (iii) To identify possible reasons why the quality of the DADP documents are often not satisfactory; and
- (iv) To provide recommendations to ASLMs on how to support LGAs regarding DADP planning and implementation.

² United Republic of Tanzania, *ASDP Joint Implementation Review April 10-24, 2007 Aide-Memoire Revised Draft 05/11/2007*

1.3 Scope of the Review

The Review is limited to a desk work, targeting 38 copies of the 2007/08 DADP documents from 19 Regions (i.e. 2 LGAs per Region as shown in Table 1-1), which was part of the whole set collected from the Sector Coordination Division of PMO-RALG as of May 30, 2007. It should be noted, however, that these copies might not be of a final version, as some LGAs were still revising the DADP documents in accordance with the budget ceilings determined by PMO-RALG³.

Table 1-1: LGAs sampled for the Review

| Region | LGA | | Region | LGA | |
|-------------|-------------|---------------|----------------|---------------|---------------|
| 01.Aursha | Meru DC | Ngorongoro DC | 11.Mtwara | Mtwara MC | Newala DC |
| 02.Dodoma | Chamwino DC | Kongwa DC | 12.Kilimanjaro | Same DC | Rombo DC |
| 03.Mara | Bunda DC | Mara DC | 13.Iringa | Iringa MC | Njombe DC |
| 04.Ruvuma | Songea MC | Songea DC | 14.Mbeya | Mbarali DC | Rungwe DC |
| 05.Pwani | Mafia DC | Kibaha DC | 15.Kagera | Biharamulo DC | Ngara DC |
| 06.Manyara | Babati TC | Kiteto DC | 16.Rukwa | Namtumbo DC | Sumbawanga DC |
| 07.Morogoro | Mvomero DC | Morogoro MC | 17.Shinyanga | Meatu DC | Shinyanga DC |
| 08.Mwanza | Magu DC | Ukerewe DC | 18.Tanga | Pangani DC | Mkinga DC |
| 09.Lindi | Liwale DC | Ruangwa DC | 19.Singida | Manyoni DC | Singida DC |
| 10.Tabora | Sikonge DC | Igunga DC | | | |

Note: There was no DADP document submitted by LGAs in Dar Es Salaam Region. And the DADP documents of LGAs in Kigoma Region were of the last year version (i.e. the 2006/07 version). Thus the documents in both Regions are not included in this Review.

1.4 Work Schedule

The work schedule of the Review is as follows.

| | May | June | | | |
|--|-----|------|---|---|---|
| 1. Sharing the outline of the Review with ASLMs | ■ | | | | |
| 2. Preparation of a draft checklist | ■ | | | | |
| 3. Collection of the DADP documents | | ■ | | | |
| 4. Review of the DADP documents based on the draft checklist | | ■ | ■ | ■ | ■ |
| 5. Writing the report and finalize the checklist | | | | ■ | ■ |

1.5 Structure of the Report

The next section (Section 2) explains the methods of the Review. It describes how the DADP documents were reviewed by presenting the outline of the checklist to assess the quality of a DADP document and that of categorization of cost estimates to identify the usages of ASDP-BF grants (i.e. DADG, AEBG and ACBG). The findings of the Review are then delineated in Sections 3 and 4, respectively: the former presents the features of the DADP documents in terms of quality; and the latter shows how the grants are to be used. They are followed by conclusions and recommendations in the final section (Section 5). Supporting materials are summarized in Attachments.

³ According to the Agricultural Sector Team of the Sector Coordination Division, PMO-RALG, the ceiling of each grant has been determined in the middle of May 2007.

2. Methods of the Review

Two major methods were applied to this Review, namely, i) quality assessment and ii) survey on cost estimates.

2.1 Quality Assessment

(1) Rationale for the checklist

With the aim of assessing the DADP document, JICA-RADAG has developed a checklist based on the DADP Guidelines (the main text and annexes) and other relevant materials of DADP training and backstopping. This checklist provides “viewpoints” from which one can evaluate and discuss the quality of the DADP documents in various aspects. The viewpoints can be categorized into: 1) the organization of the DADP (i.e. Table of Contents); 2) planning; 3) document writing; 4) target intervention; and 5) budgeting. The word of “target intervention” is derived from the terminology of the MTEF/PlanRep system, where a LGA sets up “Objectives”; “Targets” to achieve each Objective; and Activities for each Target (See Figure 2-1). Table 2-1 explains what viewpoints have been selected and rationales for each. It also highlights key words of the viewpoints in bold, as they are used throughout this report for clear presentation.

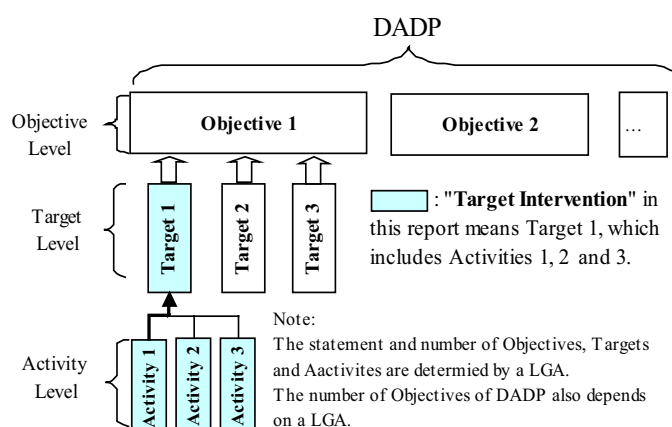


Figure 2-1: Simplified Picture of the MTEF/PlanRep2 system

Table 2-1: Viewpoints of Assessment and Their Rationale

| Viewpoint | Rationale |
|--|---|
| Organization of the DADP | |
| TC-1: Table of Contents How much do LGAs follow the Table of Contents suggested by ASLMs ? | ASLMs National Facilitators distributed the Table of Contents to LGAs during the Backstopping with the aim of standardizing the contents of the DADP document. |
| Planning | |
| P-1 Mission/Objectives Are mission/ objectives clearly described in line with ASDS? | Since DADPs are a major part of ASDS/ASDP. A quality DADP should have missions/objectives that are in line with ASDS. The primary objective of ASDS is to create an enabling environment for improving agricultural productivity and profitability ⁴ . |
| P-2 Problems Are problems that LGAs/farmers face clearly described? | In order to achieve the mission/objectives, it should identify problems. Analyzing why they are problems and how they affect farmers is also necessary to recognize how the DADP intervenes to solve the Problems. |
| P-3 Strategy Is the strategy that a LGA takes to solve Problems and to achieve Objectives clearly described? | A quality DADP should have a strategy which solves the Problems. Moreover, the strategy has the vision of how to achieve the objectives beyond finding a solution to each specific problem, i.e. an overall strategic framework. |
| P-4 Achievements Are previous achievements clearly described? | As a DADP is a three-year rolling plan, it should also include the reviews of previous achievements, problems experienced and lessons learnt. |

⁴ URT, *Agricultural Sector Development Programme Framework and Process Document Final Draft*, March 2003.

| Viewpoint | Rationale |
|--|---|
| P-5 Consolidation Is the consolidation process clearly described? | A quality DADP has a special characteristic in that it combines national policy (i.e. the policy of ASDS) with farmers' wants. In this regard the process of producing a DADP should be examined. Furthermore, the process should take into account the feasibility of each intervention within their overall strategic framework. |
| Document Writing | |
| DW-1: Analytical Application Are data and information of SWOT and statistics analytically applied in planning DADP? | A quality planning document should analytically use statistic data and other useful information to produce effective interventions. Many DADP documents have shown statistic data and SWOT analysis: it is necessary to assess how the data and information are used. |
| DW-2: Comprehensiveness Is the content of the document comprehensive? | A quality planning document should cover useful topics for the formulation of plans. Especially, the DADP document should deal with the issues of the Annual Assessment so as to become a practical material in DADP operation. The issues are: 1) the analysis of potential, opportunities and obstacles to development (i.e. SWOT analysis); 2) private sector roles and opportunities; 3) the diagnostic assessment; 4) the number of wards that have established Farmer Fora; and 5) the evidence of on-going research activities*. |
| DW-3: Clarity Is the content clear, concise and consistent? | A quality planning document should be clear, concise and consistent. |
| Target Intervention | |
| TI-1: Basic Information (No. of beneficiaries, target areas, and its own specific objective with indicators and a time frame) | Each Target Interventions should address No. of beneficiaries, target areas, and its own specific objective with indicators and a time frame so that ASLMs can recognize activities at field level and a LGA conducts specific M&E. |
| TI-2: Clear and Concrete Targets/Activities | A quality DADP document should indicate clearly how each Target Intervention is to be implemented. |
| TI-3: Economic Evaluation/Marketing plan | Economic viability is an essential factor in selecting effective Target Interventions. |
| TI-4: Social and Environmental aspects | In principle, any development intervention should address their effects in these aspects. |
| TI-5: Sustainability | Sustainability is also an essential element of development interventions. For many Target Interventions in DADPs, it is the representatives of beneficiaries (the Project Committee) to implement and manage a development project/activity. A quality DADP document should include a plan for transfer of ownership and maintenance upon the completion of DADP support. |
| Budgeting | |
| B-1: Sources of Funds Are the sources of funds clearly indicated? | As the ASDP-BF mechanism provides several kinds of grants, a quality DADP document should clearly show the sources of funds. |
| B-2: Matching Do the cost estimates in a DADP document match with the ceiling determined by PMO-RALG? | In principle, the budget ceiling of each grant is provided to LGAs prior to preparation of a DADP document. Therefore, the total cost estimates for each grant should be the same as the ceiling. |
| B-3: Formats Is the budget format in line with MTEF formats or PlanRep? | This is the national rule of a District Development Plan (DDP). As a DADP is part of DDP, it should also follow this regulation. |
| B-4: Appropriate Use Is the use of funds appropriate (e.g. DADG for investment)? | The ASDP BF disburses several types of grants with a specific purpose for each. It is necessary to examine whether use of the grant is appropriate to maintain budgeting and spending discipline. |
| B-5: Rules of Spending DADG Are the rules of budgeting followed (Cost sharing, Investment Service Cost and Allocation-to-Community)? | There are three major rules in terms of spending DADG, a grant for investment. A quality DADP document should also follow these rules. |
| B-6: Percentage to the Private Sector Is the percentage of DADP budget for extension for contracting with the private sector identified? | This is also one of the issues of Annual Assessment. |

Note (*): There are more performance measures assessed in the Annual Assessment than the five issues examined in this Review (See Appendix 1 in *ASDP Guidelines for District Agricultural Development Planning and Implementation*, November 2006). However, these five issues are possible to be dealt with in the DADP documents, while others are examined in the process of M&E.

Source: Prepared by JICA-RADAG.

(2) Criteria for scoring

The DADP documents were assessed based on the checklist. They were scored 0, 1, 2 or 3 on each viewpoint in the checklist. In general, Score 2 is set at somehow “satisfactory” level taking into account the present capacities of LGAs, while Score 3 is of the ideal case to be achieved by LGAs in the future. The criteria for scoring are summarized in Table 2-2. It should be noted that some viewpoints for budgeting, i.e. B-4, B-5, and B-6, are not scored, as they are issues that have ambiguities for judgment as discussed in Section 4 of this report.

Table 2-2: Criteria for Scoring on Each Viewpoint

| Viewpoint / Score | | 0 | 1 | 2 | 3 |
|---|--|-----------------------------------|---|---|--|
| TC-1: Table of Contents (degree of compliance) | | Almost no. : less than around 25% | Insufficient: less than around half | General: less than around 75% | Sufficient: more than around 75% |
| Planning | P-1: Mission/ Objectives | No description | Without the concept of conducive/enabling environment | With the concept of conducive/enabling Environment | To a sufficient degree (numerical targets and clear linkage with specific objectives). |
| | P-2: Problems | No description | No/unclear (e.g., only itemization/bulleted items) | Clear | Sufficient (the analysis of “why” and “how”) |
| | P-3: Strategy | No description | Not match with Problems stated/ Not clear | Matching with Problems stated | Matching with Problems stated with strategic thinking |
| | P-4: Achievements | No description | Partial Description | On 1) achievements, 2) problems experienced and 3) Strategy | On the three issues with outcomes of poverty reduction |
| | P-5: Consolidation | No description | Not clear/Partial Description | Considering ASDS and farmers’ wants | Considering 1) ASDS, 2) farmers’ wants, 3) economic viability and 4) LGA’s strategy |
| Doc. Writing | DW-1: Analytical Application | No description | Partial application (e.g. on current situation) | Acceptable (e.g. on current situation and problem analysis) | Sufficient (i.e. current situation, problem analysis and strategy) |
| | DW-2: Comprehensiveness | No description | Covering 1 or 2 issue/s of Annual Assessment or other 3 original topics | Covering 3 to 5 issues of Annual Assessment | Covering the issues of Annual Assessment and important topics e.g. market strategy |
| | DW-3: Clarity | No description | Much confusion and lack of information | Often inconsistent, disorganized, lack of “who does what” | Clear, concise and consistent |
| Target Intervention | TI-1: Basic Information | Almost no information | Mostly unclear information | Clear but partial information | Full Information for almost all Targets |
| | TI-2: Clear and Concrete Targets/Activities | Almost no description | Unclear on “who does what and how” or cost items only | Clear but partial description | Full description of almost all Targets |
| | TI-3: Economic Eva. /Marketing Plan | Almost no description | Unclear/Short description | Consideration on how to make money | Full consideration with calculation |
| | TI-4: Social and Env. Aspects | No description | Unclear/Short information | Partial description | Full description of almost all Targets |
| | TI-5: Sustainability | No information | Unclear/Short information | Partial information | Full Information for almost all Targets |
| Budget | B-1: Source of Funds | No information | Partial/Unclear at DADG AEBG and ACBG level | Partial/Unclear at top-up/basic level | Full Information for almost all Targets |
| | B-2: Matching | No/Not clear | Some of them (<50%) | Some of them (>50%) | Yes |
| | B-3: Format | Neither format is used | Partially/Incorrectly used | Used for ASDP BF supporting Targets only/Not clear | Used for all Targets |

Source: Prepared by JICA-RADAG.

(3) Final checklist with caution of using it

Having completed the review exercises, JICA-RADAG has finalized the checklist, which is available in Attachment 1. This checklist incorporates JICA-RADAG's recommendations, which are described in Section 5. The checklist is a useful tool to standardize the level of evaluation while there are some limitations, i.e. the possibility of restricting views of evaluators and causing different results if they have different level of knowledge on development planning in general and the DADP in particular. It is therefore necessary to build common understanding among the users of the checklist.

2.2 Survey on Cost Estimates

The survey on cost estimates aims to identify how the ASDP-BF grants (i.e. DADG, AEBG and ACBG) are to be used. To this end, the survey classifies cost estimates provided by a LGA into each category of "Activities" and "Budget Items."

(1) Categories of Activities

Categories of Activities have been developed from the DADP Guidelines⁵. There are 19 categories for the Review. The aim of developing the categories is to identify roughly for which type of Activity the grants are used. Moreover, each category is made relate to D: Investment, S: Service, C: Capacity Building, SC (S or C)⁶ or UC (not clear). Each cost estimate is then characterized with one of the 19 categories of Activities. For example, if Tsh. 10 million is estimated for training of farmers, one can say that Tsh. 10 million is used for Farm Empowerment, which is relating to C: Capacity Building. Table 2-3 explains each category of Activities.

Table2-3: Categories of Activities

| Category of Activity | Remark |
|---|---|
| D: Investment | |
| Environmental investment | Erosion control and reforestation |
| Eligible public infrastructure | Irrigation, dip and roads |
| Community investment | Including Small-scale (e.g. heifer/goat schemes) and Risk Bearing (group equipment) |
| Unclear/Non eligible investment (vehicle) | Procurement of a vehicle |
| Unclear/Non eligible investment | Agricultural inputs (e.g. seeds and fertilizers) |
| Others relating to investments | Surveys for investments (such as a feasibility study) and other investments |
| S: Service | |
| District Awareness Media Campaign | As in the DADP Guidelines Annex 2 |
| Tech. demo. and awareness creation | e.g. demonstration plots and sensitization |
| On-farm adaptive research | As in the DADP Guidelines |
| Farmer-farmer exchange and study tours | As in the DADP Guidelines |
| Enterprise development | As in the DADP Guidelines |

⁵ In principle, the focus should have been put on the descriptions of Targets rather than those of Activities, because, in the MTEF/PlanRep system, the type of an intervention is determined at Target level, i.e. whether it is D: Investment, S: Service or C: Capacity Building. However, the Review has found that the expressions of Targets in many DADP documents are too general (e.g. to improve household food security), thus being difficult to determine Types. Facing this problem, it has decided to examine Activities instead of Targets.

⁶ Activities of utilizing private agricultural service providers (ASP) or of making linkage with them are not clear on whether they should be funded by AEBG or ACBG in light of the DADP Guidelines and other relevant materials.

| Category of Activity | Remark |
|--|--|
| Establishment of WARC | As in the DADP Guidelines Annex 2 |
| Others relating to services | Including vaccination and artificial insemination |
| C: Capacity Building | |
| Government training | All training programs for LGAs |
| Farmer empowerment | e.g. Master Training, group formation and training for farmers |
| Others relating to Capacity Building | Including staff meetings and training not clear for “whom” |
| SC: Service or Capacity Building | |
| Private agricultural service provider (ASP)s and linkage | Any Activity relating to the private sector |
| UC: Not clear in categorization | |
| Operating & supervising (incl. M&E) | Including “follow-up” and “backstopping” |
| Others | Including the procurement of motorbikes and office equipment and those not possible to be categorized in the above |

Source: Prepared by JICA-RADAG based on URT, *ASDP Guidelines for District Agricultural Development Planning and Implementation*, November 2006.

(2) Categories of Budget Items

In addition to the categories of Activities, the cost estimates in the DADP documents are also classified into 9 major categories of Budget Items: 1) DSA (LGAs); 2) DSA (Private); 3) DSA (Not clear); 4) transport; 5) workshop cost; 6) project equipment, survey and construction; 7) private sector (extension); 8) private sector (except extension); and 9) others/lump-sum. In the MTEF/PlanRep system, there are numerous codes for costing. However, JICA-RADAG has decided for this Review to focus on these areas, because it intends to identify whether grants are used for manpower, transport, communication, and project-related items with the insight of how the private sector is involved in DADPs. Table 2-4 explains each category of Budget Items.

Table 2-4: Categories of Budget Items

| Category of Budget Item | Remark |
|---|--|
| DSA (LGAs) | DSA paid to LGA officials including HLAG and LLGA |
| DSA (Private) | DSA paid to farmers and private service providers |
| DSA (Not Clear) | DSA which is not clear to “whom” it will be paid |
| Transport | Diesel, oils, air tickets and procurement |
| Workshop cost (Stationary, venue, and refreshment) | Any costs of stationery, hiring a venue, and refreshments (even if it is not for a workshop) |
| Project equipment, survey & construction | Agricultural inputs, and direct costs for surveys and construction except contract with the private sector |
| Private sector (extension) | Costs to be paid to the private sector for extension |
| Private sector (except extension) | Costs to be paid to the private sector except for extension |
| Others/Lump sum | Other costs, not clear, or lump-sum costs |

Source: Prepared by JICA-RADAG.

3. Findings of Quality Assessment

The findings of the quality assessment are discussed from the viewpoints of 3.1) organization of the DADP (Table of Contents), 3.2) planning, 3.3) document writing, 3.4) target interventions, and 3.5) budgeting.

3.1 Organization of the DADP (Table of Contents)

The Review has found the following features.

- About half of the LGAs have “sufficiently” or “generally” followed the Table of Contents that had been suggested by the ASLMs National Facilitators during the backstopping exercises (See Scores 3 and 2 in Figure 3-1 below).
- However, there are some LGAs showing “almost no” compliance with it (18%), which include those of Kagera Region. In fact, most of the DADP documents assessed at Score 0 indicate cost estimates only.
- As can be seen in Table 3-1, contents, which are often not included in the DADP documents, are i) market, ii) policy and strategy that address ASDS and ASDP and iii) review of previous DADP performance.
- The order of contents and titling are different from one to the other, although they were accepted in this Quality Assessment, (e.g. ASDS and ASDP are described in “Introduction”).
- Many DADP documents describe agro-ecological zones and status of infrastructure, which make the analysis of current situation more comprehensive than the suggested Table of Contents.

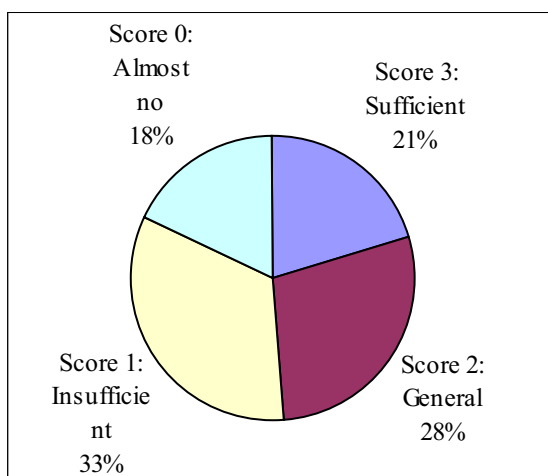


Figure 3-1: Share of Scores (Tables of Contents)

Note (*):

The content of cost estimates is accepted if they follow the formats of PMO-RALG *Guidelines for the Preparation of Local Government Authorities' Medium Term Plans and Budgets for 2007/08 to 2009/10* (March 2007) or PlanRep2.

Table 3-1: Contents followed

| Contents | | % |
|---|------------------------|-----|
| Executive Summary | | |
| Background Information/ District Profile | Location/Area | 76% |
| | Topography/Climate | 79% |
| | Demography | 79% |
| | Administration | 61% |
| | Economic Status | 71% |
| | Market | 13% |
| SWOT (or Similar Situation Analysis) | | 82% |
| Policy & Strategy | ASDS | 24% |
| | ASDP | 21% |
| | Council Strategic Plan | 21% |
| Vision Statement | | 63% |
| Mission Statement | | 66% |
| Objectives of DADP | | 63% |
| Review of Previous DADP Performance | Plan & Achievements | 37% |
| | Problem Experienced | 39% |
| | Strategy | 26% |
| Priority Agricultural Interventions | | 68% |
| Cost Estimate (MTEF Formats*/PlanRep) | | 82% |

3.2 Planning

The quality of planning was examined in terms of P-1) mission/objectives, P-2) problems, P-3) strategy, P-4) achievements and P-5) consolidation. Figure 3-2 shows the average scores of 38 LGAs sampled on each viewpoint.

The Review has identified the following features.

- As can be observed in Figure 3-2, there is little consideration to P-3) strategy, P-4) achievements, and especially P-5) consolidation. This means that the current DADP documents are weak in explaining how a LGA tackles the problem identified; how much it has achieved the objectives; and how it has formulated interventions, considering national policy, farmers’ wants, and its feasibility as well as strategy.
- For each viewpoint, there are typically insufficient descriptions. Table 3-2 indicates the contrast of ideal descriptions that would be useful for quality planning and actual descriptions that are typically found in many DADP documents. For the ideal ones, some “good attempts” made by LGAs are also shown, though not many.

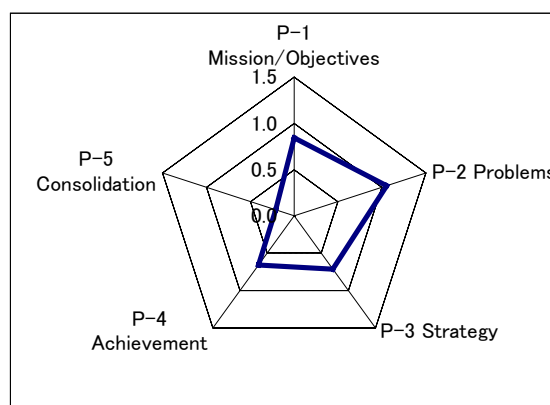


Figure 3-2: Average Scores (Planning)

Table 3-2: Typical Expression in the DADP Document against Quality Planning

| Ideal | Typical Expression |
|---|---|
| P-1 Mission/Objectives | |
| <u>Features</u> ✓ The concept of “creating enabling environment” for productivity, profitability and ensuring food securities ✓ Numerical targets and timeframe so that M&E could be conducted ✓ Clear linkage with specific objectives/Targets <u>Examples of good attempts</u> <i>The mission is to facilitate a conducive/enabling environment for economic growth and a well-educated community and maintain a peaceful life to its people (Babati TC).</i> <i>To increase the production per hectare of different crops (cotton from 750 kg to 1000 kg, paddy from 900 to 1800 kg and maize from 400kg to 500 kg) by the year 2010 (Shinyanga DC).</i> | <u>Features</u> ✓ Little reference to the concept of “enabling environment” ✓ Too general/broad: sometimes not specific to the agricultural sector (e.g. Pangani DC and Mvomero DC) ✓ Not clear linkage with specific objectives/Targets <u>Examples</u> <i>To achieve economic growth and poverty reduction</i> <i>To increase agricultural and livestock production</i> |
| P-2 Problems | |
| <u>Features</u> ✓ Incorporation of the analysis of “why ” or “how,” i.e. the concept of problem analysis <u>Examples of good attempts</u> <i>Pests and disease incidences affect crop growth and farmers obtain low yield. Poor management practice is one of the main causes (Mtwara MC).</i> | <u>Features</u> ✓ Bulleted items or in the table of SWOT analysis <u>Examples:</u> - Drought - High price of agricultural inputs - Extreme poverty among stakeholders |

| Ideal | Typical Expression |
|---|--|
| P-3 Strategy | |
| <u>Features</u> ✓ Description with overall strategic framework <u>Examples: prepared by JICA-RADAG</u> <i>The District has two major strategies to increase farm income and food security. The first is to help the poor farmers increase paddy production with irrigation schemes. Poor farmers will attain food security either by consumption or marketing. While meeting urgent needs of the poor, the District will also develop new cash crops (e.g., vanilla and candlenuts). In the mid term, they will provide many farmers with income generation opportunities.</i> | <u>Features</u> ✓ Description without overall strategic framework ✓ Just similar to Target/Activities <u>Examples</u> <i>The strategy is as follows.</i> – Improvement of cash and food crop processing techniques – Control of crop pests and animal diseases |
| P-4 Achievements | |
| <u>Features</u> ✓ Results of Monitoring on outcome level in addition to output level <u>Examples prepared by JICA-RADAG</u> <i>Paddy production in Village X (100 ha for paddy) has increased from 100 tons to 200 tons with 3 irrigation schemes developed in 2005/06. Farm incomes in Village X have also increased by 10%.</i> | <u>Features</u> ✓ List of activities conducted (i.e. output level) or general statement of outcome <u>Examples</u> – 6 farmers groups were formed and trained. – Equipment was procured. – Increase of production |
| P-5 Consolidation | |
| <u>Features</u> ✓ Target Interventions are developed in consideration of 1) ASDS/national policy, 2) securing farmers' wants, 3) economic viability, and 4) strategic framework. | <u>Features</u> ✓ The list of prioritized Target Interventions per ward ✓ Administrative process of producing a DADP |

Source: Prepared by JICA-RADAG with reference to the DADP documents.

3.3 Document Writing

Document writing was examined from the viewpoints of DW-1) analytical application of statistic data and other information (e.g. from SWOT) in formulating strategies / target interventions, DW-2) comprehensiveness, covering the issues of the Annual Assessment, and DW-3) clarity, i.e. whether the document is readable. The results are summarised in Table 3-3.

Table 3-3: Distribution of Scores (Document Writing)

| Viewpoints/Scores | Score 0 | Score 1 | Score 2 | Score 3 |
|-------------------------------------|----------------|-----------|---------|------------|
| | No information | Partially | General | Sufficient |
| DW-1: Analytical application | 29% | 63% | 8% | 0% |
| DW-2: Comprehensiveness | 32% | 68% | 0% | 0% |
| DW-3: Clarity | 21% | 42% | 37% | 0% |

Source: Prepared by JICA-RADAG.

The Review has identified the following features.

DW-1: Analytical application

- Most of the DADP documents (63%) are assessed at Score 1. The use of numerical data is a base of analytical work. In fact, the application of numerical data and information has been observed in the description of current situation of a LGA (e.g. location and demography) but substantially less in formulating strategies /target interventions.

- Another finding is that almost all LGAs present a table of SWOT analysis but it is not clear how target interventions were derived from the analysis. Only one LGA indicates the process of formulating its target interventions using information in the SWOT table (Bukoba DC). This implies that the SWOT analysis, though observed in many DADP documents, has not yet been effectively utilized in producing a DADP.

DW-2: Comprehensiveness

- About 70% of the DADP documents covered contents considered necessary even though not explicitly suggested by the ASLM National facilitators (e.g. a logical framework of a DADP and procurement plans). Thus they have positively developed the contents of the DADP documents in their own way.
- However, there is no DADP document that deals with more than 2 issues of the Annual Assessment of DADPs, thus missing Score 2. Amongst the issues of the Annual Assessment, 1) the analysis of potential, opportunities and obstacles to development (i.e. SWOT analysis) and 2) private sector roles and opportunities are often found. However, there is no information on 3) the description of diagnostic assessment, 4) the number of wards that have established farmer fora and 5) the evidence of on-going research activities. This can be attributed to the fact that there have been no clear directions from ASLMs to incorporate these issues in the DADP documents despite their importance.

DW-3: Clarity

- Most of the LGAs produce the DADP documents with somehow clear contents, at least in the description of their current situation.
- However, many DADP documents do not demonstrate how they are going to implement target interventions. For many DADP documents there is lack of information on “who” does “what” and “how”. The following examples are often found in the DADP documents: they use words such as “facilitate” or “promote” but do not show the process of facilitation or promotion.

Example 1

Target: To facilitate soil conservation and agro-forestry at Village “A”

Activity: Soil conservation activities at Village “A”

Example 2

Target: To raise banana production from 15 to 25 tons by 2007

Activity: Procurement banana tissue from farmers

Activity: Promotion of tissue culture

Box 1: Example of Miscalculation

This is the real sample of a DADP document. The shaded area is where they had miscalculated.

| | a) Unit cost | b) No. of Unit | c) Estimate (a x b) | d) Correct Figure | e) Difference (c - d) |
|-----------|--------------|----------------|---------------------|-------------------|-----------------------|
| | 2,000 | 250 | 500,000 | 500,000 | 0 |
| | 13,000 | 1,000 | 130,000 | 13,000,000 | -12,870,000 |
| | 124,471 | ... | 24,471 | 124,471 | -100,000 |
| | 4,000 | 180 | 600,000 | 720,000 | -120,000 |
| | 6,000 | 60 | 360,000 | 360,000 | 0 |
| | 4,000 | 40 | 160,000 | 160,000 | 0 |
| | 1,800 | 40 | 72,000 | 72,000 | 0 |
| | 2,000 | 5 | 10,000 | 10,000 | 0 |
| | 12,000 | 150 | 1,200,000 | 1,800,000 | -600,000 |
| | 60,000 | 3 | 180,000 | 180,000 | 0 |
| | 50,000 | 5 | 250,000 | 250,000 | 0 |
| | 30,000 | 5 | 150,000 | 150,000 | 0 |
| | 70,843 | 3 | 212,529 | 212,529 | 0 |
| Sub Total | | | 4,519,000 | 17,539,000 | -13,020,000 |
| | 100,000 | 140 | 1,600,000 | 14,000,000 | -12,400,000 |
| | 100,000 | 5 | 500,000 | 500,000 | 0 |
| | 3,370 | 20 | 67,400 | 67,400 | 0 |
| | 10,000 | 20 | 200,000 | 200,000 | 0 |
| Sub Total | | | 14,967,400 | 14,767,400 | 200,000 |
| | 100,000 | 60 | 6,000,000 | 6,000,000 | 0 |
| | 100,000 | 6 | 600,000 | 600,000 | 0 |
| | 3,370 | 10 | 33,700 | 33,700 | 0 |
| | 10,000 | 10 | 100,000 | 100,000 | 0 |
| Sub Total | | | 6,133,700 | 6,733,700 | -600,000 |
| | 30,000 | 20 | 600,000 | 600,000 | 0 |
| | 1,500 | 50 | 75,000 | 75,000 | -67,500 |
| Sub Total | | | 575,000 | 675,000 | -100,000 |
| | 5,000 | 2,000 | 10,000,000 | 10,000,000 | 0 |
| | 10,000 | 100 | 1,000,000 | 1,000,000 | 0 |
| | 2,500 | 50 | 125,000 | 125,000 | 0 |
| | 2,500 | 50 | 125,000 | 125,000 | 0 |
| | 2,500 | 50 | 125,000 | 125,000 | 0 |
| | 10,000 | 100 | 1,000,000 | 1,000,000 | 0 |
| | 10,000 | 100 | 1,000,000 | 1,000,000 | 0 |
| Sub Total | | | 3,509,280 | 13,375,000 | -9,865,720 |

Accumulated Difference:

-49,543,220

- Lastly, most of the LGAs miscalculate costs. In many cases, figures in the summary table do not match with the breakdown of the cost estimates. In addition, it is considerably difficult to see how the summary table links to the cost estimates. In some cases, miscalculation brings about a significant difference, exceeding ten million shillings (See Box 1 in the previous page).

3.4 Target Intervention

Target interventions under a DADP are examined from the viewpoints of TI-1) basic information (e.g. objectives, the number of beneficiaries and target areas); TI-2) clear and concrete targets/activities; TI-3) economic evaluation/ marketing plan; TI-4) social and environmental aspects; and TI-5) sustainability (e.g. transfer of ownership and maintenance plan). Table 3-4 shows the average score of each viewpoint. The following are major findings.

Table 3-4: Average Score of Viewpoints (Target Interventions)

| Viewpoint | Ave. Score |
|---|------------|
| TI-1: Basic Information (e.g. No. of beneficiaries and target areas) | 0.9 |
| TI-2: Clear and Concrete Targets/Activities | 0.9 |
| TI-3: Economic Evaluation/ Marketing Plan | 0.0 |
| TI-4: Social and Environmental Aspect | 0.1 |
| TI-5: Sustainability | 0.1 |

Source: Prepared by JICA-RADAG.

- On average, there is almost no information regarding target interventions. In general, the DADP documents show a list of Targets and Activities by using MTEF/PlanRep formats. However, they do not provide any insight into how they will conduct target interventions, taking into account economic, social and environmental aspects as well as sustainability.
- It seems that interventions in many DADP documents are still of conventional approach, including 1) the procurement of agricultural inputs (e.g. seeds, fertilizers and breeding stocks); 2) the distribution of them to farmers with sensitization and/or training; and then 3) monitoring and supervision. There seems to be no consideration on how beneficiaries contribute to making the intervention sustainable or replicable in other communities. More critical is the issue of whether or not the beneficiaries could have a sense of ownership with this kind of intervention. These considerations are not implied in many DADP documents. Thus it is judged that they are weak, failing to demonstrate effective interventions.
- Finally, there is no standard of descriptions in terms of the development structure, i.e. Objectives, Targets, and Activities. Some LGAs such as Same DC and Ngara DC set the Objective of their DADPs from the macro-economic perspective, while those of others, e.g. Kiteto DC and Songea MC, focus on the agricultural sector only. This kind of inconsistency is also observed on Target and Activity levels (See Box 2). Consequently, various kinds of confusions have arisen. There are many Activities, for example, which

Box 2: Confusion with MTEF/ PlanRep2 (Various Development Structures of DADP)

In the MTEF system, a LGA sets i) several **Objectives** for its overall development; ii) a/several **Target/s** to achieve each Objective; and iii) **Activities** for each Target.

There is no standard description at each level. There are inconsistency and sometimes with misunderstanding (See the table below for inconsistency).

| Structure | LGA "X" | LGA "Y" |
|-------------------|---|---|
| Objectives | To attain economic growth | To increase crop and livestock production |
| Targets | To increase crop and livestock production | To increase the weight of livestock by 25% |
| Activities | To facilitate the livestock health | To rehabilitate a charco dam To facilitate group formation To conduct M&E |

should appear as Targets, failing to show what to do (e.g. Activity described as “to increase production of maize”). Another example is that the Objective is set as “to improve crop production and productivity” and its Target is mentioned as “to ensure food security” without considering the relation of cause and effect.

- The different ways of setting Objectives and Targets may also affect M&E of DADPs that are supposed to provide essential data to those of ASDP. Some LGAs might report the increase of paddy production; others may address the number of irrigation facilities constructed. If one looks at a DADP document, it could be found that the LGA has own thinking. From the overall perspective, however, LGAs do not have a standardized thought on which kind of description should be set at each level in the MTEF/PlanRep system. Clear instructions would be necessary to standardize the ways of describing Objective, Targets and Activities so that issues could be uniformly discussed across LGAs.

3.5 Budgeting

Budgeting was scrutinized in terms of B-1) sources of funds, i.e. whether or not a LGA indicates the sources of funds, B-2) matching, i.e. whether or not the cost estimates provided in the DADP document match the ceiling determined by PMO-RALG, and B-3) formats. The Review has found the following features.

B-1: Sources of funds

- Approximately 40% of the DADP documents do not state found sources. Another 40% attempt to indicate the difference among DADG, ACBG and AEBG, but it is not clearly indicated. While the usages of ACBG basic and top-up are to be different (the former for capacity building of LGAs and the latter for that of the private sector), there was little evidence that LGAs had distinguished them in planning DADPs.

B-2: Matching

- There is almost no DADP document that makes the cost estimate fully match the ceilings determined by PMO-RALG. However, this cannot be attributed to the capacity of LGAs, as the ceilings have been changed many times at central level, which confuses LGAs⁷.

B-3: Formats

- There are two major formats used for budgeting: one is of PlanRep2 and the other is of the Annual MTEF Budget Guidelines⁸. However, even for the latter case, the LGAs uses different formats (i.e. Formd No.3 (a) and No.6). Clearer direction is needed to standardize the format, i.e. whether the PlanRep2 should be followed instead of the formats of the MTEF Guidelines, if it is available. Incidentally, the problem of miscalculation is found in the DADP documents using MTEF Guidelines formats, where they have to develop the cost estimates manually.

Table 3-5: Proportion of LGAs using Different Budget Formats

| Format | Share (%) | Sample of LGAs |
|------------------------------|-----------|-------------------------|
| PlanRep2 | 24% | Songea MC, Kiteto DC |
| MTEF Guidelines Form No.3(a) | 32% | Numtumbo DC, Pangani DC |
| MTEF Guidelines Form No.6 | 26% | Rombo DC, |
| Others | 18% | Bunda DC |

⁷ Interview the Agricultural Team, Sector Coordination Unit, PMO-RALG

⁸ PMO-RALG, *Guidelines for the Preparation of Local Government Authorities' Medium Term Plans and Budgets for 2007/08 to 2009/10*, March 2007.

3.6 Summary of Findings

In general, many DADP documents tend to have common contents, fairly describing the current status of the LGA but inadequately demonstrating their vision/objectives, strategic thinking and interventions. Most of them are not clear for a reader to know what they want to do for agricultural development and how they will do to achieve their objectives. This is also true of planning target interventions under a DADP. Many LGAs have made an effort to prepare detailed cost estimates. However, there is lack of information on how to implement the interventions. Of critical importance is that there is almost no explanation on how to make them sustainable and the effects replicable over the time and beyond target areas.

One of possible reasons why the quality of many DADP documents and DADPs is inadequate is that there have been no clear directions on how to prepare them. Various efforts have been made by ASLMs for effective implementation of DADPs (e.g. training) and they were useful to sensitize LGAs on the institutional and administrative procedures of DADP planning but not sufficient to provide technical guidance on how to prepare a development plan. There has not yet been any attempt to explore the ideal features of a DADP.

In the absence of technical guidance, LGAs develop DADPs based on own understanding. As has been observed, some LGAs make some attempts on a particular issue. There are many cases in which a DADP document has positive and negative features in comparison with others. It would be useful for a LGA to learn “good” and “bad” samples from others’ experiences in improving its DADP.

It is also found that the MTEF/PlanRep system have exercised a great influence on LGAs’ understanding on what a DADP should be. There is confusion regarding the ways of describing Objectives, Targets and Activities, which might cause various ways of formulating a DADP. One can see “Targets” in the DADP documents but also will notice that they have different meanings (e.g. “to increase food security” in some DADP documents and “to construct irrigation schemes” in others). This may also affect the results of M&E of a DADP. LGAs need to be guided on how to describe Objective, Targets and Activities in the MTEF/PlanRep system.

4. Findings of Survey on Cost Estimates

The survey on cost estimates was conducted in order to identify what kinds of activities are to be implemented and how the grants are to be spent. This survey has classified the cost estimates into each category of Activities and Budget Items. It should be noted that approximately 40% of LGAs do not clearly indicate whether a grant to be applied is DADG, AEBG, or ACBG. Yet most of them indicate the type of a target intervention (i.e. Target Type), whether it is D: Investment, S: Service and C: Capacity Building. Thus the Review has assumed that cost estimates for a target intervention with the Target Type of D are to be funded with DADG and so on. The findings of the survey are discussed in terms of 4.1) use of each grant, 4.2) patterns of grant application and 4.3) issues with ambiguity and non-eligibility.

4.1 Use of Each Grant

(1) DADG

The results of the survey regarding DADG (both top-up and basic) are presented in Table 4-1. The table shows the proportion of the total amount of DADG in each category of Activities and Budget items. The shaded area is appropriate Activities for this grant.

Table 4-1: Uses of DADG (% of the Total Amount)

| Activities/ Budget Items | DSA (LGAs) | DSA (Not Clear) | DSA (Private) | Others/ Lump sum | Private (non extension) | Private extension | Project Equip. Etc. | Transport | Workshop Cost | Total |
|--|------------|-----------------|---------------|------------------|-------------------------|-------------------|---------------------|-----------|---------------|-------|
| D: Investment | | | | | | | | | | |
| Environmental investment | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 1 |
| Eligible public infrastructure | 0 | 1 | 0 | 23 | 11 | 1 | 14 | 1 | 0 | 50 |
| Community investments | 0 | 0 | 0 | 5 | 0 | 0 | 8 | 0 | 0 | 14 |
| Unclear/Non eligible investment(vehicle) | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 0 | 1 |
| Unclear/Non eligible investment | 0 | 0 | 0 | 1 | 0 | 0 | 1 | 0 | 0 | 3 |
| Others relating to Investments | 0 | 0 | 0 | 0 | 1 | 0 | 1 | 0 | 0 | 2 |
| S: Service | | | | | | | | | | |
| District Awareness Media Campaign | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Tech. demo. and awareness creation | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 2 |
| On-farm adaptive research | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Farmer-farmer exchange and study tours | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| Enterprise dev. | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Establishment of WARC | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Others relating to Services | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| C: Capacity Building | | | | | | | | | | |
| Gov.training | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 1 |
| Farmer empowerment | 0 | 2 | 0 | 1 | 0 | 0 | 1 | 1 | 0 | 6 |
| Others relating to CB | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 1 |
| SC: Service or Capacity Building | | | | | | | | | | |
| Private ASPs and linkage | 0 | 0 | 0 | 0 | 1 | 1 | 0 | 0 | 0 | 2 |
| UC: Not Clear in Categorization | | | | | | | | | | |
| Operating & supervising (inc. M&E) | 1 | 0 | 0 | 2 | 0 | 0 | 0 | 1 | 0 | 4 |
| Others | 0 | 0 | 0 | 2 | 8 | 0 | 0 | 1 | 0 | 12 |
| Total | 1 | 5 | 0 | 37 | 21 | 3 | 27 | 5 | 1 | 100 |

- In the aspect of Activities, a half of DADG is to be used for Eligible public infrastructure as suggested by the DADP Guidelines. However, there are some portions going to Farmer empowerment (6%) and Others (12%). In many cases the former includes the training of farmers in relation to investment activities. Others include the construction of staff office.
- Approximately 15% of DADG is for Community investments. According to the DADP Guidelines, this category comprises Small-scale productive (e.g. heifer/goat rearing schemes and nursery development) and Risk bearing (e.g. tractors and processing machines). And these Activities require some conditions for implementation (e.g. whether

or not targeting the poor or having sound business plans and management agreement)⁹. In almost all DADP documents, however, there is no evidence or description that LGAs have considered these requirements. If in reality, LGAs do not satisfy these conditions, these interventions are “non-eligible” investments.

- In terms of Budget Items, lump-sum estimation is most applied, which provides no insight into how a LGA has estimated this amount and how it is to implement the target interventions.

(2) AEBG

The results of the survey regarding AEBG (mostly top-up¹⁰) are presented in Table 4-2. The shaded area is appropriate activities for this grant.

Table 4-2: Uses of AEBG (% of the Total Amount)

| Activities/ Budget Items | DSA (LGAs) | DSA (Not Clear) | DSA (Private) | Others/ Lump sum | Private (non extension) | Private extension | Project Equip. Etc. | Transport | Workshop Cost | Total |
|--|------------|-----------------|---------------|------------------|-------------------------|-------------------|---------------------|-----------|---------------|------------|
| D: Investment | | | | | | | | | | |
| Environmental investment | 0 | 1 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 2 |
| Eligible public infrastructure | 0 | 0 | 0 | 2 | 0 | 0 | 3 | 0 | 0 | 5 |
| Community investments | 0 | 0 | 0 | 2 | 0 | 0 | 4 | 0 | 0 | 7 |
| Unclear/Non eligible investment(vehicle) | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 15 | 0 | 15 |
| Unclear/Non eligible investment | 0 | 1 | 0 | 1 | 0 | 0 | 11 | 1 | 0 | 14 |
| Others relating to Investments | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| S: Service | | | | | | | | | | |
| District Awareness Media Campaign | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Tech. demo. and awareness creation | 1 | 3 | 0 | 4 | 0 | 0 | 1 | 1 | 0 | 10 |
| On-farm adaptive research | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Farmer-farmer exchange and study tours | 1 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 3 |
| Enterprise dev. | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Establishment of WARC | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Others relating to Services | 1 | 1 | 0 | 2 | 0 | 0 | 4 | 1 | 0 | 9 |
| C: Capacity Building | | | | | | | | | | |
| Gov. training | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 1 |
| Farmer empowerment | 1 | 3 | 0 | 0 | 0 | 0 | 2 | 1 | 2 | 9 |
| Others relating to CB | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| SC: Service or Capacity Building | | | | | | | | | | |
| Private ASPs and linkage | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 3 |
| UC: Not Clear in Categorization | | | | | | | | | | |
| Operating & supervising (inc. M&E) | 1 | 3 | 0 | 2 | 0 | 0 | 0 | 3 | 0 | 9 |
| Others | 0 | 0 | 0 | 8 | 0 | 0 | 1 | 1 | 0 | 11 |
| Total | 5 | 15 | 0 | 23 | 1 | 1 | 25 | 25 | 4 | 100 |

- There are few figures in the shaded area. This means that there is a gap between the expectation of the DADP Guidelines and the intention of LGAs on the use of AEBG.
- Among others, Unclear/Non eligible investment (vehicle procurement) accounts for the highest proportion of the grant. In addition, “Others” include the procurement of motorbikes and office equipment. AEBG (top-up) is thus understood by LGAs as one of the measures to enhance their physical capacity, though it is for contracting with the private sector for extension services or for farmers’ groups to hire extension services, according to the DADP Guidelines.
- Other major uses of AEBG are: i) Unclear/Non eligible investments (not for vehicles), which includes the procurement of agricultural inputs (e.g. seeds), breeding stock, working gear and vaccination (14%); ii) Farmer empowerment comprising training for farmers (9%); and iii) Operation and supervision including M&E (9%). Although most of

⁹ URT, *ASDP Guidelines for District Agricultural Development Planning and Implementation*, November 2006, P20

¹⁰ Kiteto DC might misunderstand the use of AEBG Basic, which are for recurrent costs : their cost estimates for development plans match with the ceiling amount of AEBG Basic as in the PMO-RALG Guidelines.

the DADP documents do not show the way of conducting target interventions, there is a high possibility that the conventional approach of implementation is still maintained. It “buys and distributes” inputs to farmers rather than involving the private sector in extension or farmers’ groups to contract with it.

(3) ACBG

The results of the survey regarding ACBG are presented in Table 4-3. The shaded area is appropriate activities for this grant.

First, it should be highlighted that the majority of LGAs do not show the difference between ACBG basic and top-up, although the basic is for capacity building of LGAs and the top-up is for empowerment of farmers and the private sector. Only 5 LGAs out of the 38 sampled clearly indicate this difference (Shinyanga DC, Kongwa DC, Mvomero DC, Babati DC and Newale DC). In order to identify how the majority of LGAs understand the purpose of ACBG, however, the Review is forced to exclude the data of these LGAs in the survey and focus on those of LGAs that do not clearly distinguish types of the grant.

Table 4-3: Uses of ACBG (Not Clearly differentiated between Basic and Top-up) (% of the Total Amount)

| Activities/ Budget Items | DSA (LGAs) | DSA (Not Clear) | DSA (Private) | Others/ Lump sum | Private expt extension | Private extension | Project Equip. Etc. | Transport | Workshop Cost | Total |
|--|------------|-----------------|---------------|------------------|------------------------|-------------------|---------------------|-----------|---------------|------------|
| D: Investment | | | | | | | | | | |
| Environmental investment | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| Eligible public infrastructure | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 1 |
| Community invest. | 0 | 0 | 0 | 0 | 0 | 0 | 2 | 0 | 0 | 3 |
| Unclear/Non eligible investment(vehicle) | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 6 | 0 | 6 |
| Unclear/Non eligible investment | 0 | 0 | 0 | 0 | 0 | 0 | 2 | 1 | 0 | 3 |
| Others relating to Investments | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| S: Service | | | | | | | | | | |
| District Awareness Media Campaign | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Tech. demo. and awareness creation | 0 | 3 | 0 | 2 | 1 | 0 | 0 | 2 | 1 | 9 |
| On-farm adaptive research | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Farmer-farmer exchange and study tours | 0 | 1 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 2 |
| Enterprise dev. | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 1 |
| Establishment of WARC | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Others relating to Services | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| C: Capacity Building | | | | | | | | | | |
| Gov. training | 2 | 2 | 0 | 7 | 0 | 0 | 0 | 0 | 1 | 12 |
| Farmer empowerment | 2 | 10 | 0 | 9 | 0 | 0 | 1 | 4 | 4 | 31 |
| Others relating to CB | 0 | 0 | 0 | 4 | 0 | 0 | 0 | 0 | 0 | 5 |
| SC: Service or Capacity Building | | | | | | | | | | |
| Private ASPs and linkage | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| UC: Not Clear in Categorization | | | | | | | | | | |
| Operating & supervising (inc. M&E) | 1 | 2 | 0 | 1 | 0 | 0 | 0 | 7 | 0 | 12 |
| Others | 1 | 1 | 0 | 9 | 0 | 0 | 0 | 2 | 0 | 14 |
| Total | 5 | 21 | 1 | 33 | 2 | 0 | 8 | 23 | 6 | 100 |

- Table 4-3 reveals that about half of the ACBG is used for 1) Government training (12%) and 2) Farmer empowerment (31%) as suggested in the DADP Guidelines.
- As well as the case of AEBG, some portion of the ACBG is allocated to Unclear/Non-eligible investments (vehicle procurement). In addition, the Review has found that “Others” include the procurement of motorbikes and other office equipment. According to the DADP Guidelines, the procurement of these items can be applied to ACBG to some extent, though there is no description for vehicles. However, there are several LGAs that plan to spend most of the grants on the procurement of transport and equipment.
- Although the figures are not statistically significant and thus not tabulated here, the Review has also observed that 20% of ACBG top-up is used for DSA for LGA staff. This requires instructions to them on how to use ACBG top-up.

(4) Other findings

- According to the DADP Guidelines, most of DADG (both basic and top-up) and AEBG top-up are to be disbursed to project committees or farmers groups that actually implement target interventions and manage funds. In principle, the project committees or farmer groups are to provide cost estimates. In reality, however, the cost estimates indicated in the DADPs seem to be prepared by LGAs based on the understanding that they would control funds. Thus there might be a gap between theory and practice. This gap then leads to several questions, e.g. “Would the cost estimates done by LGAs be realistic?”; “Should a LGA request project committees to prepare it or provide lump-sum estimation based on experiences?”; and “How should they present cost estimates if they have to distinguish community responsibilities of managing funds from their responsibilities?” These questions imply that there is a substantial need for examining how the principle of ASDP/DADPs can be practiced in DADP operation.
- For the cost estimates provided by some LGAs (i.e. Rombo DC, Bunda DC, Songea MC and Iringa MC), the Review cannot distinguish the types of grants (DADG, AEBG and ACBG). This is because, in the DADP documents, they do not follow the rule of determining Target Types. It prevents the survey from categorizing their cost estimates in terms of types of the grants. Thus their data are not included in this survey.

4.2 Patterns of Grant Application

Through the survey on cost estimates, the Review has identified that many LGAs could be classified into two major groups according to their patterns of applying grants to a target intervention. In this report, they are referred to as Groups 1 and 2, respectively. Table 4-4 illustrates actual samples of target interventions from each group. The following are explanations on contrasting/distinct features of the two groups.

Table 4-4: Typical Examples of Groups 1 and 2

| | Group 1 | Type /Grant | Group 2 |
|-------------------|---|----------------|---|
| Target 1 | To increase food and horticultural crops by using traditional irrigation | D = DADG | To improve household food security in 28 wards of Chamwino |
| Activities | To facilitate farmers on the basic principle of traditional irrigation | | To rehabilitate irrigation scheme canal at Buigiri ward |
| | To facilitate farmers on the proper way of environmental conservation in 8 villages | | To rehabilitate irrigation scheme canal at Mpwayungu ward |
| | To provide essential agricultural inputs in 8 villages | | To rehabilitate irrigation scheme canal at Manchali ward |
| | To procure pumping machines/implements in 8 villages | | To rehabilitate irrigation scheme canal at Ikowa ward |
| | To construct and rehabilitate irrigation canals | | To rehabilitate grain storage bank at Mahama village |
| | To facilitate farmers to construct irrigation basins | (etc...) | |
| Target 2 | To increase cattle population from 250-1000 heads | C = ACBG | To capacitate farmers and private sector on crop production |
| Activities | To facilitate farmers on basic principle of cattle keeping husbandry | | To conduct 1 day training to extension officers and farmers at Makangwa |
| | To procure cattle parent stock | | To conduct 1 day training to extension officers and farmers at Misheni ward |
| | To procure veterinary drugs and implements | | To conduct 1 day training to extension officers and farmers at Makulu |
| | To construct 3 drinking troughs | (etc...) | |

Note: : Activities relating to investment : Activities relating to capacity building

Source: Liwale DC, *District Agriculture Development Plans (DADPs) 2007/2008-2009/2010*, pages 9 and 10 for Group 1; and Chamwino DC, *District Agriculture Development Plans (DADPs) 2007/2008* for Group 2, page No. not specified. Both are slightly modified by JICA-RADAG.

As shown in Table 4-4 above, Group 1 conducts the different kinds of Activities, using one type of the grant (i.e. DADG or ACBG in the examples). In other words, one type of the grant is used for multiple purposes (i.e. for both investment and capacity building), which violates the rule of spending the grant specified by the DADP Guidelines. On the other hand, Group 2 attempts to implement one kind of Activities, utilizing one type of the grant, which is in line with the DADP Guidelines.

In terms of Target, Group 1 aims to achieve a particular outcome, focusing on one particular area or crop (e.g. to increase food crop by traditional irrigation or to increase of cattle population), whilst Group 2 attempts to attain only one aspect of development (e.g. to capacitate farmers and the private sector). For Group 1, it is relatively easy to see sequences/linkages among activities for a certain Target (e.g. facilitation/training of farmers, procurement of inputs and construction of infrastructures). However, they are hardly seen in the case of Group 2, as the Activities are homogenous.

The approaches to development also seem to be different. Group 1 tends to concentrate resources on particular areas, which may be called “intensive approach” (e.g. irrigation development in 8 villages). By contrast, Group 2 may widely adopt small-scale interventions, which may be referred to as “extensive approach” (e.g. 1-day training in many wards). These contrasting/distinct features of the two groups are summarized in Table 4-5.

Table 4-5: Contrast between Group 1 and Group 2

| | Group 1 | Group 2 |
|---------------------------------|---|--|
| Usage | One grant (e.g. DADG) covers various kinds of Activities (i.e. investment, service and capacity building). | One grant covers only one kind of Activity (i.e. DADG is spent on investment only) |
| LGAs sampled | Liwale DC, Mtwara MC, Mafia DC, etc. | Chamwino DC, Same DC, etc. |
| Target | Targets tend to be at outcome level, focusing on particular crops and/or areas. | Targets tend to be at output level, dealing with only one aspect of development. |
| Activities | <ul style="list-style-type: none"> • Various kinds of Activities are covered. • Clear linkage/sequences among Activities • Harmonized effects can be expected. | <ul style="list-style-type: none"> • Activities tend to be for one aspect (e.g. 2 days training of farmers on production techniques) • Not clear linkage among Activities • Harmonized effects are hardly seen. |
| Approach to Development | Tends to be an intensive approach with focus on particular crops and/or areas. | Tends to be an extensive approach covering wide areas of the district. |
| Appropriateness of Usage | Usage is not appropriate. | Usage tends to be appropriate. |
| Others | Relatively more frequently observed in the DADP documents that use the MTEF formats. | Relatively more frequently observed in the DADP documents that use the PlanRep2. |

Note: In a DADP document, some parts are clear and others are not in terms of presentation. LGAs nominated in the table show the features of the respective groups at least in some parts of the whole document.

Why has this differentiation occurred? One of the possible reasons is that Group 1 and Group 2 may have different kinds of philosophy for development. LGAs of Group 1 may focus on particular issues (crops and/or areas) where they find potentials for development while those of Group 2 may wish to cover as many villages as possible from the perspective of equity among the communities.

A more fundamental reason seems to be that the MTEF/PlanRep system brings about these differences. The system forces LGAs to categorize a type of interventions at Target level, i.e. whether it is D: investment, S: service or C: capacity building. In the ASDP/DADP funding

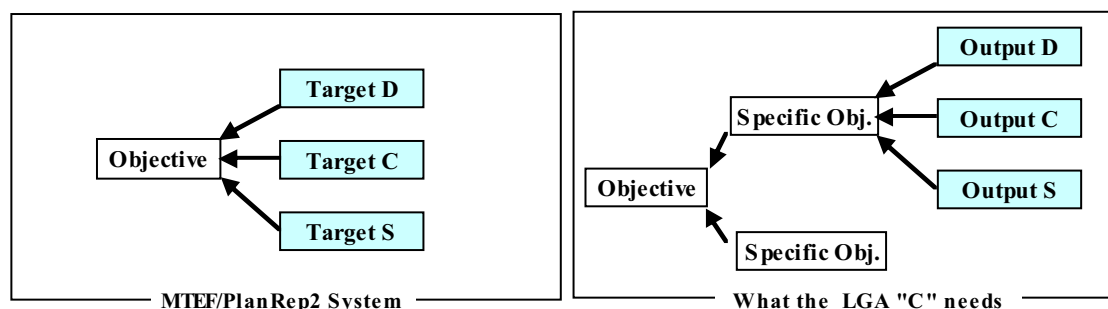
system, the Target Type means the grant to be used, i.e. whether the target intervention is funded with DADG, AEBG or ACBG. Consequently, if a LGA intends to conduct a target intervention by combining various kinds of Activities (for D, S, and C), it may have to appear as one of Group 1, as all Activities are under one Target Type despite their natures. Alternatively, it may arrange homogenous/small-scale Activities under one Target Type, dealing with one aspect of development. In this case, it may appear one of Group 2 (See Box 3 for further discussions).

Box 3: Confusion with MTEF/PlanRep2 (Effects of deciding a type of interventions at Target level)

In the MTEF/PlanRep system, a LGA sets general **Objectives** and several **Targets** to achieve each Objective. For each Target, a **Target Type** (D: investment, S: service or C: capacity building) is determined together with the source of funds from a **Project** (e.g. PADEP or DADS). In the ASDP-BF system, selecting a Target Type (D, S or C) means, in principle, selecting the type of grants to be used (DADG, AEBG or ACBG).

This system requires complex budgeting and planning. Imagine that the LGA “C” plans to conduct irrigation development including the introduction of private sector extension and training of farmers on paddy production in Ward “X” (say “Ward X Irrigation Project”) for the objective to increase crop production. But she has to consider that the budget of civil works is influenced by those of civil works in other interventions, e.g. the construction of warehouses for maize in Ward “Y”, because the ceiling of DADG has already been determined. Similarly, she has to care about the budget of extension service in relation to other service interventions, given the ceiling of AEBG. This is also true of the budget of training of farmers with ACBG (strictly speaking, ACBG Top-up). After all, she has to divide activities of the Ward X Irrigation Project and arrange them under different Targets according to Target Types. That is, training of farmers on paddy production is combined to other training of farmers, e.g. on maize under the Target of “*To build capacities of farmers on food crops*”.

However, this system makes her lose consideration to the outcome of “Ward X Irrigation Project”. This is because she considers only the Objective, “*To increase crop production,*” and the Targets, e.g. “*To build capacities of farmers on food crops*”. The problem is that the former is too general and the latter include many homogenous Activities under different interventions (e.g. training on paddy and maize). As a result, it is not possible to identify systematically what effects have been achieved in Ward X. What is needed is a system that can deal with outcomes, specific objectives and outputs, modifying the current MTEF/PlanRep system as shown in the figures below.



This could be one the main reasons why many DADP documents show weak linkages between objectives and targets, describing “*To attain economic growth*” for the objective and “*To build capacities of farmers*” for the target. By the same token, it might somehow affect the ways of M&E for previous DADP interventions. Many DADP documents list outputs without considering their outcomes, e.g. “Irrigation schemes were constructed.” or “The capacities of farmers are built”. It is not possible to know “so what?”

Moreover, the system might limit the flexibility of thinking development approaches. Facing the ear-marked grants and the complex system of budgeting, a LGA may formulate numerous but small-scale interventions for its DADP (i.e. extensive approach to development). The extensive approach as such is not in the question; rather it is important to note that the system might lead LGAs to take one approach only, moving them away from combining alternative options.

Lastly, in the PlanRep system, ASDP is listed as a “project” for characterizing a target, being parallel to other area-based programmes such as PADEP. This may influence the understanding of LGAs, making them see “ASDP is a project” and “a DADP should include ASDP, PADEP and others.”

Some LGAs have discovered how deciding a type of intervention at Target level limits their planning. Pangani DC, for example, presents a well-organized summary table for their target interventions in addition to the MTEF/PlanRep format to show linkages between some activities under a investment target and others under a capacity building target, as they are intended to conduct in particular villages of the district.

4.3 Issues with Ambiguity and Non-eligibility

The Review has revealed several issues that have ambiguity and unacceptability, which are discussed in point of (1) categorization of target interventions, (2) rules of spending DADG and (3) issues with non-eligibility.

(1) Categorization of target interventions

In practice, many target interventions proposed in DADPs are difficult to classify according to the funds, i.e. DADG, AEBG and ACBG. As long as DADG is concerned, the instruction in the DADP Guidelines is not sufficient in informing LGAs of what activities are eligible. In addition, there is no clear boarder between AEBG and ACBG. Many activities relating to “service” could be categorized as “capacity building” if one takes into account the perspective of beneficiaries. The following are the examples of actual interventions proposed by the LGAs that remain questionable how to be funded in terms of DADG, AEBG and ACBG.

- Rehabilitation of training center
- Construction of extension staff house
- Seed multiplication
- Demonstration plot
- Agro-forestry/contour planting
- Land demarcation
- Sanitary check point
- Vaccinations (if it is accepted as “service”, which grant would be adopted, given the fact that AEBG top-up is for contracting with the private sector? Or Are LGAs supposed to make the private sector do vaccination services? Is this then possible in any district?)
- DADP annual meeting

(2) Rules of spending DADG

The DADP Guidelines stipulate several regulations of spending DADG, namely, cost-sharing, investment service cost, and allocation-to-community.

Through the survey on cost estimates, the Review has found the following features of these rules.

Cost-sharing

- Only 7 LGAs¹¹ out of the 38 sampled demonstrate their efforts on cost-sharing.
- However, their cost-sharing is done at different levels. Numtumbo DC shows its willingness at Budget Item level. This LGA estimates only 25% of the cost of an oil processor, implying that 75% of the cost is to be paid by beneficiaries¹².
- Another case is at Target level. Pangani DC combines the amounts of DADG and farmers’ contribution and produces one investment target for irrigation development based on the total amount of DADG and farmers’ own funds.

¹¹ Pangani DC, Shinyanga DC, Mbarali DC, Mafia DC, Mtwara MC, Numtumbo DC and Morogor MC.

¹² Numtumbo DC *District Agriculture Development Programmes (DADPs) 2007/2008*, May 2007, p30.

- Although not clearly understandable, Mtwara MC indicates the third possibility of cost-sharing at “Targets” level. They estimate the total amount of an irrigation projects, including i) investment target, ii) capacity building target and iii) target to be funded by farmers¹³.

Investment service costs and allocation-to-community

- The Review has not scrutinized the rules of investment service costs and allocation-to-community. This is because their relation is not clearly shown. The DADP Guidelines define investment service costs as “costs of planning, technical preparation, appraisal, monitoring and supervision costs” and explains that at most 15% of the total DADG could be funded for it¹⁴. However, it has also another statement regarding allocation-to-community that at least 80% of DADG should be spent at village/community level and 20% to be spent at the District head office¹⁵. These statements seem to overlook the principle that the major responsibility of the District head office is monitoring and supervision. If a LGA takes 20% of the total DADG in line with the rule of allocation-to-community, it would violate that of investment service cost. Alternatively, there is the possibility to allocate 20% of DADG to the District head office, another 15% to investment service cost and the remaining 65% (=100%-20%-15%) to investment activities. There still remains, however, a question over whether the DADP Guidelines really intend to do this. A more fundamental question is the issue of “who” and “how to” check whether or not a LGA properly follows these rules. Thus there is a need to articulate how the intentions of ASDP/DADPs could be followed in the actual implementation of a DADP.

Others

- While the DADP Guidelines address the rules of DADG only, there is also need to make clear what activities are fundable and to which degree of funding is reasonable even for other grants, i.e. AEBG and ACBG. As has been examined in Section 4.1, monitoring and supervision costs are estimated for AEBG top-up and the procurement of transportation means and office equipment occupies some portions of both AEBG and ACBG. Are they allowed to use and, if yes, to which degree can they spend? Again it is necessary to explore the practical rules of spending of the grants.

(3) Issues with Non-eligibility

Through the Survey on Cost Estimates, the Review has encountered the following Activities and ways of funding which obviously are not acceptable.

- Fund for implementation of PADEP
- Fund for running cost of the office
- A LGA combines various sources of funds (e.g. from ASDP BF, DADS and TASAF) together and formulates targets based on the total amount of the funds. In this case, ASDP BF grants are used mainly for monitoring and supervision of target interventions that are mainly supported by DADS. This should not be acceptable from the perspective of accountability.

¹³ Strictly speaking, it is not clear whether the contribution is from farmers or LGAs. Also they set up one Target for capacity building, but it is funded by DADG.

¹⁴ URT, *ASDP Guidelines for District Agricultural Development Planning and Implementation*, November 2006, p. 21.

¹⁵ *Ibid.*, p. 17.

4.4 Summary of Findings

With respect to the use of the grants, the Review has found that most of DADG is appropriately to be used, allocating more than half of the amount to Eligible public infrastructure and Community investments. However, careful consideration should be put on Community investments that require some conditions for implementation. They are then to be examined by a further study (e.g. field visits and interviews with LGAs) to see whether a project committee has satisfied requirements for funding. Moreover, the rules of spending DADG, i.e. cost-sharing and investment service cost/ allocation-to-community, should also be articulated. There are many questions to be answered in light of practical operation.

Critical attention ought to be paid to the use of AEBG. There is a high possibility that many interventions maintain the conventional approach, i.e. procuring and distributing inputs to beneficiaries without involving the private sector and farmers groups. There would be a difference regarding the use of AEBG between the intentions of ASDP and the reality. The question is why they pursue such an orthodox intervention if they do so actually. Again this question should be brought to a further study that examines the practicality of the ASDP intentions.

ACBG is generally used for training. However, the usage should be examined with caution since it may include procuring office/transport equipment to a great extent and spending the top-up on LGAs' activities. This implies that there has been no clear guidance on how to use the grants. Finally, many LGAs might be facing much difficulty in categorizing their development activities. It would be a great help if the DADP Guidelines show clear and practical instructions on how to fund them.

The Review has also identified that the application of the grants might be influenced by the MTEF/PlanRep system. At present, many LGAs attempt to comply with the system based on own understanding, which results in no standard type of formulation. As implied in many parts of this report, there is a gap between the ASDP funding system and MTEF/PlanRep system. LGAs need to know how to apply one type of grant to a target intervention that comprises various kinds of Activities, i.e. for D, S, and C. It is thus necessary to scrutinize the interconnection between these two systems.

5. Conclusions and Recommendations

5.1 Conclusions

The quality of many DADP documents is inadequate, as they have insufficient features against those of an effective technical proposal. Based on the various findings from the quality assessment and survey on cost estimates, the Review has identified three explanations why the current planning of a DADP is ineffective.

First, there have been no concrete and detailed guidance from ASLMs on how to formulate a quality development plan. The lack of clear guidance has made the understanding of LGAs diverse and patchy. They have been making efforts on their own and may be satisfied with the current DADP document without knowing exactly which points need to be improved. Substantial support is needed in order for them to recognize what a quality DADP is. Prerequisite for this is that ASLMs have a clear image of a quality DADP.

Secondly, there might be a gap between the intention of ASDP/DADP and its practicability at field level. For example, the principle of ASDP/DADP is to achieve its objective through the three approaches, i.e. D: investment, S: service and C: capacity building with respectively-earmarked grants (DADG, AEBG and ACBG). In reality, however, there are many interventions that are difficult to categorize into D, S, or C and thus confusing in deciding the type of grant for use. Moreover, the DADP as a scheme intends to establish some rules of spending the grants and of involving project committees in formulating target interventions (e.g. in cost estimates), which are not yet examined in terms of practicability. There are also some interventions that need to be confirmed at field level, i.e. Community investments for DADG and the conversational approach for AEBG. Further investigation is required to examine whether the principles of ASDP/DADPs could be followed.

Lastly, there is confusion regarding the relation between the ASDP/DADPs mechanism and MTEF/PlanRep system. The Review has faced difficulty in assessing the quality of a DADP, as it depends on how a LGA understands the connection between these two systems. The confusion on setting Objectives, Targets and Activities and the difference between Group 1 and Group 2 may cause LGAs to pursue different development approaches. It is therefore necessary to securitize the interconnection between these two systems.

Facing these constrains, ASDP/DADPs possess several risks against effective implementation. The risks include: 1) almost no information for ASLMs to recognize how the DADPs for 2007/2008 are conducted due to lack of details in the DADP documents; 2) repeating the same history, i.e. the preparation of the same kind of DADP Guidelines and implementation of similar training, which would result in ineffective DADP documents, due to the lack of “common understanding” on what a quality DADP is; 3) seeking unrealistic cases endlessly by ignoring the gap between the intentions of ASDP/DADP and actual interventions made by LGAs; and 4) continuing to confuse LGAs by leaving the systems inconsistent to each other. These dangers should be removed by ASLMs and other stakeholders who could take various countermeasures in different timeframes, which are discussed in the following sub-section.

5.2 Recommendations

Based on the findings of the Review, JICA-RADAG proposes several recommendations to ASLMs on how to support LGAs for effective planning and implementation of DADPs. Suggested actions are divided into three kinds according to their timeframes: 1) an urgent action to ameliorate DADP implementation for 2007/08; 2) those to improve the quality of DADP planning and implementation for 2008/09; and 3) long-term actions to develop a sustainable system for quality control. Totally 7 actions are proposed with 1 for the first, 4 for the second and 2 for the last. Below are explanations for each action, which are followed by a summary in Table 5-1.

(1) An urgent action to ameliorate the implementation of 2007/08 DADPs

Distribution of the “Project sheet” to LGAs

- In order to make it sure that LGAs implement DADPs for 2007/08 effectively, it is of critical urgency for ASLMs to possess the information on what kinds of target interventions LGAs are conducting and how they are implemented. One of the possible measures to obtain such information is to distribute a “project sheet” to LGAs, as shown in Attachment 2. This sheet enables LGAs to present how they are to implement each intervention, considering key elements of development (e.g. marketability and sustainability). Equally significant is that it makes them indicate the type of grant to be applied clearly and easily. Furthermore, it could accommodate several Target Types to achieve a specific objective that focuses on particular issues/crop, as has been observed in the DADP documents of Group 1. Based on the information provided in the project sheet, thus, ASLMs could obtain the insight into current development being undertaken by LGAs and provide practical advice to them accordingly.
- This action can be taken by the TWG on DADP or other entities of ASLMs through Regional Secretariats (RS) as immediately as possible.

(2) Urgent actions to improve the quality of DADP planning and implementation for 2008/09

Development of the Annual Quality Control System

- With the aim of building common understanding among ASLMs and LGAs regarding the quality of a DADP, ASLMs should establish the annual system of reviewing the DADP documents, as has been done in this Review. This system should incorporate the checklist, which could be a practical tool to make the understanding of a quality DADP consistent among the stakeholders and thereby to control the quality of their DADP planning and implementation. JICA-RADAG proposes that ASLMs develop a checklist based on Attachment 1. With the checklist, LGAs could assure the quality of their DADP documents before submitting to PMO-RALG, while ASLMs could assess them whether they are satisfactory or not after receiving from LGAs. Moreover, LGAs could recognize what actions are needed to improve the quality of a DADP with ASLMs providing them feedback of the quality assessment.
- This action should be taken by TWG on DADP or other entities of ASLMs by October 2007 prior to the next planning stage for 2008/2009.

Improvement of the DADP Guidelines

- The eligibility of each grant needs to be more articulated. Through the Review, it is realized that the table of cost-sharing in the DADP Guidelines are helpful but does not have sufficient information, given the various kinds of interventions in reality. It is more effective to select real samples of target interventions from the DADP documents and show how they are to be funded. Indication of samples of “non-eligible” activities is also useful to guide LGAs in the appropriate use of the grants. The possible combination of Targets and Activities should also be illustrated for practical guidance.
- It is also necessary to specify how the rules of spending DADG are applied in more detail. Clarifying the issues of cost-sharing and revisiting the relation of investment service costs with allocation-to-community are among them. The use of AEBG and ACBG for procurement of office/transportation equipment should also be examined.
- With respect to the usage of grants, substantial endeavors should be made on AEBG. The guidance on the use of AEBG may be developed by fact-finding studies, as described later,

which examine activities currently being conducted in the field. It is essential to identify the degree of involving the private sector and farmers groups for the purpose of pursuing the intensions of ASDP.

- Revised DADP Guidelines could also provide instructions on how to prepare a DADP document. LGAs require to be guided to enrich strategic thinking and interventions in their DADP documents. The instructions should include how to use results of SWOT analysis and other situation analyses to produce effective target interventions. Moreover, greater efforts are needed to develop practical ways of implementing each intervention, taking into account social, environmental and economic aspects as well as sustainability. Again the “project sheet” could be useful, with which LGAs can demonstrate their careful considerations on those issues (See Attachment 1).
- This action also should be taken by TWG on DADP or other entities of ASLMs by October 2007. The revised DADP Guidelines and the quality check system are two sides of the same coin. The former instructs LGAs on how to prepare a DADP while the latter examines how LGAs have done it.

Fact-finding studies on 2007/08 DADPs

- In order to examine whether there is a gap between the principles of ASDP/DADPs and the reality, it is necessary to conduct further studies to find facts at field level. The issues to be investigated include how a project committee is involved in DADP operation; whether or not project committees meet the conditions of Community investments; why the conventional approach is still pursued for AEBG; how LGAs understand the different types of grants; and how financial management has been done.
- This action can be taken by a few representatives of TWG on DADP or other entities of ASLMs together with some representatives of DPs by December 2007, so that the problems at field level are shared and countermeasures will be taken together. The findings should be reflected in the revised DADP Guidelines.

Revisiting the interconnection between the ASDP/DADPs and MTEF/PlanRep system

- In order to prevent LGAs from suffering confusion with the MTEF/PlanRep system, it is necessary to scrutinize the interconnection between the ASDP/DADPs and MTEF/PlanRep system. A special study is to be formed with the aim of identifying whether it is necessary to revise the part of MTEF/PlanRep system that has forced LGAs to establish only Objectives and Targets instead of objectives, specific objectives and outputs. The study should examine the cases of other sectors in addition to the agricultural sector to see whether or not there is similar confusion regarding development objectives and targets. Then countermeasures could be proposed to remove the confusion either by improving the ways of describing on target interventions or by revising the part of the MTEF/PlanRep system.
- This action can be taken by a few representatives of TWG on DADP or other entities of ASLMs by October 2007 to reflect the findings in the revised DADP Guidelines that include specific guidance on how to prepare a DADP document.

(3) Long-term actions to develop a sustainable system for quality control

Annual update of the DADP Guidelines

- If the annual quality control system is developed, empirical knowledge will be accumulated. The information to be obtained in the system should be shared with LGAs by regularly updating the DADP Guidelines. To create an environment for “learning from

each other” is an essential element for ASLMs to build common understanding among LGAs.

- This action can be undertaken by the TWG on DADP to update the experience and lessons learnt from implementation into the next stage of planning. This should be continued by the time when ASLMs and LGAs consider that common understanding has been sufficiently accumulated, at least in the three years from now on.

Involvement of RS in the quality control system

- If other actions suggested are conducted and common understanding is established among the stakeholders, it is necessary to explore effective and sustainable ways of supporting LGAs. Quality control could be undertaken even at regional level, as their responsibility is to provide backstop for DADP planning and implementation. RS could have a function of exchanging information and knowledge among LGAs. In the future, the quality of DADP could be assured at regional level, which is in line with the policy of decentralization. In order to actualize it, the experience and knowledge should be gained by ASLMs first and then transferred to RS through training.
- This action can be taken by the TWG on DADP or other entities of ASLMs as well as RS, in the earliest case, from July 2009 to reflect the experience of ASLMs in 2008/2009.

Table 5-1: List of Recommended Actions

| Action Needed | Remark | Respon-sibility | Time frame |
|--|--|----------------------------|--|
| Urgent action to ameliorate the implementation of 2007/08 DADPs | | | |
| Distribution of the “Project Sheet” to LGAs | The Project sheet helps ASLMs to recognize major interventions at field level and to observe the progress of ASDP/DADP. | TWG/ASLMs | Immediately |
| Urgent actions to improve the quality of DADP planning and implementation for 2008/09 | | | |
| Development of the Annual Quality Control System | With a checklist, common understanding could be built on what a quality DADP should be. LGAs can use it before submission and ASLMs after receiving the DADP documents. | TWG/ASLMs | By October 2007 |
| Improvement of the DADP Guidelines | The revised DADP Guidelines could show real examples to explain how they are to be funded. How they are good or bad in terms of quality planning. | TWG/ASLMs | By October 2007 |
| Fact-finding studies on 2007/08 DADPs | The study aims to find how the intervention is being implemented. It also explores reasons why there is a gap between the principle and reality. | TWG/ASLMs and some DPs | By December 2007 |
| Revisiting the inter-connection between the ASDP/DADPs and MTEF/PlanRep system | A special survey is conducted to scrutinize whether the MTEF/PlanRep system matches with the principles of ASDP/DADPs and provide countermeasures to avoid confusion. | A few members of TWG/ASLMs | By October 2007 |
| Long-term actions to develop a sustainable system for quality control | | | |
| Annual update of the DADP Guidelines | Empirical knowledge should be disseminated to LGAs with annually revised DADP Guidelines, at least in the three years from 2007/08, so that common understanding is sufficiently built among the stakeholders. | TWG/ASLMs/ | Annual at least three years from 2007/08 |
| Involvement of RSs in the Annual Quality Control System | After ASLMs gain the experience, they train RSs to decentralize the quality control system. | TWG/ASLMs/RSs | In the earliest case, July 2009 |

Source: Prepared by JICA-RADAG.

6. References

- Babati DC, *Plan and Budget for the period July 2007-June 2008 District Agricultural Development plans*, March 2007.
- Biharamulo DC, *Biharamulo District Agricultural Development Project for the year 2007/008*, date of publication not specified.
- Bunda DC, *District Agricultural Development Plan, 2007/08*, March 2007.
- Catherine Murphy, Ipeei Itakura, Yuki Isogai and Zakaria Muyengi, *Monitoring and Evaluation on Trial and Roll-Out Training for District Agricultural Development Planning and Implementation in Tanzania, June to September 2006*, February 2007, JICA-RADAG.
- Chamwino DC, *District Agriculture Development Plans 2007/08*, date of publication not specified.
- European Union, *Diagnostic Study on Capacity Building for the Implementation of the Agricultural Sector Development Programme in Tanzania, Final draft*, June 2007.
- Igunga DC, *District Agricultural Sector Development Programme, 2007/08*, March 2007.
- Iringa MC, *Proposed Municipal Agriculture Development Plans for District Agriculture Development Plans (DADPS) and District Agriculture Development Support (DADS) for the year 2007/08*, May 2007.
- Kibaha DC, *District Agricultural Development Plan, 2007/08*, April 2007.
- Kiteto DC, *District Agricultural Development Plan and Budget, 2007/08-2009/010*, March 2007.
- Kongwa DC, *District Agricultural Development Plans (DADPs) 2007/08*, date of publication not specified.
- Liwale DC, *District Agriculture Development Plans, 2007/08-2009/010*, May 2007.
- Mafia DC, *The District Agricultural Development Plans 2007/08*, May 2007.
- Magu DC, *District Agriculture Development Plans, 2007/08*, April 2007.
- Manyoni DC, *District Agricultural Development Plan, 2007/08-2009/010*, March 2007.
- Mbarali DC, *District Agricultural Development Plan, 2007/08*, March 2007.
- Meatu DC, *District Agricultural Development plan –DADP 2007/08-2009/010*, April 2007.
- Meru DC, *District Agricultural Development Plans, 2007/08*, date of publication not specified.
- Mkinga DC, *District Agricultural Development Plans, 2007/08*, date of publication not specified.
- Morogoro MC, *District Agriculture Development Plan, 2007/08*, March 2007.
- Mtwara MC, *District Agriculture/ Livestock Development Plans 2007/08*, March 2007.
- Musoma DC, *District Agricultural Development Plans 2007/08-2009/010*, March 2007.
- Mvomero DC, *Mvomero District Agricultural Development Plan 2007/08*, April 2007.
- Namtumbo DC, *District Agriculture Development Programmes 2007/08*, May 2007.
- Newala DC, *Participatory District Agricultural Development Plan 2007/08*, April 2007.
- Ngara DC, *Development Agriculture Sectoral Programme Funding, 2007/08*, date of publication not specified.
- Ngorongoro DC, *Ngorongoro District Council Agricultural Development Plan, 2006/07-2008/09*, November 2006.
- Njombe TC, *Njombe Town Council Agricultural Development Plans, 2007/08*, date of publication not specified.
- Pangani DC, *District Agriculture Development Plan year 2007/08*, March 2007.
- Rombo DC, *District Agricultural Development Plan, 2007/08*, May 2007.
- Ruangwa DC, *Midterm District Agriculture Development Plan, 2007/08-2009/010*, March 2007.

- Rungwe DC, *Investment and Implementation through DADP and DDP Rungwe District Council 2007/08-2009/010*, date of publication not specified.
- Same DC, *Agricultural Development Plans, 2007/08*, May 2007.
- Shinyanga DC, *Agricultural Sector Development Plan, 2007/08*, May 2007.
- Sikonge DC, *District Agricultural Development Plan, 2007/08*, May 2007.
- Singida DC, *District Agriculture Development Plans, 2007/08*, date of publication not specified.
- Songea DC, *Action Plan for District Agricultural Development Programmes 2007/08*, April 2007.
- Songea MC *The District Agricultural Development Plans 2007/08*, March 2007.
- Sumbawanga DC, *District Agriculture Development Plans, 2007/08-2009/010*, April 2007.
- Ukerewe DC, *District Agricultural Development Plan, 2007/08-2009/010*, April 2007.
- The United Republic of Tanzania, *ASDP Joint Implementation Review April 10-24, 2007 Aide-Memoire Revised Draft 05/11/2007*.
- _____, *Agricultural Sector Development Strategy*, October 2001.
- _____, *Agricultural Sector Development Programme Framework and Process Document Final Draft*, March 2003.
- _____, *Guidelines for District Agricultural Development Planning and Implementation*, November 2006.
- _____, *Guidelines for District Agricultural Development Planning and Implementation, Annex (Final Draft)* November 2006.
- _____, *District Agriculture Development Plans Support Programme Document Volume 1*, May 2005.
- _____, *Agricultural Sector Development Programme (ASDP), Support Through Basket Fund, Government Programme Document*, May 2006.
- _____, *PMO-RALG Guidelines for the Preparation of Local Government Authorities' Medium Term Plans and Budgets for 2007/08 to 2009/10*, March 2007.

Attachment – 1 Quality Checklist for a DADP Document

1. Table of Contents ¹⁶

| | Yes | No | Remark |
|--|-----|----|---|
| 1) Executive Summary | | | |
| 2) Policy and Strategy | | | |
| ASDS | | | |
| ASDP | | | |
| Council Strategic Plan | | | |
| 3) Vision Statement | | | |
| 4) Mission Statement | | | Are missions/ objectives clearly described in line with ASDS? |
| 5) Objectives of DADP | | | Are missions/ objectives clearly described in line with ASDS? |
| 6) Background Information/District Profile | | | |
| Location/Area | | | |
| Topography and Climate | | | |
| Demography | | | |
| Administration | | | |
| Economic status | | | |
| Market | | | |
| 7) District Agricultural Situation Analysis/SWOT | | | Are problems that LGAs/farmers face clearly described? Is the strategy that a LGA takes against problems clearly described? |
| 8) Review of Previous DADP Performance | | | |
| Plan & Achievement | | | Achievement refers to the monitoring results of outcomes |
| Problem Experienced | | | |
| Strategy | | | |
| 9) Proposed Priority Agricultural Interventions | | | Including the Project Sheet for all interventions for the agricultural & livestock Sector Is the consolidation process clearly described? |
| 10) Cost Estimate(MTEF Format or PlanRep) | | | |

¹⁶ The order of the contents is different from Table of Contents suggested by ASLM National Facilitators. JICA-RADAG proposes a new order of the contents for clear presentation.

2. Planning

| | Yes | No | Remark |
|---|-----|----|---|
| 1) Are Missions/ Objectives clearly described in line with ASDS? | | | Refer to the concept of enabling environment for profitability and productivity Set Numerical targets and timeframe. |
| 2) Are problems that LGAs/Farmers face clearly described? | | | Avoid only bullet sentences. With the analysis of "why" and "how" |
| 3) Is the strategy that a LGA takes against problems clearly described? | | | Match with problems stated with strategic thinking (an overall framework). |
| 4) Are previous achievements clearly described? | | | Refer to achievements, problems experienced, and lessons/strategy with monitoring results of outcomes (e.g. farm income in Village "X" has increased by 10%). |
| 5) Is the consolidation /prioritization process clearly described? | | | Considering to 1)ASDS/national policy, 2)farmers' wants (VADP/WADP): economic viability; and strategic thinking. |

3. Document Writing

| | Yes | No | Remark |
|--|-----|----|---|
| 1) Are data on SWOT, PDA and statistics analytically applied in planning project/strategies? | | | Apply data to situational analysis(e.g. SWOT), problems and strategy of DADP. |
| 2) Is the content comprehensive? | | | Refer at least to 1) potential, opportunities and obstacles to development (e.g. SWOT Analysis); 2) private sector roles and opportunities; 3) the description of diagnostic assessment; 4) No. of Wards that have established Farmer Fora; and 5) the evidence of on-going research activities. Note that there are other issues to be assessed (see the DADP Guidelines) but they may not be suitable to be described in a DADP document. |
| 3) Is the content clear, concise and consistent? | | | Confirm the calculations of cost estimates. |

4. Target Intervention

| | Yes | No | Remark |
|--|-----|----|---|
| 1) Basic Information | | | Refer to objectives, indicators, target areas, duration of implementation and No. of beneficiaries (use the Project Sheet). |
| 2) Clear and concrete description of Target/Activities | | | "Who?" : LGA staff, farmers group, the Project Committee, private service providers, etc. "What?": Clearly state what they are going to do. Avoid "facilitation" or "promotion" "How?": Pilot projects, demonstration, loan, workshop, on-farm training/FFS, etc. |
| 3) Economic evaluation / Marketing plan | | | Avoid mentioning only "cashew is well sold." Consideration on how for beneficiaries to make money Attempt to show profitability or economic returns for applicable projects. |
| 4) Social and environmental aspects | | | Describe what do the Project/Target(s) have effects on social issues (e.g. gender and the poor) and environmental issues. |
| 5) Sustainability | | | How do beneficiaries undertake the maintenance of infrastructure and management of organization (e.g. maintenance plan, transfer of ownership)? |

5. Budgeting

| | Yes | No | Remark |
|--|-----|----|---|
| 1) Are the sources of funds clearly indicated? | | | Confirm the grant amounts to be received for Top-up and Basic of DADG, AEBG, and ACBG. However, plans to spend Basic AEBG are not necessary to be described in the DADP documents as Basic AEBG is for recurrent costs (PE & OC). |
| 2) Do the figures of budgets funded match with ceiling amounts determined by PMO-RALG? | | | Refer to the Project Sheet and make a summary table if required. |
| 3) Is the budget format in line with MTEF doc or PlanRep? | | | Attempt to use the PlanRep 2 if available. |
| 4) Are the uses of funds appropriate (e.g. DADG for investment)? | | | Refer to the Project Sheet. |
| 5) Are the rules of budgeting followed (cost sharing, investment service cost, allocation-to-community)? | | | The rules should be articulated in the revised DADP Guidelines. |
| 6) Is the percentage of DADP budget for extension for contracting with the private sector identified? | | | |

Attachment – 2 Draft Project Sheet

This sheet can be used for a Project which contains one or multiple Target(s)

Objective

To increase farm income by 10% by June 2009

Project Name

Village X and Y Irrigation Project

Project Objective with Indicators

Paddy production will increase from 1 to 2 ton/ha by June 2009 in Village "X"(50 ha) and "Y"(70 ha)

Implementation Agency

Project Committees in Village X and Y

Targets

| N o. | Target(s) (Major Activities Included) | Target Type | Source of Funds (Tsh) | | | | | | Total | |
|--------------|---|----------------|-----------------------|--------------------------|-------------|------------|-------------|---------------------|-------|------------|
| | | | DADG (Top-up & Basic) | Beneficiary Contribution | AEBG Top-up | ACBG Basic | ACBG Top-up | Other Donor Support | | LGA |
| 1 | Irrigation Schemes are constructed by the Contractor hired by Project Committee (Prepare Technical Proposal by the PC, Civil Works) | D | 16,000,000 | 4,000,000 | | | | | | 20,000,000 |
| 2 | New technology is adopted by beneficiaries (Hire extensions service from Private Sector by the PC) | S | | | 9,000,000 | | | | | 9,000,000 |
| 3 | Beneficiaries' knowledge on paddy production is increased (For the PC to join the KATC Training Program) | C | | | | | 5,000,000 | | | 5,000,000 |
| Total | | | 16,000,000 | 4,000,000 | 9,000,000 | | 5,000,000 | | | 34,000,000 |

Project Description (No. of beneficiaries, Duration, Implementation Procedure, Economic Evaluation/Marketing Plan, Social & Environmental Aspect and Sustainability)

No. of beneficiaries will be around 50 households in Village X and 70 in Village Y.

In this year, after the formal approval of budgets, the Project Committees (PC) will be formed in each Village. After the LGA disburses the fund to them, they first make contract with the private contractor for detailed survey and civil works. Most of the beneficiaries are ready to join this work as a labor. Meanwhile, some representatives of farmers will participate in training provided by KATC. In the second year, the PC will also make contract with private extension providers. Simple working tools and field instruction will be served. The District will provide information on potential private service providers to the PCs and facilitate the PCs in selecting and contracting with one of them. M&E is undertaken by the PC. In the third year, the project will be evaluated. And ownership will be transferred to the PCs which collect maintenance fees from the beneficiaries.

EIRR will be calculated by the detailed survey. Those Villages have accessible roads to neighboring District where market is relatively large. Thus the positive economic impacts can be expected.

EIA will also be conducted with the detailed survey. At this moment, there is no negative impact on the environmental. Village Y is one of the poorest in this District. The project will have a positive impact on poverty reduction.

Appendix 9

JAPAN INTERNATIONAL COOPERATION AGENCY (JICA)
**Rural and Agricultural Development Advisory Group of JICA Tanzania Office
(RADAG)**

Quality Assessment of the 2007/08 DADP Documents (Draft)¹
(An extension of the July Review Report)

September 2007

Zakaria Muyengi, Ippei Itakura, and Fuminori Arai

Table of Contents

| | |
|---|----|
| 1. Introduction | 1 |
| 1.1 Background | 1 |
| 1.2 Objectives of the Review..... | 1 |
| 1.3 Scope of the Review | 1 |
| 2. Methods of the Quality Assessment | 2 |
| 3. Findings of Quality Assessment | 5 |
| 3.1 Organization of the DADP (Table of Contents)..... | 5 |
| 3.2 Planning..... | 5 |
| 3.3 Document Writing..... | 7 |
| 3.4 Target Intervention | 8 |
| 3.5 Budgeting | 9 |
| 4. Conclusions and Recommendations..... | 10 |
| 4.1 Conclusions | 10 |
| 4.2 Recommendations | 11 |

Attachments

| | |
|--|---------|
| 1. Quality Checklist for a DADP Document | Att.1-1 |
| 2. Draft Project Sheet | Att.2-1 |
| 3. Quality Classification of DADPs | Att.3-1 |

¹ The findings, interpretations and recommendations expressed in this report are those of the authors and should not be attributed in any manner to the Japan International Cooperation Agency (JICA).

Abbreviations and Acronyms

| | |
|-------------|--|
| ACBG: | Agricultural Capacity Building Grant |
| AEBG: | Agricultural Extension Block Grant |
| ASDP: | Agricultural Sector Development Programme |
| ASDS: | Agricultural Sector Development Strategy |
| ASLMs: | Agricultural Sector Lead Ministries |
| BF: | Basket Fund |
| DADG: | District Agricultural Development Grant |
| DADP: | District Agricultural Development Plan |
| DDP: | District Development Plan |
| DFT: | District Facilitation Team |
| DIDF: | District Irrigation Development Fund |
| DPLO: | District Planning Officer |
| DSA: | Daily Subsistence Allowance |
| GoT: | Government of Tanzania |
| JICA-RADAG: | Rural and Agricultural Development Advisory Group of Japan International Cooperation Agency |
| LGA: | Local Government Authority |
| LGCDG: | Local Government Capital Development Grant |
| M&E: | Monitoring and Evaluation |
| MAFC: | Ministry of Agriculture, Food Security and Cooperatives |
| MKUKUTA: | Mkakati Kukuza Uchumi na Kupunguza Umaskini Tanzania |
| MTEF: | Medium Term Expenditure Framework |
| O&OD: | Opportunities and Obstacles to Development |
| PADEP: | Participatory Agricultural Development and Empowerment Project |
| PDA | Participatory Diagnostic Assessment |
| PMO-RALG: | Prime Minister's Office - Regional Administration and Local Government |
| RS: | Regional Secretariat |
| TASAF: | Tanzania Social Action Fund |
| TOT: | Training of Trainers |
| TWG: | Thematic Working Group |
| URT: | United Republic of Tanzania |
| WDP: | Ward Development Plan |
| WFT: | Ward Facilitation Team |
| VDP: | Village Development Plan |

Executive Summary

For effective implementation of ASDP, there have been two major developments in DADP planning and implementation: 1) the provision of the DADP Guidelines and 2) the implementation of technical assistance to LGAs, including nation-wide training and backstopping (i.e. follow-up to training). Despite these efforts, it is pointed out that the quality of some DADPs was not satisfactory. However, it has not been discussed among ASLMs how a DADP should be assessed and exactly which aspects need to be improved. JICA-RADAG has therefore conducted a comprehensive review of the 2007/08 DADP documents with the aim of identifying the quality of the DADP documents and providing recommendations to ASLMs on how to support LGAs for effective planning and implementation of DADPs based on the findings.

The Review assessed the quality aspect of whole 132 DADP documents, the quality assessment based on a checklist to highlight the general features of the DADP documents.

The Review has found that in general many DADP documents tend to have common contents, which are fairly described on the current status of the LGA but inadequate in demonstrating their vision/objectives, strategic thinking and interventions. Most of them are not clear for a reader to know what they want to do for agricultural development and how they will do to achieve their wishes. This is also true of planning interventions/projects under a DADP. Many LGAs have made an effort to prepare detailed cost estimates; however, there is lack of information on how to implement interventions. Of critical importance is that there seems to be no consideration on how to make them sustainable and the effects replicable over the time and beyond target areas.

It is also found that the MTEF/PlanRep system has a great influence on their understanding on what a DADP should be. There is confusion regarding the ways of description at each level of the development structure (i.e. Objective, Target and Activities) in the system. This confusion might cause various ways of formulating a DADP. Accordingly, this may also affect the results of M&E of a DADP, which is significant for the M&E of ASDP as a whole.

Based on the findings, JICA-RADAG proposes three kinds of recommendations. The first is to ameliorate the implementation of 2007/08 DADPs, facing almost no information in the DADP documents on how the DADPs are to be implemented. The second is to improve the quality of DADP planning and implementation for 2008/09, taking into account the facts: 1) currently there is no quality control system; 2) the DADP Guidelines are not sufficient to provide practical guidance to LGAs; 3) there are issues to be examined at field level; and 4) there is confusion regarding the linkage between ASDP/DADPs and the MTEF/PlanRep system. Finally recommendations are made with a long-term view to developing a sustainable system for quality control. The suggested actions are summarised in the table below.

Table: List of Recommended Actions

| Action Needed | Remark | Respon-sibility | Time frame |
|--|---|-----------------|-------------|
| Urgent action to ameliorate the implementation of 2007/08 DADPs | | | |
| Distribution of the "Project Sheet" to LGAs | The Project sheet helps ASLMs to recognize major interventions at field level and to observe the progress of ASDP/DADP. | TWG/ASLMs | Immediately |
| Urgent actions to improve the quality of DADP planning and implementation for 2008/09 | | | |
| Development of the | With a checklist, common understanding could be | TWG/ | By October |

| | | | |
|--|--|----------------------------|--|
| Annual Quality Control System | built on what a quality DADP should be. LGAs can use it before submission and ASLMs after receiving the DADP documents. | ASLMs | 2007 |
| Improvement of the DADP Guidelines | The revised DADP Guidelines could show real examples to explain how they are to be funded. How they are good or bad in terms of quality planning. | TWG/ ASLMs | By October 2007 |
| Fact-finding studies on 2007/08 DADPs | The study aims to find how the intervention is being implemented. It also explores reasons why there is a gap between the principle and reality. | TWG/ASLMs and some DPs | By December 2007 |
| Revisiting the inter-connection between the ASDP/DADPs and MTEF/PlanRep system | A special survey is conducted to scrutinize whether the MTEF/PlanRep system matches with the principles of ASDP/DADPs and provide countermeasures to avoid confusion. | A few members of TWG/ASLMs | By October 2007 |
| Long-term actions to develop a sustainable system for quality control | | | |
| Annual update of the DADP Guidelines | Empirical knowledge should be disseminated to LGAs with annually revised DADP Guidelines, at least in the three years from 2007/08, so that common understanding is sufficiently built among the stakeholders. | TWG/ ASLMs/ | Annual at least three years from 2007/08 |
| Involvement of RSs in the Annual Quality Control System | After ASLMs gain the experience, they train RSs to decentralize the quality control system. | TWG/ ASLMs/ RSs | In the earliest case, July 2009 |

Source: Prepared by JICA-RADAG.

1. Introduction

1.1 Background

For the last one and a half years, ASLMs have made great efforts to facilitate LGAs in producing quality DADPs, including 1) the provision of the DADP Guidelines and 2) the implementation of technical assistances to LGAs (i.e. nation-wide training and backstopping). Despite the efforts, however, it has been observed that “the quality of DADPs and VADPs is often poor”, lacking i) integration of local projects into a DADP, ii) economic decision making frameworks and iii) environmental and social aspects of development². Further actions are proposed to be taken by the DADP thematic working group (TWG) and other related entities.

In order for the TWG to take necessary actions, it is prerequisite to gain thorough information about the current situation of DADPs. Recognizing the importance of the task, JICA-RADAG has conducted with close coordination with the TWG and MAFC DPP the review of the 2007/08 DADP. The present study is an extension of the original review carried out independently by JICA-RADAG (to be referred to hereinafter as “Original Study”)³, but with a narrowing focus on the quality of DADP documents, to include all the 132 LGAs.

Being an extension, the present study maintains the same evaluation criteria of the DADP quality as described in the Original Study. The criteria are primarily derived from the stipulations of the DADP guidelines. The present study intended to produce an integrated evaluation consistent to the findings of the government review team.

1.2 Objectives of the Review

The objective of the present study (to be referred to hereinafter as “Review”) is to find out an overall quality of the DADP documents. Effort was made to classify the DADPs among the three categories: “good”, “average”, and “poor”. It is also intended to identify general characterization of the quality of DADPs, for instances what would be common shortcomings, what would be reasons behind such common insufficiencies, any good attempts, any ambiguities in the DADP guidelines that cause inadequacy of DADPs, etc.

1.3 Scope of the Review

The Review is limited to a desk work, targeting 132 copies of the 2007/08 DADP documents from entire country. The documents were collected from the Sector Coordination Division of PMO-RALG. The reviewed DADPs are the ones submitted to the ASLMs by the end of May. Therefore these copies might not be of a final version, as some LGAs were still revising the DADP documents in accordance with the budget ceilings determined by PMO-RALG⁴.

While the Original Study examined the quality of DADPs in terms of documentation techniques and budget use, this Review focuses on the documentation aspect. The section of the conclusions and recommendations is maintained as described in the Original Study because (i) the findings of the Review are not much in variant with those of the Original study, (ii) the challenges facing to LGAs in their preparation of quality DADPs are diverse and need to be seriously tackled even by LGAs that are assessed as “good” in this Review⁵. Thus, present findings should be understood in a broader perspective.

² United Republic of Tanzania, *ASDP Joint Implementation Review April 10-24, 2007 Aide-Memoire Revised Draft 05/11/2007*

³ *Review of the 2007/08 DADP Documents (Draft)* by JICA-RADAG (Ippei Itakura, Fuminori Arai, Zakaria Muyengi, Elisante Francis), June 2007.

⁴ According to the Agricultural Sector Team of the Sector Coordination Division, PMO-RALG, the ceiling of each grant has been determined in the middle of May 2007.

⁵ It is important to note that the DADP documents made by these districts are good in relative terms. It is still necessary that these districts should improve the DADP documents.

2. Methods of the Quality Assessment

This Review assesses the quality aspect of whole 132 DADPs prepared by respective LGAs for the fiscal year of 2007/08. The method of the quality assessment is the same as the one of the Original Study. The following are a brief summary of the method and the authors wish that readers would refer to the Original Study report for the details.

(1) Rationale for the checklist

For assessing the DADP document, JICA-RADAG has developed a checklist based on the DADP Guidelines (the main text and annexes) and other relevant materials of DADP training and backstopping. This checklist provides “viewpoints” in terms of : 1) the organization of the DADP (i.e. Table of Contents); 2) planning; 3) document writing; 4) target intervention; and 5) budgeting. The word of “target intervention” is derived from the terminology of the MTEF/PlanRep system. It refers to a set of Activities to achieve one particular Target that is aimed by a DADP. Table 2-1 explains the details of the viewpoints with their rationale.

Table 2-1: Viewpoints of Assessment and Their Rationale

| Viewpoint | Rationale |
|---|---|
| Organization of the DADP | |
| TC-1: Table of Contents How much do LGAs follow the Table of Contents suggested by ASLMs ? | ASLMs National Facilitators distributed the Table of Contents to LGAs during the Backstopping with the aim of standardizing the contents of the DADP document. |
| Planning | |
| P-1 Mission/Objectives Are mission/ objectives clearly described in line with ASDS? | Since DADPs are a major part of ASDS/ASDP. A quality DADP should have missions/objectives that are in line with ASDS. The primary objective of ASDS is to create an enabling environment for improving agricultural productivity and profitability ⁶ . |
| P-2 Problems Are problems that LGAs/farmers face clearly described? | In order to achieve the mission/objectives, it should identify problems. Analyzing why they are problems and how they affect farmers is also necessary to recognize how the DADP intervenes to solve the Problems. |
| P-3 Strategy Is the strategy that a LGA takes to solve Problems and to achieve Objectives clearly described? | A quality DADP should have a strategy which solves the Problems. Moreover, the strategy has the vision of how to achieve the objectives beyond finding a solution to each specific problem, i.e. an overall strategic framework. |
| P-4 Achievements Are previous achievements clearly described? | As a DADP is a three-year rolling plan, it should also include the reviews of previous achievements, problems experienced and lessons learnt. |
| P-5 Consolidation Is the consolidation process clearly described? | A quality DADP has a special characteristic in that it combines national policy (i.e. the policy of ASDS) with farmers’ wants. In this regard the process of producing a DADP should be examined. Furthermore, the process should take into account the feasibility of each intervention within their overall strategic framework. |
| Document Writing | |
| DW-1: Analytical Application Are data and information of SWOT and statistics analytically applied in planning DADP? | A quality planning document should analytically use statistic data and other useful information to produce effective interventions. Many DADP documents have shown statistic data and SWOT analysis: it is necessary to assess how the data and information are used. |
| DW-2: Comprehensiveness Is the content of the document comprehensive? | A quality planning document should cover useful topics for the formulation of plans. Especially, the DADP document should deal with the issues of the Annual Assessment so as to become a practical material in DADP operation. The issues are: 1) the analysis of potential, opportunities and obstacles to development (i.e. SWOT analysis); 2) private sector roles and opportunities; 3) the diagnostic assessment; 4) the number of wards that have established Farmer Fora; and 5) the evidence of on-going research activities*. |

⁶ URT, *Agricultural Sector Development Programme Framework and Process Document Final Draft*, March 2003.

| Viewpoint | Rationale |
|--|---|
| DW-3: Clarity Is the content clear, concise and consistent? | A quality planning document should be clear, concise and consistent. |
| Target Intervention | |
| TI-1: Basic Information (No. of beneficiaries, target areas, and its own specific objective with indicators and a time frame) | Each target interventions should address No. of beneficiaries, target areas, and its own specific objective with indicators and a time frame so that ASLMs can recognize activities at field level and a LGA can effectively conduct M&E. |
| TI-2: Clear and Concrete Targets/Activities | A quality DADP document should indicate clearly how each target intervention is to be implemented. |
| TI-3: Economic Evaluation/Marketing plan | Economic viability is an essential factor in selecting effective target interventions. |
| TI-4: Social and Environmental aspects | In principle, any development intervention should address their effects in these aspects. |
| TI-5: Sustainability | Sustainability is also an essential element of development interventions. For many target interventions in DADPs, it is the representatives of beneficiaries (the Project Committee) to implement and manage a development project/activity. A quality DADP document should include a plan for transfer of ownership and maintenance upon the completion of DADP support. |
| Budgeting | |
| B-1: Sources of Funds Are the sources of funds clearly indicated? | As the ASDP-BF mechanism provides several kinds of grants, a quality DADP document should clearly show the sources of funds. |
| B-2: Matching Do the cost estimates in a DADP document match with the ceiling determined by PMO-RALG? | In principle, the budget ceiling of each grant is provided to LGAs prior to preparation of a DADP document. Therefore, the total cost estimates for each grant should be the same as the ceiling. |
| B-3: Formats Is the budget format in line with MTEF formats or PlanRep? | This is the national rule of a District Development Plan (DDP). As a DADP is part of DDP, it should also follow this regulation. |
| B-4: Appropriate Use Is the use of funds appropriate (e.g. DADG for investment)? | The ASDP BF disburses several types of grants with a specific purpose for each. It is necessary to examine whether use of the grant is appropriate to maintain budgeting and spending discipline. |
| B-5: Rules of Spending DADG Are the rules of budgeting followed (Cost sharing, Investment Service Cost and Allocation-to-Community)? | There are three major rules in terms of spending DADG, a grant for investment. A quality DADP document should also follow these rules. |
| B-6: Percentage to the Private Sector Is the percentage of DADP budget for extension for contracting with the private sector identified? | This is also one of the issues of Annual Assessment. |

Note (*): There are more performance measures assessed in the Annual Assessment than the five issues examined in this Review (See Appendix 1 in *ASDP Guidelines for District Agricultural Development Planning and Implementation*, November 2006). However, these five issues are possible to be dealt with in the DADP documents, while others are examined in the process of M&E.

Source: Prepared by JICA-RADAG.

(2) Criteria for scoring

The DADP documents were assessed based on the checklist. They were scored 0, 1, 2 or 3 on each viewpoint in the checklist. In general, Score 2 is set at somehow “satisfactory” level taking into account the present capacities of LGAs, while Score 3 is of the ideal case to be achieved by LGAs in the future.

The criteria for scoring are summarized in Table 2-2. It should be noted that some viewpoints for budgeting, i.e. B-4, B-5, and B-6, are not scored, as they are issues that have ambiguity for the present judgment.

Table 2-2: Criteria for Scoring on Each Viewpoint

| Viewpoint / Score | | 0 | 1 | 2 | 3 |
|---|--|-----------------------------------|---|---|--|
| TC-1: Table of Contents (degree of compliance) | | Almost no. : less than around 25% | Insufficient: less than around half | General: less than around 75% | Sufficient: more than around 75% |
| Planning | P-1: Mission/ Objectives | No description | Without the concept of conducive/enabling environment | With the concept of conducive/enabling Environment | To a sufficient degree (numerical targets and clear linkage with specific objectives). |
| | P-2: Problems | No description | No/unclear (e.g., only itemization/bulleeted items) | Clear | Sufficient (the analysis of “why” and “how”) |
| | P-3: Strategy | No description | Not match with Problems stated/ Not clear | Matching with Problems stated | Matching with Problems stated with strategic thinking |
| | P-4: Achievements | No description | Partial Description | On 1) achievements, 2) problems experienced and 3) Strategy | On the three issues with outcomes of poverty reduction |
| | P-5: Consolidation | No description | Not clear/Partial Description | Considering ASDS and farmers’ wants | Considering 1) ASDS, 2) farmers’ wants, 3) economic viability and 4) LGA’s strategy |
| Doc. Writing | DW-1: Analytical Application | No description | Partial application (e.g. on current situation) | Acceptable (e.g. on current situation and problem analysis) | Sufficient (i.e. current situation, problem analysis and strategy) |
| | DW-2: Comprehensiveness | No description | Covering 1 or 2 issue/s of Annual Assessment or other 3 original topics | Covering 3 to 5 issues of Annual Assessment | Covering the issues of Annual Assessment and important topics e.g. market strategy |
| | DW-3: Clarity | No description | Much confusion and lack of information | Often inconsistent, disorganized, lack of “who does what” | Clear, concise and consistent |
| Target Intervention | TI-1: Basic Information | Almost no information | Mostly unclear information | Clear but partial information | Full Information for almost all Targets |
| | TI-2: Clear and Concrete Targets/Activities | Almost no description | Unclear on “who does what and how” or cost items only | Clear but partial description | Full description of almost all Targets |
| | TI-3: Economic Eva./Marketing Plan | Almost no description | Unclear/Short description | Consideration on how to make money | Full consideration with calculation |
| | TI-4: Social and Env. Aspects | No description | Unclear/Short information | Partial description | Full description of almost all Targets |
| | TI-5: Sustainability | No information | Unclear/Short information | Partial information | Full Information for almost all Targets |
| Budget | B-1: Source of Funds | No information | Partial/Unclear at DADG AEBG and ACBG level | Partial/Unclear at top-up/basic level | Full Information for almost all Targets |
| | B-2: Matching | No/Not clear | Some of them (<50%) | Some of them (>50%) | Yes |
| | B-3: Format | Neither format is used | Partially/Incorrectly used | Used for ASDP BF supporting Targets only/Not clear | Used for all Targets |

Source: Prepared by JICA-RADAG.

(3) Grouping of DADP documents based on the total score

With scoring, it has been attempted to classify the 132 DADP documents into three categories of “good”, “average”, and “poor”. The classification was conducted based on the total score that each document obtained after the assessment. While the total score is 51 points, the good documents are those obtaining 18 points or above. The average are those with from 10 to 17 points, and the poor are those of from 0 to 9. The results are presented in the attachment 3-1.

3. Findings of Quality Assessment

The findings of the quality assessment are discussed from the viewpoints of 3.1) organization of the DADP (Table of Contents), 3.2) planning, 3.3) document writing, 3.4) target interventions, and 3.5) budgeting. Please note that the following are findings of the entire 132 DADPs. The overall characteristics and nature of findings are quite similar to the ones presented in the Original Study. Consequently the following are almost the same as the findings reported by the Original Study. However, percentage and some numbers have been updated as the total sample size increased.

3.1 Organization of the DADP (Table of Contents)

The Review has found the following features.

About 53% of the LGAs have “sufficiently” or “generally” followed the Table of Contents suggested by the ASLMs National Facilitators during the backstopping exercises (i.e. Score 2 and Score 3). However, there are some LGAs (25%) showing “almost no” compliance with it, which include those of Dar es Salaam, Kagera, Kigoma, Arusha and other four DCs of Mwanza Region (i.e. Score 0). In fact, most of the DADP documents assessed at Score 0 included only cost estimates.

The contents, which often included in the DADP documents, are i) vision, mission statement, ii) objectives of the DADP, iii) district profile (location, topography, demography, administration) and SWOT, while, contents often not included in the DADP documents are i) market status or analysis, ii) policy and strategy with reference to ASDS and ASDP and iii) review of previous DADP performance.

The order of contents and titling are different from one to the other, although they were accepted in the present assessment, (e.g. ASDS and ASDP are often described in “Introduction”).

It is good that many DADP documents describe agro-ecological zones and status of infrastructure, which make the analysis of current situation more comprehensive than the suggested Table of Contents.

3.2 Planning

The quality of planning was examined in terms of P-1) mission/objectives, P-2) problems, P-3) strategy, P-4) achievements and P-5) consolidation. The review has identified the following features.

There is little consideration to P-3) strategy, P-4) achievements, and especially P-5) consolidation. This means that the current DADP documents are weak in explaining how a LGA tackles the problem identified; how much it has achieved the objectives; and how it has formulated interventions, considering national policy, farmers’ wants, and its feasibility as well as strategy.

For each viewpoint, there are typically insufficient descriptions. Table 3-1 indicates the contrast of ideal descriptions that would be useful for quality planning and actual descriptions that are typically found in many DADP documents. For the ideal ones, some “good attempts” made by LGAs are also shown, though not many.

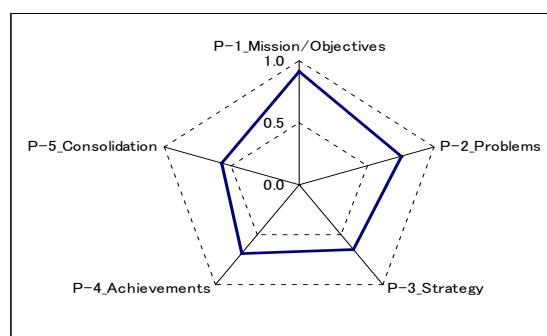


Figure 3-1: Average Scores (Planning)

Table 3-1: Typical Expression in the DADP Document against Quality Planning

| Ideal | Typical Expression |
|---|---|
| P-1 Mission/Objectives | |
| <p><u>Features</u></p> <ul style="list-style-type: none"> ✓ The concept of “creating enabling environment” for productivity, profitability and ensuring food securities ✓ Numerical targets and timeframe so that M&E could be conducted ✓ Clear linkage with specific objectives/Targets <p><u>Examples of good attempts</u></p> <p><i>The mission is to facilitate a conducive/enabling environment for economic growth and a well-educated community and maintain a peaceful life to its people (Babati TC).</i></p> <p><i>To increase the production per hectare of different crops (cotton from 750 kg to 1000 kg, paddy from 900 to 1800 kg and maize from 400kg to 500 kg) by the year 2010 (Shinyanga DC).</i></p> | <p><u>Features</u></p> <ul style="list-style-type: none"> ✓ Little reference to the concept of “enabling environment” ✓ Too general/broad: sometimes not specific to the agricultural sector (e.g. Pangani DC and Mvomero DC) ✓ Not clear linkage with specific objectives/Targets <p><u>Examples</u></p> <p><i>To achieve economic growth and poverty reduction</i></p> <p><i>To increase agricultural and livestock production</i></p> |
| P-2 Problems | |
| <p><u>Features</u></p> <ul style="list-style-type: none"> ✓ Incorporation of the analysis of “why ” or “how,” i.e. the concept of problem analysis <p><u>Examples of good attempts</u></p> <p><i>Pests and disease incidences affect crop growth and farmers obtain low yield. Poor management practice is one of the main causes (Mtwara MC).</i></p> | <p><u>Features</u></p> <ul style="list-style-type: none"> ✓ Bulleted items or in the table of SWOT analysis <p><u>Examples:</u></p> <ul style="list-style-type: none"> - Drought - High price of agricultural inputs - Extreme poverty among stakeholders |
| P-3 Strategy | |
| <p><u>Features</u></p> <ul style="list-style-type: none"> ✓ Description with overall strategic framework <p><u>Examples: prepared by JICA-RADAG</u></p> <p><i>The District has two major strategies to increase farm income and food security. The first is to help the poor farmers increase paddy production with irrigation schemes. Poor farmers will attain food security either by consumption or marketing. While meeting urgent needs of the poor, the District will also develop new cash crops (e.g., vanilla and candlenuts). In the mid term, they will provide many farmers with income generation opportunities.</i></p> | <p><u>Features</u></p> <ul style="list-style-type: none"> ✓ Description without overall strategic framework ✓ Just similar to Target/Activities <p><u>Examples</u></p> <p><i>The strategy is as follows.</i></p> <ul style="list-style-type: none"> - Improvement of cash and food crop processing techniques - Control of crop pests and animal diseases |
| P-4 Achievements | |
| <p><u>Features</u></p> <ul style="list-style-type: none"> ✓ Results of Monitoring on outcome level in addition to output level <p><u>Examples prepared by JICA-RADAG</u></p> <p><i>Paddy production in Village X (100 ha for paddy) has increased from 100 tons to 200 tons with 3 irrigation schemes developed in 2005/06. Farm incomes in Village X have increased by 10%.</i></p> | <p><u>Features</u></p> <ul style="list-style-type: none"> ✓ List of activities conducted (i.e. output level) or general statement of outcome <p><u>Examples</u></p> <ul style="list-style-type: none"> - 6 farmers groups were formed and trained. - Equipment was procured. - Increase of production |

| Ideal | Typical Expression |
|--|--|
| P-5 Consolidation | |
| <u>Features</u> ✓ Target Interventions consider 1) ASDS/national policy, 2) securing farmers' wants, 3) economic viability, and 4) strategic framework. | <u>Features</u> ✓ The list of prioritized Target Interventions per ward ✓ Administrative process of producing a DADP |

Source: Prepared by JICA-RADAG with reference to the DADP documents.

3.3 Document Writing

Document writing was examined from the viewpoints of DW-1) analytical application of statistic data and other information (e.g. from SWOT) in formulating strategies / target interventions, DW-2) comprehensiveness, covering the issues of the Annual Assessment, and DW-3) clarity, i.e. whether the document is readable. The results are summarised in Table 3-2.

Table 3-2: Distribution of Scores (Document Writing)

| Viewpoints/Scores | Score 0 | Score 1 | Score 2 | Score 3 |
|-------------------------------------|----------------|-----------|---------|------------|
| | No information | Partially | General | Sufficient |
| DW-1: Analytical application | 35% | 47% | 18% | 0% |
| DW-2: Comprehensiveness | 32% | 64% | 4% | 0% |
| DW-3: Clarity | 28% | 48% | 24% | 0% |

Source: Prepared by JICA-RADAG.

The Review has identified the following features.

DW-1: Analytical application

Most of the DADP documents (47%) are assessed at Score 1. The use of numerical data is a base of analytical work. In fact, the application of numerical data and information has been observed in the description of current situation of a LGA (e.g. location and demography) but substantially less in formulating strategies /target interventions.

Another finding is that almost all LGAs present a table of SWOT analysis but it is not clear how target interventions were derived from the analysis. Only few LGAs indicated the process of formulating its target interventions using information in the SWOT table. This implies that the SWOT analysis, though observed in many DADP documents, has not yet been effectively utilized in producing a DADP.

DW-2: Comprehensiveness

About 64% of the DADP documents included the contents considered necessary even though not explicitly suggested by the ASLM National facilitators (e.g. a logical framework of a DADP and procurement plans). Thus LGAs have positively developed the contents of the DADP documents in their own way.

However, only 4% of the DADP documents deals with more than 2 issues of the Annual Assessment of DADPs. Amongst the issues of the Annual Assessment, often found are 1) the analysis of potential, opportunities and obstacles to development (i.e. SWOT analysis) , 2) private sector roles and opportunities and, 3) the number of wards that have established farmer fora. However, there is no information on 4) the description of diagnostic assessment, and 5) the evidence of on-going research activities. This can be attributed to the fact that there have been no clear directions from ASLMs to incorporate these issues in the DADP documents despite their importance.

DW-3: Clarity

Most of the LGAs produce the DADP documents with somehow clear contents, at least in the description of their current situation.

However, many DADP documents do not demonstrate how they are going to implement target interventions. For many DADP documents there is lack of information on “who” does “what” and “how”. In addition, most of the LGAs miscalculate costs. In many cases, figures in the summary table do not match with the breakdown of the cost estimates. It is considerably difficult to see how the summary table links to the cost estimates. In some cases, miscalculation brings about a significant difference, exceeding ten million shillings (See Box 1 on the right).

3.4 Target Intervention

Target interventions under a DADP are examined from the viewpoints of TI-1) basic information (e.g. objectives, the number of beneficiaries and target areas); TI-2) clear and concrete targets/activities; TI-3) economic evaluation/ marketing plan; TI-4) social and environmental aspects; and TI-5) sustainability (e.g. transfer of ownership and maintenance plan). The following are major findings.

On average, there is almost no information regarding target interventions (See Table 3-3). In general, the DADP documents show a list of Targets and Activities by using MTEF/PlanRep formats. However, they do not provide any insight into how they will conduct target interventions, taking into account economic, social and environmental aspects as well as sustainability.

- It seems that interventions in many DADP documents are still of conventional approach, including 1) the procurement of agricultural inputs (e.g. seeds, fertilizers and breeding stocks); 2) the distribution of them to farmers with sensitization and/or training; and then 3) monitoring and supervision by LGA staff. There seems to be no consideration on how beneficiaries contribute to making the intervention sustainable or replicable in other communities. More critical is the issue of whether or not the beneficiaries could have a sense of ownership with this kind of intervention. These

Box 1: Example of Miscalculation

This is the real sample of a DADP document. The shaded area is where they had miscalculated.

| | a) Unit cost | b) No. of Unit | c) Estimate (a x b) | d) Correct Figure | e) Difference (c - d) |
|-------------------------|--------------|----------------|---------------------|-------------------|-----------------------|
| | 2,000 | 250 | 500,000 | 500,000 | 0 |
| | 13,000 | 1,000 | 130,000 | 13,000,000 | -12,870,000 |
| | 124,471 | ... | 24,471 | 124,471 | -100,000 |
| | 4,000 | 180 | 600,000 | 720,000 | -120,000 |
| | 6,000 | 60 | 360,000 | 360,000 | 0 |
| | 4,000 | 40 | 160,000 | 160,000 | 0 |
| | 1,800 | 40 | 72,000 | 72,000 | 0 |
| | 2,000 | 5 | 10,000 | 10,000 | 0 |
| | 12,000 | 150 | 1,200,000 | 1,800,000 | -600,000 |
| | 60,000 | 3 | 180,000 | 180,000 | 0 |
| | 50,000 | 5 | 250,000 | 250,000 | 0 |
| | 30,000 | 5 | 150,000 | 150,000 | 0 |
| | 70,843 | 3 | 212,529 | 212,529 | 0 |
| Sub Total | | | 4,519,000 | 17,539,000 | -13,020,000 |
| | 100,000 | 140 | 1,600,000 | 14,000,000 | -12,400,000 |
| | 100,000 | 5 | 500,000 | 500,000 | 0 |
| | 3,370 | 20 | 67,400 | 67,400 | 0 |
| | 10,000 | 20 | 200,000 | 200,000 | 0 |
| Sub Total | | | 14,967,400 | 14,767,400 | 200,000 |
| | 100,000 | 60 | 6,000,000 | 6,000,000 | 0 |
| | 100,000 | 6 | 600,000 | 600,000 | 0 |
| | 3,370 | 10 | 33,700 | 33,700 | 0 |
| | 10,000 | 10 | 100,000 | 100,000 | 0 |
| Sub Total | | | 6,133,700 | 6,733,700 | -600,000 |
| | 30,000 | 20 | 600,000 | 600,000 | 0 |
| | 1,500 | 50 | 75,000 | 75,000 | -67,500 |
| Sub Total | | | 575,000 | 675,000 | -100,000 |
| | 5,000 | 2,000 | 10,000,000 | 10,000,000 | 0 |
| | 10,000 | 100 | 1,000,000 | 1,000,000 | 0 |
| | 2,500 | 50 | 125,000 | 125,000 | 0 |
| | 2,500 | 50 | 125,000 | 125,000 | 0 |
| | 2,500 | 50 | 125,000 | 125,000 | 0 |
| | 10,000 | 100 | 1,000,000 | 1,000,000 | 0 |
| | 10,000 | 100 | 1,000,000 | 1,000,000 | 0 |
| Sub Total | | | 3,509,280 | 13,375,000 | -9,865,720 |
| Accumulated Difference: | | | | | -49,543,220 |

Table 3-3: Average Score of Viewpoints (Target Interventions)

| Viewpoint | Ave. Score |
|---|------------|
| TI-1: Basic Information (e.g. No. of beneficiaries and target areas) | 1.4 |
| TI-2: Clear and Concrete Targets/Activities | 1.2 |
| TI-3: Economic Evaluation/ Marketing Plan | 0.4 |
| TI-4: Social and Environmental Aspect | 0.8 |
| TI-5: Sustainability | 0.6 |

Source: Prepared by JICA-RADAG.

considerations are not implied in many DADP documents. Thus it is judged that they are weak, failing to demonstrate effective interventions.

- Finally, there is no standard of descriptions in terms of the development structure, i.e. Objectives, Targets, and Activities. Some LGAs such as Same DC and Ngara DC set the Objective of their DADPs from the macro-economic perspective, while others, e.g. Kiteto DC and Songea MC, focus on the agricultural sector only. This kind of inconsistency is also observed at Target and Activity levels (See Box 2). Consequently, various kinds of confusions have arisen. There are many Activities, for example, which should have appeared as Targets, thus failing to show what to do (e.g. Activity described as “to increase production of maize”). Another example is that the Objective is set as “to improve crop production and productivity” and its Target is mentioned as “to ensure food security” without considering the relation of cause and effect.

**Box 2: Confusion with MTEF/ PlanRep2
(Various Development Structures of DADP)**

In the MTEF system, a LGA sets i) several **Objectives** for its overall development; ii) a/several **Target/s** to achieve each Objective; and iii) **Activities** for each Target.

There is no standard description at each level. There are inconsistency and sometimes with misunderstanding (See the table below for inconsistency).

| Structure | LGA “X” | LGA “Y” |
|-------------------|---|---|
| Objectives | To attain economic growth | To increase crop and livestock production |
| Targets | To increase crop and livestock production | To increase the weight of livestock by 25% |
| Activities | To facilitate the livestock health | To rehabilitate a charco dam To facilitate group formation To conduct M&E |

- The different ways of setting Objectives and Targets may also affect M&E of DADPs that are supposed to provide essential data to those of ASDP. Some LGAs might report the increase of paddy production; others may address the number of irrigation facilities constructed. If one looks at a DADP document, it could be found that the LGA has own thinking. From the overall perspective, however, LGAs do not have a standardized thought on which kind of description should be set at each level in the MTEF/PlanRep system. Clear instructions are necessary to standardize the ways of describing Objective, Targets and Activities, so that issues could be uniformly discussed across LGAs.

3.5 Budgeting

Budgeting was scrutinized in terms of B-1) sources of funds, i.e. whether or not a LGA indicates the sources of funds, B-2) matching, i.e. whether or not the cost estimates provided in the DADP document match the ceiling determined by PMO-RALG, and B-3) formats. The Review has found the following features.

B-1: Sources of funds

Approximately 14 % of the DADP documents do not state found sources. However, 50 % attempt to indicate the difference among DADG, ACBG and AEBG, but it is not clearly indicated. While the usages of ACBG basic and top-up are to be different (the former for capacity building of LGAs and the latter for that of the private sector), there was little evidence that LGAs had distinguished them in planning DADPs.

B-2: Matching

There is almost no DADP document that makes the cost estimate fully match the ceilings determined by PMO-RALG. However, this cannot be attributed to the capacity of LGAs, as the ceilings have been changed many times at central level, which confuses LGAs⁷.

⁷ Interview the Agricultural Team, Sector Coordination Unit, PMO-RALG

B-3: Formats

There are two major formats used for budgeting: one is of PlanRep2 and the other is of the Annual MTEF Budget Guidelines⁸. However, even for the latter case, the LGAs use different formats (i.e. Forms No.3 (a) and No.6). Clearer direction is needed to standardize the format, i.e. whether the PlanRep2 should be followed instead of the formats of the MTEF Guidelines, if it is available. Incidentally, the problem of miscalculation is found in the DADP documents using MTEF Guidelines formats, where they have to develop the cost estimates manually.

Table 3-4: Proportion of LGAs using Different Budget Formats

| Format | Share (%) | Sample of LGAs |
|------------------------------|-----------|--------------------------|
| PlanRep2 | 20% | Songea MC, Kiteto DC |
| MTEF Guidelines Form No.3(a) | 38% | Numtumbo DC, Pangani DC |
| MTEF Guidelines Form No.6 | 26% | Missungwi DC, S'wanga MC |
| Others | 16% | Maswa DC, Njombe TC |

4. Conclusions and Recommendations

4.1 Conclusion

In general, many DADP documents tend to have common contents, fairly describing the current status of the LGA but inadequately demonstrating their vision/objectives, strategic thinking and interventions. Most of them are not clear for a reader to know what they want to do for agricultural development and how they will do to achieve their objectives. This is also true in their planning of target interventions under a DADP. Many LGAs have made an effort to prepare detailed cost estimates. However, there is lack of information on how to implement the interventions. Of critical importance is that there is almost no explanation on how to make them sustainable and the effects replicable over the time and beyond target areas.

One of the possible reasons why the quality of many DADP documents and DADPs is inadequate is that there have been no clear directions on how to prepare them. Indeed, various efforts have been made by ASLMs for effective preparation of DADPs (e.g. training). They were useful to sensitize LGAs on the institutional and administrative procedures of DADP planning but not sufficient to provide technical guidance on how to prepare a development plan. There has not yet been any attempt to explore the ideal features of a DADP. Substantial supports will be needed for LGAs to understand what a quality DADP is. Prerequisite for this is that ASLMs establish a common and clear image of a quality DADP.

In the absence of technical guidance, LGAs develop DADPs based on their own understanding. As has been observed, some LGAs make good attempts on a particular issue. Some DADP documents have positive features while others have negative ones in comparison with each others. It would be useful for a LGA to learn “good” and “bad” features from others’ examples in improving its DADP.

It is also found that the MTEF/PlanRep system have exercised a great influence on LGAs’ understanding on what a DADP should be. There is confusion regarding the ways of describing Objectives, Targets and Activities, which might cause various ways of formulating a DADP. One can see “Targets” in the DADP documents but also will notice that they have different meanings (e.g. “to increase food security” in some DADP documents and “to construct irrigation schemes” in others). This may also affect the results of M&E of a DADP.

⁸ PMO-RALG, *Guidelines for the Preparation of Local Government Authorities’ Medium Term Plans and Budgets for 2007/08 to 2009/10*, March 2007.

LGAs need to be guided on how to describe Objective, Targets and Activities in the MTEF/PlanRep system.

Facing these constrains, ASDP/DADPs possess several risks against effective implementation. The risks include: 1) almost no information for ASLMs to recognize how the DADPs for 2007/2008 are conducted due to lack of details in the DADP documents; 2) repeating the same history, i.e. the preparation of the same kind of DADP Guidelines and implementation of similar training, which would result in ineffective DADP documents, due to the lack of “common understanding” on what a quality DADP is; and 3) continuing to confuse LGAs by leaving the systems inconsistent to each other. These dangers should be removed by ASLMs and other stakeholders who could take various countermeasures in different timeframes, which are discussed in the following sub-section.

4.2 Recommendations

Based on the findings of the Review, JICA-RADAG proposes several recommendations to ASLMs on how to support LGAs for effective planning and implementation of DADPs. Suggested actions are divided into three kinds according to their timeframes: 1) an urgent action to ameliorate DADP implementation for 2007/08; 2) those to improve the quality of DADP planning and implementation for 2008/09; and 3) long-term actions to develop a sustainable system for quality control. Totally 7 actions are proposed with 1 action for the first, 4 for the second and 2 for the last. Below are explanations for each action, which are followed by a summary in Table 5-1.

(1) An urgent action to ameliorate the implementation of 2007/08 DADPs

Distribution of the “Project sheet” to LGAs

In order to make it sure that LGAs implement DADPs for 2007/08 effectively, it is of critical urgency for ASLMs to possess the information on what kinds of target interventions are conducted at field level and how they are implemented. One of the possible measures to obtain such information is to distribute a “project sheet” to LGAs, as shown in Attachment 2. This sheet enables LGAs to present how they are to implement each intervention, considering key elements of development (e.g. marketability and sustainability). Equally significant is that it makes them indicate the type of grant to be applied clearly and easily. Furthermore, it could accommodate several Target Types to achieve a specific objective that focuses on particular issues/crop (as suggested by the original study). Based on the information provided in the project sheet, thus, ASLMs could obtain the insight into current development being undertaken by LGAs and provide practical advice to them accordingly.

This action can be taken by the TWG on DADP or other entities of ASLMs through Regional Secretariats (RS) as immediately as possible.

(2) Urgent actions to improve the quality of DADP planning and implementation for 2008/09

Development of the Annual Quality Control System

With the aim of building common understanding among ASLMs and LGAs regarding the quality of a DADP, ASLMs should establish the annual system of reviewing the DADP documents, as has been done in this Review. This system should incorporate the checklist, which could be a practical tool to make the understanding of a quality DADP consistent among the stakeholders. JICA-RADAG proposes that ASLMs develop a checklist based on Attachment 1. With the checklist, LGAs could assure the quality of their DADP documents before submitting to PMO-RALG, while ASLMs could assess them whether they are

satisfactory after receiving from LGAs. Moreover, LGAs could recognize what actions are needed to improve the quality of a DADP, if ASLMs providing them with the feedback of the quality assessment.

This action should be taken by TWG on DADP or other entities of ASLMs by October 2007 prior to the next planning stage for 2008/2009.

Improvement of the DADP Guidelines

It is necessary to revise the DADP Guidelines to provide instructions on how to prepare a DADP document. 1) LGAs need to be guided to enrich strategic thinking and interventions in their DADP documents. The instructions should include how to use results of SWOT analysis and other situation analyses to produce effective target interventions. 2) Moreover, greater efforts are necessary to develop practical ways of implementing each intervention, taking into account social, environmental and economic aspects as well as sustainability. Again the “project sheet” could be useful, with which LGAs can demonstrate their careful considerations on those issues (See Attachment 2). The improved DADP guidelines could introduce the instruction on the use of the Project sheet.

In addition, as argued in the Original Study, it is also necessary to 3) clarify the issues of cost-sharing and revisit the relation of investment service costs with allocation-to-community. 4) The use of AEBG and ACBG should also be examined. It is more effective to 5) select real samples of target interventions from the DADP documents and show how they are to be funded. 6) Indication of samples of “non-eligible” activities is also useful to guide LGAs in the appropriate use of the grants. 7) The possible combination of Targets and Activities should also be illustrated for practical guidance (as argued by the original study).

This action also should be taken by TWG on DADP or other entities of ASLMs by October 2007. The revised DADP Guidelines and the quality check system are two sides of the same coin. The former instructs LGAs on how to prepare a DADP while the latter examines how LGAs have done it.

Fact-finding studies on 2007/08 DADPs

In order to identify how DADPs are being implemented at field level, it is necessary to conduct fact finding study. While the Project sheet is useful for ASLMs to obtain general information on target interventions, there are several issues to be investigated at field level, as suggested by the Original Study. They include how a project committee is involved in DADP operation; whether or not project committees meet the conditions of Community investments; why the conventional approach is still pursued for AEBG; how LGAs understand the different types of grants; and how financial management has been done (See the Original Study for detailed discussion).

This action can be taken by a few representatives of TWG on DADP or other entities of ASLMs together with some representatives of DPs by December 2007, so that the problems at field level are shared and countermeasures will be taken together. The findings should be reflected in the revised DADP Guidelines.

Revisiting the interconnection between the ASDP/DADPs and MTEF/PlanRep system

In order to prevent LGAs from suffering confusion with the MTEF/PlanRep system, it is necessary to scrutinize the interconnection between the ASDP/DADPs and MTEF/PlanRep system. A special study is to be formed with the aim of identifying how target interventions in a DADP could be described in the MTEF/PlanRep system. The study should examine the cases of other sectors in addition to the agricultural sector to see whether or not there is similar confusion regarding development objectives and targets. Then countermeasures could

be proposed to remove the confusion either by improving the ways of describing on target interventions or by revising the part of the MTEF/PlanRep system.

This action can be taken by a few representatives of TWG on DADP or other entities of ASLMs by October 2007 to reflect the findings in the revised DADP Guidelines that include specific guidance on how to prepare a DADP document.

(3) Long-term actions to develop a sustainable system for quality control

Annual update of the DADP Guidelines

If the annual quality control system is developed, empirical knowledge will be accumulated. The information to be obtained in the system should be shared with LGAs by regularly updating the DADP Guidelines. To create an environment for “learning from each other” is an essential element for ASLMs to build common understanding among a large number of LGAs.

This action can be undertaken by the TWG on DADP to update the experience and lessons learnt from implementation into the next stage of planning. This should be continued by the time when ASLMs and LGAs consider that common understanding has been sufficiently accumulated, at least in the three years from now on.

Involvement of RS in the quality control system

If other actions suggested are conducted and common understanding is established among the stakeholders, it is necessary to explore effective and sustainable ways of supporting LGAs. Quality control could be undertaken even at regional level, as their responsibility is to provide backstop for DADP planning and implementation. RS could have a function of exchanging information and knowledge among LGAs. In the future, the quality of DADP could be assured at regional level, which is in line with the policy of decentralization. In order to actualize it, the experience and knowledge should be gained by ASLMs first and then transferred to RS through training.

This action can be taken by the TWG on DADP or other entities of ASLMs as well as RS, in the earliest case, from July 2009 to reflect the experience of ASLMs in 2008/2009.

Table 5-1: List of Recommended Actions

| Action Needed | Remark | Respon-sibility | Time frame |
|--|---|----------------------------|-------------------|
| Urgent action to ameliorate the implementation of 2007/08 DADPs | | | |
| Distribution of the “Project Sheet” to LGAs | The Project sheet helps ASLMs to recognize major interventions at field level and to observe the progress of ASDP/DADP. | TWG/ASLMs | Immediately |
| Urgent actions to improve the quality of DADP planning and implementation for 2008/09 | | | |
| Development of the Annual Quality Control System | With a checklist, common understanding could be built on what a quality DADP should be. LGAs can use it before submission and ASLMs after receiving the DADP documents. | TWG/ASLMs | By October 2007 |
| Improvement of the DADP Guidelines | The revised DADP Guidelines could show real examples to explain how they are to be funded. How they are good or bad in terms of quality. | TWG/ASLMs | By October 2007 |
| Fact-finding studies on 2007/08 DADPs | The study aims to find how the intervention is being implemented. It also explores reasons why there is a gap between the principle and reality. | TWG/ASLMs and some DPs | By December 2007 |
| Revisiting the inter-connection between the ASDP/DADPs and MTEF/PlanRep system | A special survey is conducted to scrutinize whether the MTEF/PlanRep system matches with the principles of ASDP/DADPs and provide countermeasures to avoid confusion. | A few members of TWG/ASLMs | By October 2007 |

| Long-term actions to develop a sustainable system for quality control | | | |
|--|--|-----------------------|--|
| Annual update of the DADP Guidelines | Empirical knowledge should be disseminated to LGAs with annually revised DADP Guidelines, at least in the three years from 2007/08, so that common understanding is sufficiently built among the stakeholders. | TWG/ ASLMs/ | Annual at least three years from 2007/08 |
| Involvement of RSs in the Annual Quality Control System | After ASLMs gain the experience, they train RSs to decentralize the quality control system. | TWG/ ASLMs/ RSs | In the earliest case, July 2009 |

Attachment – 1 Quality Checklist for a DADP Document

1. Table of Contents⁹

| | Yes | No | Remark |
|--|-----|----|---|
| 1) Executive Summary | | | |
| 2) Policy and Strategy | | | |
| ASDS | | | |
| ASDP | | | |
| Council Strategic Plan | | | |
| 3) Vision Statement | | | |
| 4) Mission Statement | | | Are missions/ objectives clearly described in line with ASDS? |
| 5) Objectives of DADP | | | Are missions/ objectives clearly described in line with ASDS? |
| 6) Background Information/District Profile | | | |
| Location/Area | | | |
| Topography and Climate | | | |
| Demography | | | |
| Administration | | | |
| Economic status | | | |
| Market | | | |
| 7) District Agricultural Situation Analysis/SWOT | | | Are problems that LGAs/farmers face clearly described? Is the strategy that a LGA takes against problems clearly described? |
| 8) Review of Previous DADP Performance | | | |
| Plan & Achievement | | | Achievement refers to the monitoring results of outcomes |
| Problem Experienced | | | |
| Strategy | | | |
| 9) Proposed Priority Agricultural Interventions | | | Including the Project Sheet for all interventions for the agricultural & livestock Sector Is the consolidation process clearly described? |
| 10) Cost Estimate(MTEF Format or PlanRep) | | | |

⁹ The order of the contents is different from Table of Contents suggested by ASLM National Facilitators. JICA-RADAG proposes a new order of the contents for clear presentation.

2. Planning

| | Yes | No | Remark |
|---|-----|----|---|
| 1) Are Missions/ Objectives clearly described in line with ASDS? | | | Refer to the concept of enabling environment for profitability and productivity Set Numerical targets and timeframe. |
| 2) Are problems that LGAs/Farmers face clearly described? | | | Avoid only bullet sentences. With the analysis of "why" and "how" |
| 3) Is the strategy that a LGA takes against problems clearly described? | | | Match with problems stated with strategic thinking (an overall framework). |
| 4) Are previous achievements clearly described? | | | Refer to achievements, problems experienced, and lessons/strategy with monitoring results of outcomes (e.g. farm income in Village "X" has increased by 10%). |
| 5) Is the consolidation /prioritization process clearly described? | | | Considering to 1)ASDS/national policy, 2)farmers' wants (VADP/WADP): economic viability; and strategic thinking. |

3. Document Writing

| | Yes | No | Remark |
|--|-----|----|---|
| 1) Are data on SWOT, PDA and statistics analytically applied in planning project/strategies? | | | Apply data to situational analysis(e.g. SWOT), problems and strategy of DADP. |
| 2) Is the content comprehensive? | | | Refer at least to 1) potential, opportunities and obstacles to development (e.g. SWOT Analysis); 2) private sector roles and opportunities; 3) the description of diagnostic assessment; 4) No. of Wards that have established Farmer Fora; and 5) the evidence of on-going research activities. Note that there are other issues to be assessed (see the DADP Guidelines) but they may not be suitable to be described in a DADP document. |
| 3) Is the content clear, concise and consistent? | | | Confirm the calculations of cost estimates. |

4. Target Intervention

| | Yes | No | Remark |
|--|-----|----|---|
| 1) Basic Information | | | Refer to objectives, indicators, target areas, duration of implementation and No. of beneficiaries (use the Project Sheet). |
| 2) Clear and concrete description of Target/Activities | | | "Who?" : LGA staff, farmers group, the Project Committee, private service providers, etc. "What?": Clearly state what they are going to do. Avoid "facilitation" or "promotion" "How?": Pilot projects, demonstration, loan, workshop, on-farm training/FFS, etc. |
| 3) Economic evaluation / Marketing plan | | | Avoid mentioning only "cashew is well sold." Consideration on how for beneficiaries to make money Attempt to show profitability or economic returns for applicable projects. |
| 4) Social and environmental aspects | | | Describe what do the Project/Target(s) have effects on social issues (e.g. gender and the poor) and environmental issues. |
| 5) Sustainability | | | How do beneficiaries undertake the maintenance of infrastructure and management of organization (e.g. maintenance plan, transfer of ownership)? |

5. Budgeting

| | Yes | No | Remark |
|--|-----|----|---|
| 1) Are the sources of funds clearly indicated? | | | Confirm the grant amounts to be received for Top-up and Basic of DADG, AEBG, and ACBG. However, plans to spend Basic AEBG are not necessary to be described in the DADP documents as Basic AEBG is for recurrent costs (PE & OC). |
| 2) Do the figures of budgets funded match with ceiling amounts determined by PMO-RALG? | | | Refer to the Project Sheet and make a summary table if required. |
| 3) Is the budget format in line with MTEF doc or PlanRep? | | | Attempt to use the PlanRep 2 if available. |
| 4) Are the uses of funds appropriate (e.g. DADG for investment)? | | | Refer to the Project Sheet. |
| 5) Are the rules of budgeting followed (cost sharing, investment service cost, allocation-to-community)? | | | The rules should be articulated in the revised DADP Guidelines. |
| 6) Is the percentage of DADP budget for extension for contracting with the private sector identified? | | | |

Attachment – 2 Draft Project Sheet

This sheet can be used for a Project which contains one or multiple Target(s)

Objective

To increase farm income by 10% by June 2009

Project Name

Village X and Y Irrigation Project

Project Objective with Indicators

Paddy production will increase from 1 to 2 ton/ha by June 2009 in Village "X"(50 ha) and "Y"(70 ha)

Implementation Agency

Project Committees in Village X and Y

Targets

| N o. | Target(s) (Major Activities Included) | Target Type | Source of Funds (Tsh) | | | | | | Total | |
|---------|---|----------------|-----------------------|--------------------------|-------------|------------|-------------|---------------------|-------|------------|
| | | | DADG (Top-up & Basic) | Beneficiary Contribution | AEBG Top-up | ACBG Basic | ACBG Top-up | Other Donor Support | | LGA |
| 1 | Irrigation Schemes are constructed by the Contractor hired by Project Committee (Prepare Technical Proposal by the PC, Civil Works) | D | 16,000,000 | 4,000,000 | | | | | | 20,000,000 |
| 2 | New technology is adopted by beneficiaries (Hire extensions service from Private Sector by the PC) | S | | | 9,000,000 | | | | | 9,000,000 |
| 3 | Beneficiaries' knowledge on paddy production is increased (For the PC to join the KATC Training Program) | C | | | | | 5,000,000 | | | 5,000,000 |
| | | Total | 16,000,000 | 4,000,000 | 9,000,000 | | 5,000,000 | | | 34,000,000 |

Project Description (No. of beneficiaries, Duration, Implementation Procedure, Economic Evaluation/Marketing Plan, Social & Environmental Aspect and Sustainability)

No. of beneficiaries will be around 50 households in Village X and 70 in Village Y.

In this year, after the formal approval of budgets, the Project Committees (PC) will be formed in each Village. After the LGA disburses the fund to them, they first make contract with the private contractor for detailed survey and civil works. Most of the beneficiaries are ready to join this work as a labor. Meanwhile, some representatives of farmers will participate in training provided by KATC. In the second year, the PC will also make contract with private extension providers. Simple working tools and field instruction will be served. The District will provide information on potential private service providers to the PCs and facilitate the PCs in selecting and contracting with one of them. M&E is undertaken by the PC. In the third year, the project will be evaluated. And ownership will be transferred to the PCs which collect maintenance fees from the beneficiaries. EIRR will be calculated by the detailed survey. Those Villages have accessible roads to neighboring District where market is relatively large. Thus the positive economic impacts can be expected.

EIA will also be conducted with the detailed survey. At this moment, there is no negative impact on the environmental. Village Y is one of the poorest in this District. The project will have a positive impact on poverty reduction.

Attachment – 3: Quality Classification of DADPs

The attachment is the summary of the qualitative analysis for 2007/08 DADP documents .

Districts with good / poor DADP

The DADP documents were assessed from the following aspects.

- (i) Organization of the DADP documents (Table of contents)
- (ii) Overall quality of plan
- (iii) Quality of writing
- (iv) Target Interventions
- (v) Budgeting

The assessment items within the above aspects are shown in the checklist for a DADP document and criteria for the assessment are explained in the main text of this report (please refer to Attachment 1 and Section 2 respectively). Based on the total score (the full score is 51¹⁰), each district is categorized into three groups, i.e. poor (0-9), average (10-17), and good (18 and above). There are 34 districts performed poor, 46 performed average and 51 districts performed good. It is important to note that the DADP documents made by these districts are good in relative terms. It is still necessary that these districts should improve the DADP documents.

Districts whose DADPs documents are assessed good

| Region | District |
|---------------|---|
| Arusha | Arusha DC |
| Dodoma | Chamwino DC, Bahi DC, Kondoa DC, Mpwapwa DC, Dodoma MC |
| Iringa | Njombe DC, Mufindi DC, Iringa DC, Makete DC |
| Kagera | Karagwe DC |
| Kigoma | Kigoma /Ujiji |
| Kilimanjaro | Moshi MC |
| Lindi | Kilwa DC, Ruangwa DC, Lindi TC |
| Manyara | Mbulu DC, Babati DC |
| Mbeya | Mbeya DC |
| Mtwara | Tandahimba DC, Masasi DC ,Nanyumbu DC |
| Morogoro | Ulanga DC, Morogoro DC |
| Mwanza | Ukerewe DC, Misungwi DC, Kwimba DC |
| Rukwa | Sumbawanga DC, Sumbawanga MC, Mpanda DC, Nkasi DC |
| Ruvuma | Songea MC, Mbinga DC, Tunduru DC |
| Shinyanga | Bariadi DC, Shinyanga DC, Kishapu DC |
| Singida | Iramba DC, Singida MC |
| Tabora | Tabora DC, Tabora MC, Nzega DC, Urambo DC |
| Tanga | Korogwe DC, Kilindi DC, Handeni DC, Tanga CC, Muheza DC |
| Pwani | Rufiji DC, Bagamoyo DC, Mkuranga DC |

¹⁰ There are 17 items to be evaluated each of which was scored by points from 0 to 3 (the higher is the better). So, the highest score is 51 (3 x 17).

Districts with poor DADP documents

| Region | District |
|---------------|--|
| Arusha | Arusha MC, Monduli DC, Karatu DC |
| Dar es Salaam | Ilala MC, Kinondoni MC, Temeke MC |
| Iringa | Njombe TC, Iringa MC, Kilolo DC |
| Kagera | Ngara DC, Bukoba MC, Bukoba DC, Muleba DC, Biharamulo DC, Chato DC, Misenyi DC |
| Kigoma | Kigoma DC, Kasulu DC, Kibondo DC |
| Kilimanjaro | Longido DC, Hai DC, Siha DC, Moshi DC |
| Mara | Rorya DC |
| Mbeya | Rungwe DC, Mbeya CC, Chunya DC, Mbozi DC, Kyela DC |
| Morogoro | Morogoro MC |
| Mwanza | Sengerema DC, Geita DC |
| Shinyanga | Kahama DC |
| Singida | Singida DC |

The poor DADPs have obtained almost no score in most of the assessment items. They often acquired some points only in Budget items in which interventions were somehow described.

Positive and Negative aspects found in the DADP documents**1) Positive aspects:****(i) Cost-Sharing**

- Some DADP documents show cost sharing with beneficiaries. Among them are: Maswa DC, Morogoro MC, Namtumbo DC, Pangani DC, Shinyanga DC, Mbarali DC, Mafia DC, Mtwara MC, Morogoro DC, Njombe DC, Iringa DC, and Mbulu DC though at different levels. Other districts do not clearly indicate it.

(ii) Involving community and private sector

- Some DADP documents show good communication with local communities. There are also other DADPs including the promotion of the private sector (e.g. Mbinga DC, Njombe DC, Morogoro DC, Mufindi DC, Mbulu DC and Rufiji DC)

(iii) WARC

- There are DADP documents which show the construction of Ward Agricultural Resource Centres (WARC). They are Tabora DC, Lindi DC, Maswa DC, Kisarawe DC, Bahi DC, Bariadi DC and Mkuranga DC. Other districts do not clearly indicate it.

(iv) Fund source

- Some DADP documents distinguish the use of basic and top-up of at least one of the grants (DADG, ACBG and AEBG). These DADPs are produced by Biharamulo DC, Babati DC, Mvomero DC, Magu DC, Pangani DC, Songea DC, Njombe TC, Meru DC, Kongwa DC, Maswa DC, Mbinga DC, Siha DC and Arusha DC.

2) Negative aspects**(i) Lack of recognition on the purpose of funds**

- In some DADP documents, the sources of fund are totally unidentified¹¹. This applies to Chamwino DC, Same DC, Rombo DC, Bunda DC, Iringa MC, Songea MC, Mafia

¹¹ It is important to differentiate at least the basic from the top-up of A-CBG. This is because their purposes are different. For DADG the purposes of the basic and the top-up are the same,

DC, Rungwe DC, Ngorongoro DC, Manyoni DC, Liwale DC, Ngara DC, Mkuranga DC, Kilindi DC, Makete DC and Kibaha DC.

(ii) Miscalculations and Misallocation

- It seems that many districts still calculate budget manually because there are many miscalculations. Particularly, a lot of miscalculations have been found in the DADPs documents of Kongwa DC, Bunda DC, Babati DC, Namtumbo DC, Magu DC, Sikonge DC, Morogoro MC and Ruangwa DC.
- Mbarali DC is to use a large portion of the DADG for monitoring and evaluation of the interventions supported by DADS

(iii) Repetition and/or Copying-and-Pasting of information

- Some DADPs have many repetitions in the text (the same sentences appear many times). On the other hand, in some DADPs, the same activities and cost estimates appear several times (copying and pasting). These cases are in DADP documents of Siha DC, Same DC, Sumbawanga DC (copy and paste) and Hanang, Chamwino DC (repetition).
- There is a high possibility that Mkinga DC, one of the newly-established districts, has prepared the DADP document based on that of Muheza DC by copy-and-paste. But this has caused confusion, because Mkinga DC has forgotten to change the name of the district from 'Muheza DC' to Mkinga DC' in descriptions of the document and it is difficult to identify which DADP is for which district.

(v) Ambiguity of Allocation-to-Community and Investment Service Costs

- For all DADP documents, it is not possible to see the proportions of DADG going to communities and to investment service costs, though they are stipulated by the DADP guidelines.

List of Districts assessed with total and scores

| District | Total | Score | | | | | Status |
|---------------|-------|-------|-----|-----|---------|------|---------|
| | | ToC | QoP | QoW | TegtInt | Bdgt | |
| Mtwara MC | 12 | 1.0 | 0.6 | 1.0 | 0.4 | 1.0 | Average |
| Newala DC | 17 | 2.0 | 1.4 | 1.0 | 0.4 | 1.0 | Average |
| Chamwino DC | 18 | 3.0 | 1.2 | 1.3 | 0.6 | 0.7 | Good |
| Same DC | 13 | 0.0 | 0.6 | 1.3 | 0.6 | 1.0 | Average |
| Rombo DC | 2 | 0.0 | 0.0 | 0.0 | 0.2 | 0.3 | Poor |
| Bunda DC | 13 | 2.0 | 1.0 | 1.7 | 0.2 | 0.0 | Average |
| Iringa MC | 9 | 1.0 | 0.6 | 1.0 | 0.2 | 0.3 | Poor |
| Songea MC | 18 | 3.0 | 1.0 | 1.7 | 0.4 | 1.0 | Good |
| Mbarali DC | 16 | 2.0 | 0.6 | 1.3 | 0.8 | 1.0 | Average |
| Mafia DC | 13 | 1.0 | 1.0 | 1.3 | 0.4 | 0.3 | Average |
| Biharamulo DC | 2 | 0.0 | 0.0 | 0.0 | 0.0 | 1.0 | Poor |
| Babati TC | 12 | 2.0 | 1.2 | 0.7 | 0.4 | 0.0 | Average |
| Kiteto DC | 16 | 3.0 | 1.0 | 1.3 | 0.2 | 1.0 | Average |
| Namtumbo DC | 14 | 2.0 | 0.4 | 1.0 | 0.6 | 1.3 | Average |
| Mvomero DC | 16 | 1.0 | 0.4 | 0.7 | 1.0 | 2.0 | Average |

while for A-EBG, only the top-up is to be dealt with in DADP because the basic constitutes part of the recurrent costs

| District | Total | Score | | | | | Status |
|---------------|-------|-------|-----|-----|---------|------|---------|
| | | ToC | QoP | QoW | TegtInt | Bdgt | |
| Meatu DC | 14 | 3.0 | 0.8 | 1.0 | 0.6 | 0.3 | Average |
| Magu DC | 17 | 1.0 | 1.0 | 1.0 | 0.4 | 2.0 | Average |
| Pangani DC | 17 | 2.0 | 0.8 | 1.0 | 0.2 | 2.3 | Average |
| Rungwe DC | 0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | Poor |
| Ngorongoro DC | 13 | 2.0 | 1.0 | 1.0 | 0.4 | 0.3 | Average |
| Songea DC | 15 | 3.0 | 0.8 | 1.3 | 0.4 | 1.0 | Average |
| Shinyanga DC | 15 | 2.0 | 1.0 | 1.0 | 0.4 | 1.0 | Average |
| Manyoni DC | 14 | 1.0 | 1.2 | 1.3 | 0.2 | 0.7 | Average |
| Liwale DC | 15 | 3.0 | 1.0 | 1.3 | 0.4 | 0.3 | Average |
| Njombe TC | 3 | 0.0 | 0.0 | 0.0 | 0.0 | 1.0 | Poor |
| Sikonge DC | 11 | 1.0 | 0.8 | 0.7 | 0.4 | 0.7 | Average |
| Sumbawanga DC | 19 | 3.0 | 0.8 | 1.0 | 0.8 | 1.7 | Good |
| Ngara DC | 3 | 0.0 | 0.2 | 0.0 | 0.0 | 0.7 | Poor |
| Singida DC | 3 | 0.0 | 0.0 | 0.0 | 0.0 | 1.0 | Poor |
| Meru DC | 12 | 2.0 | 0.6 | 0.7 | 0.0 | 1.7 | Average |
| Mkinga DC | 14 | 1.0 | 0.4 | 1.3 | 0.2 | 2.0 | Average |
| Morogoro MC | 7 | 1.0 | 0.0 | 0.3 | 0.6 | 0.7 | Poor |
| Ukerewe DC | 18 | 2.0 | 1.0 | 1.3 | 0.6 | 1.3 | Good |
| Kibaha DC | 13 | 1.0 | 0.8 | 0.7 | 1.0 | 0.3 | Average |
| Musoma DC | 15 | 3.0 | 1.0 | 0.7 | 0.4 | 1.0 | Average |
| Igunga DC | 13 | 1.0 | 0.8 | 0.7 | 0.6 | 1.0 | Average |
| Kongwa DC | 14 | 1.0 | 0.4 | 0.5 | 0.4 | 2.7 | Average |
| Rwangwa DC | 18 | 2.0 | 1.0 | 1.3 | 0.6 | 1.3 | Good |
| Serengeti DC | 11 | 3.0 | 0.6 | 0.3 | 0.4 | 0.7 | Average |
| Kisarawe DC | 13 | 1.0 | 0.6 | 1.0 | 0.8 | 0.7 | Average |
| Musoma MC | 15 | 2.0 | 1.0 | 1.0 | 0.6 | 0.7 | Average |
| Nachingwea DC | 13 | 2.0 | 0.8 | 1.0 | 0.4 | 0.7 | Average |
| Muleba DC | 4 | 0.0 | 0.0 | 0.0 | 0.4 | 0.7 | Poor |
| Kilwa DC | 21 | 3.0 | 0.6 | 1.3 | 1.2 | 1.7 | Good |
| Lindi DC | 17 | 2.0 | 1.0 | 1.3 | 0.8 | 0.7 | Average |
| Hai DC | 7 | 1.0 | 0.2 | 0.7 | 0.4 | 0.3 | Poor |
| Simanjiro DC | 12 | 1.0 | 0.4 | 1.0 | 0.8 | 0.7 | Average |
| Tabora DC | 21 | 3.0 | 1.2 | 1.7 | 0.4 | 1.7 | Good |
| Maswa DC | 17 | 2.0 | 1.2 | 1.0 | 0.6 | 1.0 | Average |
| Kilombero DC | 16 | 2.0 | 0.6 | 1.3 | 1.0 | 0.7 | Average |
| Lushoto DC | 14 | 1.0 | 1.2 | 1.0 | 0.4 | 0.7 | Average |
| Iramba DC | 20 | 3.0 | 1.4 | 1.0 | 1.0 | 0.7 | Good |
| Mbinga DC | 21 | 3.0 | 1.0 | 1.0 | 1.0 | 1.7 | Good |
| Ileje DC | 15 | 2.0 | 1.0 | 1.0 | 0.6 | 0.7 | Average |
| Siha DC | 9 | 1.0 | 0.0 | 0.0 | 1.0 | 1.0 | Poor |
| Hanang DC | 17 | 2.0 | 1.2 | 1.0 | 0.8 | 0.7 | Average |
| Ludewa DC | 17 | 2.0 | 1.0 | 0.7 | 1.2 | 0.7 | Average |
| Korogwe TC | 12 | 1.0 | 0.4 | 0.3 | 1.0 | 1.0 | Average |
| Bukombe DC | 14 | 2.0 | 0.6 | 1.0 | 1.0 | 0.7 | Average |
| Njombe DC | 20 | 2.0 | 0.4 | 1.0 | 1.6 | 1.7 | Good |
| Mufindi DC | 18 | 2.0 | 0.6 | 1.3 | 1.4 | 0.7 | Good |
| Iringa DC | 19 | 2.0 | 0.8 | 1.0 | 1.0 | 1.7 | Good |

| District | Total | Score | | | | | Status |
|-----------------|-------|-------|-----|-----|---------|------|---------|
| | | ToC | QoP | QoW | TegtInt | Bdgt | |
| Makete DC | 25 | 3.0 | 1.4 | 1.7 | 1.6 | 0.7 | Good |
| Rufiji DC | 22 | 2.0 | 1.4 | 1.3 | 1.2 | 1.0 | Good |
| Kibaha TC | 15 | 1.0 | 0.6 | 1.0 | 1.0 | 1.0 | Average |
| Bagamoyo DC | 19 | 2.0 | 1.2 | 1.0 | 1.0 | 1.0 | Good |
| Mkuranga DC | 19 | 1.0 | 0.8 | 1.7 | 1.4 | 0.7 | Good |
| Ulanga DC | 18 | 1.0 | 1.2 | 0.7 | 1.2 | 1.0 | Good |
| Kilosa DC | 16 | 2.0 | 0.6 | 1.0 | 1.0 | 1.0 | Average |
| Morogoro DC | 20 | 2.0 | 1.0 | 1.0 | 1.4 | 1.0 | Good |
| Bahi DC | 23 | 2.0 | 1.4 | 1.7 | 1.2 | 1.0 | Good |
| Kondoa DC | 20 | 3.0 | 1.4 | 1.0 | 1.0 | 0.7 | Good |
| Mpwapwa DC | 20 | 3.0 | 1.2 | 1.3 | 0.8 | 1.0 | Good |
| Dodoma MC | 31 | 3.0 | 1.6 | 2.0 | 2.0 | 1.3 | Good |
| Tarime DC | 15 | 1.0 | 1.0 | 0.7 | 1.0 | 0.7 | Average |
| Tandahimba DC | 19 | 2.0 | 1.2 | 1.0 | 1.2 | 0.7 | Good |
| Mwanga DC | 16 | 1.0 | 0.8 | 1.3 | 1.0 | 0.7 | Average |
| Arusha DC | 20 | 2.0 | 1.0 | 1.0 | 1.0 | 1.7 | Good |
| Bariadi DC | 18 | 2.0 | 0.8 | 1.0 | 1.0 | 1.3 | Good |
| Misungwi DC | 21 | 3.0 | 1.2 | 1.3 | 1.2 | 0.7 | Good |
| Singida MC | 23 | 3.0 | 1.4 | 1.3 | 1.4 | 0.7 | Good |
| Korogwe DC | 19 | 2.0 | 1.0 | 1.3 | 1.2 | 0.7 | Good |
| Kilindi DC | 18 | 1.0 | 1.0 | 0.7 | 1.6 | 0.7 | Good |
| Handeni DC | 22 | 1.0 | 1.4 | 1.3 | 1.2 | 1.3 | Good |
| Tanga CC | 20 | 3.0 | 1.2 | 1.0 | 1.0 | 1.0 | Good |
| Mbulu DC | 22 | 2.0 | 1.0 | 1.3 | 1.4 | 1.3 | Good |
| Babati DC | 27 | 3.0 | 1.6 | 1.7 | 1.6 | 1.0 | Good |
| Mpanda DC | 34 | 3.0 | 2.0 | 2.7 | 2.0 | 1.0 | Good |
| Sumbawanga MC | 23 | 3.0 | 0.8 | 2.0 | 1.2 | 1.3 | Good |
| Arusha MC | 9 | 0.0 | 0.0 | 0.0 | 1.2 | 1.0 | Poor |
| Monduli DC | 4 | 0.0 | 0.0 | 0.0 | 0.6 | 0.3 | Poor |
| Karatu | 8 | 0.0 | 0.0 | 0.0 | 1.0 | 1.0 | Poor |
| Longido DC | 9 | 0.0 | 0.0 | 0.0 | 1.2 | 1.0 | Poor |
| Kilolo DC | 8 | 0.0 | 0.0 | 0.0 | 1.0 | 1.0 | Poor |
| Kigoma/Ujiji MC | 23 | 3.0 | 1.4 | 1.7 | 1.0 | 1.0 | Good |
| Kigoma DC | 5 | 0.0 | 0.0 | 0.0 | 0.6 | 0.7 | Poor |
| Kasulu DC | 6 | 0.0 | 0.0 | 0.0 | 0.8 | 0.7 | Poor |
| Kibondo DC | 6 | 0.0 | 0.0 | 0.0 | 1.0 | 0.3 | Poor |
| Moshi MC | 18 | 2.0 | 1.0 | 1.0 | 1.2 | 0.7 | Good |
| Moshi DC | 8 | 0.0 | 0.0 | 0.0 | 1.2 | 0.7 | Poor |
| Lindi TC | 21 | 3.0 | 1.2 | 1.7 | 1.0 | 0.7 | Good |
| Rorya DC | 6 | 0.0 | 0.0 | 0.0 | 0.8 | 0.7 | Poor |

| District | Total | Score | | | | | Status |
|--------------|-------|-------|-----|-----|---------|------|---------|
| | | ToC | QoP | QoW | TegtInt | Bdgt | |
| Mbeya CC | 4 | 0.0 | 0.0 | 0.0 | 0.4 | 0.7 | Poor |
| Chunya DC | 3 | 0.0 | 0.0 | 0.0 | 0.2 | 0.7 | Poor |
| Mbozi DC | 19 | 2.0 | 0.8 | 1.3 | 1.4 | 0.7 | Poor |
| Mtwara DC | 10 | 0.0 | 0.0 | 0.0 | 1.6 | 0.7 | Average |
| Masasi DC | 20 | 1.0 | 1.2 | 1.0 | 1.6 | 0.7 | Good |
| Nanyumbu DC | 24 | 1.0 | 1.4 | 1.3 | 1.8 | 1.0 | Good |
| Ilemela DC | 13 | 0.0 | 0.0 | 0.0 | 2.0 | 1.0 | Average |
| Nyamagana DC | 12 | 0.0 | 0.0 | 0.0 | 2.0 | 0.7 | Average |
| Sengerema DC | 9 | 0.0 | 0.0 | 0.0 | 1.4 | 0.7 | Poor |
| Geita DC | 9 | 0.0 | 0.0 | 0.0 | 1.4 | 0.7 | Poor |
| Kwimba DC | 23 | 2.0 | 1.2 | 1.3 | 1.0 | 2.0 | Good |
| Tunduru DC | 19 | 3.0 | 1.0 | 1.0 | 1.0 | 1.0 | Good |
| Shinyanga MC | 18 | 3.0 | 1.0 | 1.0 | 1.0 | 0.7 | Good |
| Kahama DC | 5 | 0.0 | 0.0 | 0.0 | 1.0 | 0.0 | Poor |
| Kishapu DC | 21 | 2.0 | 1.0 | 1.7 | 1.4 | 0.7 | Good |
| Tabora MC | 22 | 3.0 | 1.2 | 1.3 | 1.4 | 0.7 | Good |
| Nzega DC | 20 | 2.0 | 1.2 | 1.3 | 1.2 | 0.7 | Good |
| Urambo DC | 22 | 2.0 | 1.0 | 1.3 | 1.6 | 1.0 | Good |
| Muheza DC | 18 | 2.0 | 0.6 | 1.0 | 1.6 | 0.7 | Good |
| Bukoba MC | 4 | 0.0 | 0.0 | 0.0 | 0.4 | 0.7 | Poor |
| Karagwe DC | 20 | 2.0 | 1.0 | 1.3 | 1.4 | 0.7 | Good |
| Bukoba DC | 7 | 0.0 | 0.0 | 0.0 | 1.0 | 0.7 | Poor |
| Chato DC | 2 | 0.0 | 0.0 | 0.0 | 0.0 | 0.7 | Poor |
| Misenyi DC | 2 | 0.0 | 0.0 | 0.0 | 0.0 | 0.7 | Poor |
| Ilala MC | 6 | 0.0 | 0.0 | 0.0 | 0.8 | 0.7 | Poor |
| Kinondoni MC | 2 | 0.0 | 0.0 | 0.0 | 0.2 | 0.3 | Poor |
| Temeke MC | 2 | 0.0 | 0.0 | 0.0 | 0.2 | 0.3 | Poor |
| Nkasi DC | 23 | 2.0 | 1.2 | 1.0 | 1.4 | 1.7 | Good |
| Mbeya DC | 33 | 3.0 | 1.6 | 2.0 | 2.4 | 1.3 | Good |
| Kyela DC | 1 | 1.0 | 0.0 | 0.0 | 0.0 | 0.0 | Poor |

Note:

ToC: Table of Contents

QoP: Quality of Planning (Mission/Objectives, Problems, Strategy, Achievement, Consolidation)

QoW: Quality of Writing (Analytical application, comprehensiveness, Clearness)

TrgtInt: Target Interventions (Basic information, Clarity and concreteness of targets/activities, Economic evaluation and marketing plan, Social and environmental aspects, Sustainability)

Budget: Budgeting (Source of funds, Matching, Format)

Appendix 10

DADP Appraisal/Quality Assessment Framework

1. Background, Definitions, and Objective

1.1 Background

The Agricultural Sector Development Programme (ASDP) is a nation-wide programme largely implemented at the district level through the District Agricultural Development Plans (DADPs) as an integral part of the District Development Plan (DDP). The government through the ASLMs (MAFC, MLD, MITM and PMO-RALG) initiated implementation of ASDP through basket funding since 2006/2007. District Councils are responsible for the preparation and implementation of DADPs as part of DDPs while the ASLMs are charged with the responsibility to ensure the quality of DADPs design and implementation. However, observations made by the past few monitoring exercises including the Joint Implementation Reviews, the national DADP backstopping activities, collectively suggest that the quality of DADP still needs to be boosted up. One apparent drawback is that LGAs as well as other stakeholders are not well-versed with the key features that characterize the quality DADP. Therefore, knowledge of such features are, if informed to LGAs and encouraged to be considered in their DADP preparation process, expected to have a positive impact on the improvement of the quality of DADPs. It is against this backdrop that a set of quality criteria has been developed and will be shared with LGAs, Regional Secretariat (RS) and other stakeholders so as to accelerate the improvement of the quality of DADP and thus to attain the ASDP objectives.

1.2 Definitions

In order to avoid unnecessary confusion in conducting the DADP quality appraisal, we propose the following as the basic interpretation of the words.

- **Aspect** is a set of characteristics that represents a particular nature of the quality DADP.

Example: Planning (contents, the way that planning was conducted, etc.) is an important aspect of the quality DADP.

- An aspect is composed of several **characteristics**. Characteristics specify particular elements that collectively describe the nature of an aspect.

Example: The planning aspect of DADP would be composed of such characteristics as Strategic consideration, Prioritization process, etc.

- **Score** is a numerical value assigned to a particular characteristic of a DADP as a result of the assessment. The assignment is made based on the criteria described in this framework. The range of the value employed in this framework is 0, 1, and 2, the magnitude of which does not imply any absolute difference in adequacy. It only implies the general principle that the greater the value is, the better the quality of that characteristic is.
- **Appraisal Criterion (a)** is a set of conditions that enables the appraiser to assess and assign numerical scores on each of the assessment items. The Criteria consist of *Aspects*, *Characteristics*, and *Scoring Conditions*.

Example: A DADP would be appraised in terms of its planning quality. In that case, Criteria for assessing the planning quality of DADPs will mean: a) Aspect (in this example, it is the Planning Aspect), b) Characteristics (in this example, it would be Strategic consideration), c) Scoring conditions (in this example, it would be “Give score 0 when ‘No description about the strategy’, Give score 1 when ‘There is a description of strategy, but not well related to problems identified by O&OD and SWOT’, Give score

2 when ‘There is a description of strategy, and well related to problems identified by SWOT’”.

- **DADP Appraisal Framework** is a whole of the arrangement of DADP appraisal, including the Appraisal Criteria (Aspect, Characteristic, and Scoring Conditions), its structure, the intended objectives, and the expected modality of the appraisal exercise and its use.
- **DADP Appraisal** is a task handed on the Regional Secretariat (more specifically on the Regional Agricultural/Livestock Advisors) to ensure the quality of DADPs. The RS is responsible to review and appraise the DADPs before they are submitted to the full council at LGAs for final approval. The appraisal is to be conducted according to this appraisal framework.
- **National Evaluation Team** is a team of officers (mostly ASLMs officials with DADP TWG members as a core) who will carry out the evaluation of submitted DADPs based on the DADP appraisal framework.

1.3 Objective

The objective of the DADP Appraisal Framework to provide:

- A common base of quality judgment of DADP,*
- A clear guidance to stakeholders in the respects of what is the quality DADP and how to achieve such DADPs.*

2. Use of the DADP Appraisal Framework

The immediate users of this Framework are the LGAs officials (CMT and DFT members) and RS officials. The Framework is useful and needs to be used by DFT members as a good reference because they are the group of people who actually prepare DADPs, and the quality of DADP is primarily depended upon their understanding of the quality DADP. With the knowledge of what are characteristics of a good DADP, it is expected DFT members would engage more pro-actively in their preparation process.

However, as the name suggests, the Framework will be more directly relevant to the RS officials who have been given the responsibilities of, in terms of DADP quality, advising, reviewing, and appraising DADPs if they are up to the expected quality. Because of these responsibilities, RS officials should regard this Framework as their most handy tool in carrying out their duties.

It is recommended that, once prepared and officially approved, this Framework should be provided to the RS offices and LGAs for their immediate use. For the RS offices, the Framework should be accompanied with a letter instructing them that the DADP appraisal should be done jointly by the RS officials and the concerned LGA well before its approval by the full council of a LGA (hence, the joint appraisal should complete by the end of February). Moreover the instruction letter should state that the formal submission of a DADP should accompany with a letter of the RS office that endorses the quality of the DADP. RS officials should also be requested to submit their opinions about how to improve the quality of DADPs further together with proposals of actions to be taken for that end. The proposal should also include any amendment for the Appraisal Framework. Throughout the DADP appraisal, this Framework should be referred to as basic criteria for judging the quality of a particular DADP.

The Appraisal Framework should also be used by the National DADP Evaluation Team. The team would consist of ASLMs officials preferably with core members from the DADP TWG of ASDP. The team evaluates DADPs submitted to PMO-RALG so as to measure the progress made by LGAs in improvement of DADP quality as well as confirm the endorsement that the RS office provides. The results of evaluation should be feedback to the RS and LGAs through annual DADP backstopping exercise.

3. DADP Appraisal design principles and Criteria

3.1 Basic consideration in designing the Appraisal framework

The framework has been designed with the following principles.

- i. Consistency with the DADP Guidelines.
- ii. Adequately represent the nature of high quality of DADP.
- iii. Instrumental to the stakeholders (LGAs, RS, Central Government officials, etc.) regarding understanding the aspects and criteria of the appraisal framework
- iv. Sufficiently measurable in order for appraisers and evaluators to maintain objectivities and uniformity in their assessment.

3.2 Appraisal Criteria

The following is the DADP Appraisal Criteria consisting of Aspects, Characteristics and Scoring Conditions.

Table 1: Appraisal Criteria

| No. | Aspect | Characteristic | Score |
|--|--|--|-------|
| 1 | DADP Structure | 1.1. Does DADP follow the Table of Contents? (20 chapters/sections in Total) | 0 1 2 |
| 2 | DADP Context | 2.1. Are Missions/Objectives/Targets consistent with ASDS/ASDP? | 0 1 2 |
| | | 2.2. Are key problems clearly stated? | 0 1 2 |
| | | 2.3. Do strategies sufficiently address the key problems of respective districts? (Consideration to be given to no. of problems and linkages)? | 0 1 2 |
| | | 2.4. Are past achievements and causes of shortfalls clearly stated? | 0 1 2 |
| | | 2.5. Does DADP give need assessments of capacity building and agricultural service provision? | 0 1 2 |
| | | 2.6. DADPs formulation process: (Is DADP derived from VADPs?) (Attention to be given to details of intervention. | 0 1 2 |
| | | 2.7. Prioritization | |
| | | 2.7.1 Are prioritization conditions appropriately stated? | 0 1 2 |
| | | 2.7.2 Has any prioritization of interventions been done? | 0 1 2 |
| | | 2.8. Is the three year plan concept understood and used? (As per MTEF) | 0 1 2 |
| 2.9. Are interventions properly linked to realize set Targets? | 0 1 2 | | |
| 3 | Consideration to the Performance Assessment (PA) Criteria | 3.1. Does DADP contain an analysis of the district's agricultural potential, opportunities and obstacles to development? | 0 1 2 |

| | | | | | |
|---|---|---|---|---|---|
| | | 3.2. Does DADP assess for the level of implementation as per activities and budget? | 0 | 1 | 2 |
| | | 3.3. Does DADP inform the number of wards which have established farmer for a? | 0 | 1 | 2 |
| | | 3.4. Does DADP describe the percentage of LGA budget for extension used for contracting services through private providers? | 0 | 1 | 2 |
| | | 3.5. Does DADP describe linkages with Zonal Agricultural Research and Development Institutes (ZARDI)? | 0 | 1 | 2 |
| | | *3.6. For investment interventions, is Profitability and/or Economic viability stated? | 0 | 1 | 2 |
| | | *3.7. For investment interventions, is sustainability considered? | 0 | 1 | 2 |
| | | *3.8. For investment interventions, is environmental consideration described? | 0 | 1 | 2 |
| 4 | Interventions (Activities) | 4.1. Appropriate use of Grant by categories? (Basic and Top Up, DADG, A-CBG, and E-EBG) (Eligibility of interventions) | 0 | 1 | 2 |
| | | 4.2. Are identified Targets feasible and practical? (i.e. SMART?) (Sample check) | 0 | 1 | 2 |
| 5 | Budget | 5.1. Is Proper MTEF format and or PlanRep used? | 0 | 1 | 2 |
| | | 5.2. Is the costing realistic? (Sample check) (Look at Unit costs and quantities, and Are they reasonable?) | 0 | 1 | 2 |
| | | 5.3. Is the costing correct? (Sample check) (Any miscalculation?) | 0 | 1 | 2 |
| 6 | Action Plan | 6.1. Is the Action Plan appropriately structured? (Sufficient <u>components</u> included and reasonable <u>sequence</u> of actions?) | 0 | 1 | 2 |
| 7 | M&E | 7.1 Does DADP include M&E plan? | 0 | 1 | 2 |
| 8 | Observations and Recommendations | <i>After going through the evaluation of all characteristics, the DADP should be given an overall observations and specific issues, if any. Also, a DADP should be given recommendations for further improvement in the next cycled of preparation.</i> | | | |

Note: Those characteristics marked by * require additional tools for LGAs to describe in DADP.

Scoring Conditions:

0 = No/Almost no description or compliance.

1 = Described to some extent or Compliance to some extent.

2 = Well described or Good compliance.

3.3 Calculation of the Total Score of a DADP and Classification of the Quality Level

The **Total Score** of a DADP is calculated by adding all the scores given to individual characteristics. Because there are 23 effective characteristics (1 for **DADP Structure**, 10 for **DADP Context**, 5 for **PA Criteria**, 2 for **Interventions**, 3 for **Budget**, 1 for **Action Plan**, and 1 for **M&E**), and each characteristic is scored maximum 2, the maximum total score obtainable is **46**.

Against this total score of 46, the quality level of DADPs will be divided into the following three groups.

- 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**.

At the same time, parallel to the calculation of the total score, score of each aspect (let us call it the **Aspect Score**) will be computed. The Aspect Score will be produced by averaging the scores of the characteristics within the aspect. Namely, for the aspect of DADP structure which has only one characteristic, the aspect score is the same as the characteristic score. For the aspect of planning, however, since the aspect has 13 characteristics, the aspect score is computed by taking the average of the whole 13 characteristics scores, i.e. Aspect Score of Planning = (Sum of the 13 characteristics scores) / 13. The purpose of calculating aspect scores is to find out weak aspects of a particular DADP in comparison with other DADPs. Knowing this information, we could advise LGAs more precisely which aspect should a LGA improve in the next cycle of planning.

3.4 Observations and Recommendations

As described in Table 1, the evaluation of DADPs should go with the statement of “Observations and Recommendations”. In fact this textual evaluation is an essential component of the entire evaluation as the numerical assessment could not capture every detail of the quality characteristics of a DADP.

In preparing Observations and Recommendations, consideration should be given to such factors as overall consistency of a plan, effectiveness of interventions, and efficiency of the plan. An overall consistency is examined by looking at proposed interventions in terms of LGA’s resource availability, time constraints, capacity constraints as well as external conditions such as market access and service provision. The effectiveness of interventions is measured with regard to the overall goals of agricultural development rather than individual interventions. Due consideration should be given to synchronized effect of multiple interventions, with which several activities could produce more than simple sum of each activities. Also innovative approach is indispensable to tackle issues given the currently existing constraints. Finally the efficiency aspect of DADP should also be looked at. It is often the case that too much resource is spent in circumferential activities such as preparation and administrative works. Tasks should be carried out by minimum number of personnel and the division of labor should be promoted.

All and all, the section of “Observations and Recommendations” should be considered as a very important component of the evaluation as it makes the evaluation more vivid and would be a superb vehicle of the evaluation to convey key information to LGAs.

3.5 Criteria for Scores for each Characteristic

The following table summarizes the criteria for scores for each characteristic during an assessment of the DADP.

Table 2: Criteria for Scores for each Characteristic

| Aspect/ Characteristic | | 0 | 1 | 2 |
|------------------------|---|------------------------------|---|--|
| Structure | 1.1 Does DADP follow the Table of Contents? (20 chapters/sections in Total) | 0 - 9 | 10 - 17 | Above 17 |
| | 2.1 Are Mission/Objectives/Targets consistent with ASDS/ASDP | No description | Description on one of three, 1) Enabling env for Priv sect. involvement, 2) Food security, and 3) Poverty reduction. | Description on at least two of three (Enabling env., Food security, and Poverty reduction) |
| DADP Context | 2.2 Are key problems clearly stated? | No description | Unclear/Insufficient description (incl. bullet sentences only) | Description with analysis of “why problems occurred” and “how problems affect communities” |
| | 2.3 Do strategies sufficiently address the key problems of respective districts? (Consideration to be given to no. of problems and linkages) | No description | Description but without matching problems (<50%) | Description addressing with problems (>=50%) |
| | 2.4 Are past achievements and causes of shortfalls clearly stated? | No description | Unclear / Insufficient description on 1) achievement, 2) problems experienced, 3) measures | Full description on all of 3 elements, 1) achievement, 2) problems experienced, 3) measures |
| | 2.5 Does DADP give need assessments of capacity building and agricultural service provision? | No description | General needs either in CB or Services described | Specific needs either in CB or Services described |
| | 2.6 DADPs formulation process: (Is DADP derived from VADPs?) (Attention to be given to details of interventions) | No description | General description (e.g. just sentence referring to O&OD, VADP or participatory manner) | Description with evidence of derivation (e.g. attachment of selected VADPs or detailed explanation) |
| | 2.7.1 Are prioritization conditions appropriately stated? | No description | Description with unclear criteria for consolidation | Description with clear criteria considering ASDP and farmers’ wants |
| | 2.7.2 Has any prioritization of interventions been done? | No description | Phasing (sequence) is considered in either of the following: 1) Area of interventions 2) Choice of interventions | Phasing (sequence) is considered in both of the following: 1) Area of interventions 2) Choice of interventions |
| | 2.8 Is the three year plan concept understood and used? (As per MTEF) | No, planning for 1 year only | Yes, planning for 3 years but no description on how they have modified according to previous experience | Yes, planning for 3 years with description on how they have modified according to previous experience |
| | 2.9 Are interventions properly linked to realize set Targets? | No links | Some links | Good links (Interventions need to be comprehensive to address the Target) |

| Aspect/ Characteristic | | 0 | 1 | 2 |
|---|--|---|--|---|
| Consideration to PA Criteria | 3.1 Does DADP contain an analysis of the district’s agricultural potential, opportunities and obstacles to development? | No description | Description of SWOT | Description of SWOT with a diagnostic assessment or private roles and opportunities identified |
| | 3.2 Are DADPs assessed for the level of implementation as per activities and budget? | No description | Description on % only | Detailed description (e.g. problems encountered) |
| | 3.3 Does DADP inform the number of wards which have established farmer fora? | No description | Description on the numbers and names of Wards only | Detailed description (e.g. how they are functioning) |
| | 3.4 Does DADP describe the percentage of LGA budget for extension used for contracting services through private providers? | No description | Description on % only | Detailed description (e.g. which kinds of activities and how they are performing) |
| | 3.5 Does DADP describe linkages with Zonal Agricultural Research and Development Institutes (ZARDI)? | No description | Simple description (e.g. bullet sentences) | Detailed description (e.g. which kinds of technology is delivered from ZARDI and how they are performing) |
| | *3.6 For investment interventions, is Profitability and/or Economic viability stated? | (to be determined) | (to be determined) | (to be determined) |
| | *3.7 For investment interventions, is sustainability considered? | (to be determined) | (to be determined) | (to be determined) |
| | *3.8 For investment interventions, is environmental consideration described? | (to be determined) | (to be determined) | (to be determined) |
| Interventions (Activities) | 4.1 Appropriate use of Grant by categories? (Basic and Top Up, DADG, A-CBG, and E-EBG) (eligibility of interventions) | No description on the source of funds | Partial description/ Incorrect use (See Attachment 1) | Detailed description and correct use (See Attachment 1) |
| | 4.2 Are identified Targets feasible and practical? (i.e. SMART?) | Targets are not SMART | Some Targets are SMART | Almost all Targets are SMART |
| Budget | 5.1 Is proper MTEF format and or PlanRep used? | Neither format used | Either form No.6 or 3 (a) | Use of PlanRep2 |
| | 5.2 Is the costing realistic? (Sample check) (Look at Unit costs and quantities, and Are they reasonable?) | Many cases of unrealistic costing | A few unrealistic cases (3-4 cases max.) | Almost no unrealistic cases (2 cases max.) |
| | 5.3 Is the costing correct? (Sample check) (Any miscalculation?) | Many mistakes | A few mistakes (3-4 mistakes with small amount max.) | Almost no mistakes (2 mistakes with small amount max.) |
| Action Plan | 6.1. Is the Action Plan appropriately structured? (Sufficient <u>components</u> included and reasonable <u>sequence</u> of actions?) | Not properly structured (Important component missing, or unreasonable sequence) | Some part is not proper. (A few comp. missing, or sequence is some part unreasonable.) | Almost all properly structured. |
| M&E | 7.1 Does DADP include M&E plan? | No description | Unclear description (e.g. bullet sentences only) | Detailed description with methodology |
| Observations and Recommendations | | <i>After going through the evaluation of all characteristics, the DADP should be given an overall observations and specific issues, if any. Also, a DADP should be given recommendations for further improvement in the next cycled of preparation.</i> | | |

Annex

Annex 1.

Rationale of the Characteristics of the Appraisal Criteria

| Characteristics | Rationale |
|---|--|
| 1. DADP Structure | |
| 1.1 Table of Contents How much do LGAs follow the Table of Contents suggested by the National Facilitator? | ASLMs National Facilitators distributed the Table of Contents to LGAs during the backstopping exercise in March 2007 with the aim of assuring and standardizing the contents to be included in the DADP. The compliance is a basic requirement for DADPs to be of good quality. |
| 2. Planning | |
| 2.1 Mission/ Objectives/Targets Are Mission/Objectives/Targets consistent with ASDS/ASDP | Since DADPs are a major part of ASDS/ASDP, a quality DADP should have objectives/targets that are in line with those policy documents. In the documents, the primary objective is to create an enabling environment for improving agricultural productivity and profitability, hence these should be considered in the Plan. |
| 2.2 Key Problems Are key problems clearly stated? | In order to achieve the mission/objectives/targets, DADPs should identify problems properly. It is a starting point to identify root cause and problems for any good plans. Analyzing why they are problems and how they affect farmers is necessary to recognize how the DADP intervenes to solve them. |
| 2.3 Strategies Do strategies sufficiently address the key problems of respective districts? (Consideration to be given to number of problems and linkages) | A quality DADP should have strategies which solve the problems. The strategies should have the vision of how to achieve the objectives beyond finding a solution to each specific problem, i.e. an overall strategic framework. |
| 2.4 Achievements and Shortfalls Are past achievements process and a causes of shortfalls clearly stated? | As a DADP is a three-year rolling plan, it should include the reviews of previous achievements, problems/shortfalls/challenges experienced and lessons learnt, without which no improvement would be possible. |
| 2.5 Need Assessments Does DADP give need assessments of capacity building and agricultural service provision? | Any effective supports and interventions should be demand-driven, responding squarely to existing needs. Since DADPs support components such as capacity building for farmers, private and public sector service providers, a quality DADP should give descriptions on the need assessments of those areas. |
| 2.6 DADPs formulation process Is DADP derived from VADPs? (Attention should be given to details of interventions) | A quality DADP has a special characteristic in that it combines national policy (i.e. the policy of ASDS) with farmers' wants. In this regard the process of producing a DADP should be derived from VADPs. Furthermore, the process should take into account the feasibility of each intervention within their overall strategic framework. |
| 2.7 Prioritization Are prioritization condition appropriately stated? Has any prioritization of interventions been done? | Given the limited resources, DADP can not address every demand. Interventions need to be screened by proper prioritization. The reasons and criteria for the prioritization should also be clearly described. On the other hand, the DADP should state intervention/s (among the prioritization) that has/have been done. |
| 2.8 Three year plan concept Is the three year plan concept understood and used? (As per MTEF) | DADPs are based on the MTEF format. MTEF is a budget based tool. It is a three year plan that rolls out annually. A quality DADP should apprehend and adopt the three year plan concept. |

| Characteristics | Rationale |
|--|--|
| <p>2.9 Target intervention Are interventions properly linked to realize set Targets?</p> | <p>Selected interventions should be effective to tackle identified problems, i.e. Targets, hence have clear linkage with the Targets. Preferably each intervention should address the number of beneficiaries, target areas, and its own specific objective with indicators and a time frame so that ASLMs and RS can recognize activities at field level. Target intervention should be SMART (Specific, Measurable, Achievable, and Relevant with Time bound).</p> |
| <p>3. Consideration to the Performance Assessment (PA) Criteria</p> | |
| <p>3.1. Analysis of Agricultural potential Does DADP contain an analysis of the district’s agricultural potential, opportunities and obstacles to development?</p> | <p>This is a criterion for enhanced DADP funds indicated in the Guidelines. An effective plan needs to look at potential and arrange interventions to exploit such potential.</p> |
| <p>3.2. Level of Implementation Does DADP assess for the level of implementation as per activities and budget?</p> | <p>This is a criterion for enhanced DADP funds indicated in the Guidelines. For a monitoring purpose, progress of implementation should be reported and studied if any delay were observed.</p> |
| <p>3.3. Number of Farmer Fora Does DADP inform the number of wards which have established farmer fora?</p> | <p>This is a criterion for enhanced DADP funds indicated in the Guidelines. Farmer forum is one of major vehicles of farmer empowerment.</p> |
| <p>3.4. Percentage of Budget for Private Service Providers Does DADP describe the percentage of LGA budget for extension used for contracting services through private providers?</p> | <p>This is a criterion for enhanced DADP funds indicated in the Guidelines. ASDS/ASDP requires promotion of private sector involvement particularly the service provision.</p> |
| <p>3.5. Linkage with ZARDI Does DADP describe linkages with Zonal Agricultural Research and Development Institutes (ZARDI)?</p> | <p>This is a criterion for enhanced DADP funds indicated in the Guidelines. Without tapping on new technologies and research outputs, agricultural advancement would hardly come by.</p> |
| <p>*3.6. Profitability and Economic Viability For investment interventions, is Profitability and/or Economic viability stated?</p> | <p>This is a criterion for enhanced DADP funds indicated in the Guidelines. For investment, economic viability is very essential. If such is not assured, resources would be wasted.</p> |
| <p>*3.7. Sustainability For investment interventions, is sustainability considered?</p> | <p>This is a criterion for enhanced DADP funds indicated in the Guidelines. If an intervention is not sustainable, it would last only a short time and often end up with very limited impacts or require repeating interventions.</p> |
| <p>*3.8. Environmental Consideration For investment interventions, is environmental consideration described?</p> | <p>This is a criterion for enhanced DADP funds indicated in the Guidelines. In principle, any development interventions should not severely adversely affect environment because degradation is often difficult to recover once damages are done.</p> |
| <p>4. Interventions (Activities)</p> | |
| <p>4.1. Grants Appropriate use of Grant by categories, i.e. Basic and Top Up, DADG, A-CBG, and E-EBG?</p> | <p>The use of the DADP grants, i.e. Basic and Top Up, DADG, CBG and EBG needs to be described for budgetary monitoring as well as ensuring effective intervention.</p> |
| <p>4.2. SMART Targets Are identified Targets feasible and practical? (i.e. SMART?)</p> | <p>Unfeasible or unpractical targets are almost meaningless as they are not achievable hence not functional as targets.</p> |

| Characteristics | Rationale |
|---|---|
| 5. Budget | |
| 5.1. Format Is Proper MTEF format and or PlanRep used? | Either MTEF or PlanRep 2 format should be used by DADPs. |
| 5.2. Realistic Costing Is the costing realistic? | Unrealistic costing implies the lack of commitment and often leads to waste of resources. Also such loose practice become potential base of embezzlement. |
| 5.3. Correct calculation of Costs Is the costing correct? | Miscalculation of budget results in inconsistency of activities and eventually ends with waste of resources. |
| 6. Action Plan | |
| 6.1. Realistic Action Plan Is the Action Plan realistic? | If an action plan is not realistic, it implies that the entire plan of interventions is not seriously considered. Similar to the costing, unrealistic plan indicate lack of commitment on the side of planners. |
| 7. M&E | |
| 7.1 Does DADP include M&E plan? | M&E is very important in continuous exercise of interventions. Without M&E, i.e. feedbacks, no improvement is possible, hence no advancement. |

Annex 2. 2008/09 DADP Evaluation Sheet (Example)

Name of Evaluator

Region:.....

Date of Evaluation

LGA.....

| Aspect | Characteristic | Score (0 to 2) | Remark |
|---------------------|---|-------------------|----------------|
| Str | 1.1. Does DADP follow the Table of Contents? (20 chapters/sections) | 1 | |
| DADP Context | 2.1. Are Missions/Objectives/Targets consistent with ASDS/ASDP? | 1 | |
| | 2.2. Are key problems clearly stated? | 2 | |
| | 2.3. Do strategies sufficiently address the key problems of respective districts? (Consideration to be given to number of problems and linkages) | 0 | |
| | 2.4. Are past achievements and causes of shortfalls clearly stated? | 1 | |
| | 2.5. Does DADP give need assessments of capacity building and agricultural service provision? | 2 | |
| | 2.6. DADPs formulation process: (Is DADP derived from VADPs?) (Attention should be given to details of interventions?) | 0 | |
| | 2.7.1 Are prioritization conditions appropriately stated? | 0 | |
| | 2.7.2 Has any prioritization of interventions been done? | 1 | |
| | 2.8. Is the three year plan concept understood and used? (As per MTEF) | 1 | |
| Consideration to PA | 3.1. Does DADP contain an analysis of agricultural potential, opportunities and obstacles to dev.? | 1 | |
| | 3.2. Are DADP assessed for the level of implementation as per activities and budget? | 2 | |
| | 3.3. Does DADP inform the number of wards which have established farmer fora? | 1 | |
| | 3.4. Does DADP describe % of budget for extension for contracting private service providers? | 1 | |
| | 3.5. Does DADP describe linkages with ZARDI? | 2 | |
| | 3.6. For investment interventions, is Profitability and/or Economic viability stated? | | Not applicable |
| | 3.7. For investment interventions, is sustainability considered? | | Not applicable |
| | 3.8. For investment interventions, is environmental consideration described? | | Not applicable |
| Intervn. | 4.1. Appropriate use of Grant by categories (Basic and Top Up, DADG, A-CBG, and E-EBG) | 1 | |
| | 4.2. Are identified Targets feasible and practical? (i.e. SMART?) | 1 | |
| Budget | 5.1. Is Proper MTEF format and or PlanRep used? | 1 | |
| | 5.2. Is the costing realistic? | 0 | |
| | 5.3. Is the costing correct? | | |

| | | | | | | | |
|---|------------------------------------|---------|-----|---------------|--------|-----------|---------------------|
| AP | 6.1. Is the Action Plan realistic? | | | | | 1 | |
| M&E | 7.1 Does DADP include M&E plan? | | | | | 1 | |
| Total Score (Maximum point = 46) | | | | | | 23 | Status: FAIR |
| Aspect Score | Structure | Context | PA | Interventions | Budget | AP | M&E |
| | 1.0 | 0.8 | 1.4 | 1.0 | 1.0 | 0.5 | 1.0 |
| Observation | | | | | | | |
| Recommendations | | | | | | | |

Annex 3

DADPs STRUCTURE

The following is the suggested structure of a DADP supplied by the National Facilitation Teams. It is expected that all LGAs consider this as a base of DADP Table of Contents.

The total number of chapters and sections is 23. Note that those chapters composed of multiple sections are counted only by the number of sections.

1. Executive Summary
2. Background Information/District Profile
 - Location and Area
 - Topography and Climate
 - Demography
 - Administrative
 - Economic status
 - Markets
3. District Agricultural Situation Analysis/SWOT
 - Provide detailed district situation analysis in terms Strength, Weakness, Opportunities and Threats.
4. Policy and Strategies (Agricultural Sector Policy and Strategies)
 - ASDS
 - ASDP
 - Council Strategic Plan
5. Vision Statement of the Council
6. Mission Statement
7. Objectives
8. Review of Previous DADPs Performance
 - Planned Targets vs. Achievements
 - Problems Experiences and
 - Future Strategies
9. District Proposed Priority Agricultural Interventions
10. Cost Estimate (Using MTEF forms as per PMO-RALG Budget Guidelines)
11. Action plan

Annex 4.

References

1. DADP Guidelines (Kiswahili version November 2007, English version 23rd July 2007)
2. DADPs Maandalizi Kwa Mwaka 2008/09 (Oct. 16, 2007)
3. LGCDG Manual for the assessment of Councils against minimum access conditions and Performance measurement assessment (November 2004)
4. LGCDG System Implementation and Operations Guide (July 2005)
5. DADP Quality Assessment reports by JICA-RADAG