

Appendix 11

DADP QUALITY ASSESSMENT/APPRAISAL REPORT 2008/2009

1.0 INTRODUCTION

The Agriculture Sector Development Programme (ASDP) is a Sector Programme largely implemented at the district level through the District Agricultural Development Plans (DADP). The objective of the programme is to ensure agricultural productivity and profitability, reduce poverty and ensure food security. To achieve the ASDP objectives the DADPs that are prepared for implementation have to be of good quality. The role of District Councils is to prepare and implement DADPs as an integral part of DDPs while the ASLMs are charged with the responsibility to ensure the quality of DADPs design and implementation.

Observations made by the past few monitoring exercises including the Joint Implementation Reviews, the national DADP backstopping activities, suggests that the quality of DADP still needs to be boosted up. In this regard the ASLMs have decided to conduct the quality assessment of DADP for 2008/09 during the planning period aiming to improve its quality by identifying critical weakness and inform LGAs on *areas of improvement* before approval of the plan by full council in March/April 2008.

The quality assessment was coordinated by the Planning Thematic Working Group. The group among other duties is responsible for ensuring the quality designed and implementation of DADPs to achieve the objectives of the ASDP.

1.1 OBJECTIVE

The overall objective of the assessment/appraisal is to improve the quality of DADPs for year 2008/2009

1.1.1 Specific objectives

- i. Assess the quality of the draft DADPs for 2008/2009 submitted to PMO-RALG using the *quality assessment criteria*
- ii. Provide feedback to LGAs to improve the final DADP document for 2008/2009

2.0 METHODOLOGY

The assessment was carried out by the national assessment team comprised of ASLMs experts. The team comprised of 12 members where each member managed to assess about 11 DADPs documents and produced the assessment

results which were consolidated into the DADPs assessment report containing specific findings and recommendations. A total of 133 draft DADPs for 2008/2009 submitted to PMO-RALG was critically assessed by the team using the *quality assessment/appraisal criteria*. Specific findings were to be communicated to all LGAs with immediate effect to enable them to improve DADPs for 2008/2009 before approval by full Council.

2.1 Time frame

The task was carried at SUA – Engineering department hall in Morogoro region for ten days (01st - 10th March/2008. The exercise commenced with one day orientation seminar to the assessment team held on Saturday 01st March 2008 pertaining the assessment techniques.

2.2 The Assessment/Appraisal tool

The quality assessment was carried out using the DADPs appraisal criteria. The tool was developed based on seven aspects. The aspect in this exercise is defined as a set of characteristics that represent a particular nature of the quality DADPs. They include *the structure of the DADPs; planning context; Performance Assessment (PA) criteria; Type of interventions; Budget; Action Plan* and *M&E Plan*. Each aspect is composed of several characteristics that specify particular elements that collectively describe the nature of an aspect that inform the quality DADPs.

The DADPs documents were assessed against the aspects by analyzing specific characteristics and assigned a *numerical value* or *Score*. Scores attached to each character were then analyzed to get a total and average score for each aspects for all DADPs assessed. After the analyses of the scores, the DADPs were categorized into three levels with respect to quality: *poor; fair/average* and *good* DADPs. For all the three category of quality DADPs, general and specific observations were identified and recommendations made for all LGAs on specific areas that were required to be improved before submission of final DADPs for 2008/2009.

2.3 DADPs quality assessment results

In general the scoring results indicate the following:

- National average total score is 24 against a total score of 46 points.
- The highest score was obtained in Mbeya Region with score 32 followed by Kigoma with 30, and the lowest is Dar es Salaam with 11 and Morogoro 17.

As indicated in section 2.2 in terms of score, the results on quality of DADPs was categorized into three categories of Fair/average, good and poor quality plan. 50% of LGAs gained Fair/average, 20% gained Good and 29% gained Poor quality plan respectively (*Annex 1*).

2.4. General Findings/Observations

General findings of the assessment classified per aspects are as follows:

2.4.1. Report structure

- Presentation format (structure) of DADP was not adhered by DFTs. There is a poor organisation of the sequence of different items. Only 41% of LGAs assessed adhered with recommended DADPs structure/Format.

2.4.2. Planning/context

- There is weak understanding of key planning terminologies like strategy, objectives and targets with respect design and application. Only 41% of the LGAs managed to link their Interventions properly to realize the set targets
- The concept of three year rolling plan is still not clear, only 26% of the LGAs understood clearly the three year plan as per MTEF, 61% fairly understood and applied it and 14% did not understand it.
- Prioritisation of interventions was weakly addressed (criteria of prioritisation not stated) by many LGAs. About 67% LGAs failed to describe prioritization criteria. However, 62% of the LGAs did prioritize their interventions.
- Problem analysis was not properly done by districts hence targets formulated were not feasible and practical by many LGAs, about 13% LGAs failed to have strategies addressing key problems.
- Capacity building need assessment was not properly done so as to address felt needs of the LGA. Only 25 % of the LGAs managed to show the specific need for capacity building and agriculture services
- The past performance review of the agricultural programmes/DADPs was not addressed properly.
- On-going projects were not reported

- Concept of cost-sharing and community ownership not well adhered. Many districts has a plan to purchase and supply materials to farmers without considering sustainability.

2.4.3. Performance Assessment Criteria Considerations

- Research activities for crops and livestock are not addressed in DADP. About 83 % of LGAs did not show any linkage with Zonal Agricultural Research Development Institute (ZARDI)
- There is limited involvement of private sector. About 58% of LGAs did not plan to involve the private sector in provision of agriculture services.
- Formation of farmer fora was not addressed for almost all LGAs (86%).
- There is a problem on identification of the district potentials and opportunities.

2.4.4. Intervention

- The categorisation of ASDP Grants particularly the top up EBG and A-CBG is not clear among LGAs. Only 33% of the LGAs were able to specify properly the use of various categories of grants as per guidelines.
- Market development related interventions are not adequately addressed.
- The planned activities/interventions per target are too many. Relatively few LGAs (38%) managed to set SMART targets while 14% of LGAs did not manage to set their targets properly at all
- Significant amount of the DADP fund used to finance undergraduate studies.

2.4.5. Budget

- More money is committed to per diem and other forms of allowances than actual investments on the ground.
- Most LGAs did not use PlanRep. Only 37% of LGAs managed to used PlanRep2 to generate MTEF

2.4.6. Action Plan

- Action plan and cash flow was not addressed by many LGAs. Only 21% of the LGAs produced Action Plan including Cash Flow as per Budget guidelines and 56% failed to include it.

2.4.7. Monitoring and Evaluation plan

- M&E plan was not addressed by many LGAs

3.0 Recommendations

3.1 General recommendations

- The LGAs are required to follow the recommended DADP structure. All sections should be covered in the document.
- The RS should scrutinise the DADP documents before submission to PMO-RALG.
- Planning skills should be enhanced with particular emphasis on identification of potentials and determination of priorities.
- DFTs should be trained on planning and budgeting using MTEF concept.
- The link between LGAs and Zonal Agricultural Research Development Institutes should be strengthened to address research issue in DADPs.
- RS and DFT backstopping on DADP planning and implementation should be strengthened.
- In all DADPs more attention should be given to marketing and private sector.
- The LGAs should use PlanRep to minimize errors.
- Cost sharing should be observed according to DADP Guidelines.
- Training should be done for improving presentation of the DADP document including formatting, organizing and overall arrangement.
- Clear guidance about the allocation of the activities to the proper grant sources should be given to LGAs.

3.2 Specific recommendations.

The team provided specific recommendations for each council and they are attached to this document as *Annex 2*.

4.0 Way forward

S/N	ACTIONS	TIME	RESPONSIBLE
1	Circulate DADPs assessment results with specific recommendations to all LGAs to improve DADPs for 2008/2009	11/03/2008	PMO RALG
2	Training of RS on DADPs appraisal techniques using the appraisal criteria developed	15/05/2008	Planning TWG
3	To prepare a modal DADP and distribute to all LGAs	End of May 2008	Planning TWG
4	To visit poorly performing LGAs for technical support for DADP formulation.	15-20/03/2008	PMO-RALG

ANNEXES

Annex 1

Overall Quality Level of DADPs		Good	Poor	Total
Proportion falling into the categories.	50%	20%	29%	100%
Characteristics	0	1	2	Total
1.1. DADPs Structure/Format	6%	53%	41%	100%
2.1. Missions/Objectives/Targets	5%	44%	51%	100%
2.2. Key problems	3%	45%	52%	100%
2.3. Strategies	13%	51%	36%	100%
2.4. Past achievements	16%	47%	38%	100%
2.5. Need assessments	27%	48%	25%	100%
2.6. DADP derived from VADPs	5%	52%	43%	100%
2.7.1 Prioritization conditions stated	67%	20%	14%	100%
2.7.2 Prioritization done	38%	38%	24%	100%
2.8. Three year plan concept (MTEF)	14%	61%	26%	100%
2.9. Interventions to realize Targets	11%	49%	41%	100%
3.1. Agri. potential, O&OD	8%	38%	54%	100%
3.2. Level of implementation	21%	41%	38%	100%
3.3. No. of Wards with farmer fora	86%	5%	9%	100%
3.4. % of budget for Pri.ASP	58%	20%	22%	100%
3.5. Linkages with ZARDI	83%	11%	6%	100%
3.6. Profitability and/or Economic	...	...	...	...
3.7. Sustainability	...	...	...	...
3.8. Environmental consideration	...	...	...	...
4.1. Appropriate use of Grants	23%	44%	33%	100%
4.2. Targets (SMART?)	14%	48%	38%	100%
5.1. Proper format and or PlanRep	10%	53%	37%	100%
5.2. Costing realistic	19%	51%	30%	100%
5.3. Costing correct	11%	27%	62%	100%
6.1. Action Plan	56%	23%	21%	100%
7.1 M&E plan	65%	18%	17%	100%

Appendix 12

**Observation Note on
Training Workshop for Regions on
the Consolidation of DADP Quarterly Progress Reports in Morogoro
from November 17 to 19, 2008**

JICA RADAG

1.0 Introduction

Agriculture Section under PMO-RALG is responsible to consolidate the DADP quarter and annual progress report. The regions, as an extended arm of PMO-RALG, have a responsibility to consolidate district reports and submit regional level reports to PMO-RALG for further process.

However, the experience on the report consolidation at PMO-RALG has shown that even though the regions send the reports to PMO-RALG, most of them were found ineffective due to poor quality of data and no consistency of the formats used. PMO-RALG is thus often compelled to take over region's responsibilities. It re-collects district reports and re-consolidates them on behalf of the regions. Such kind of work-relation crafts a hard way for PMO-RALG to consolidate the report on time.

In order to have a common understanding among regions regarding report preparation, PMO-RALG organized three days training for RSs (RAA and RLA) on November 17-19 in Morogoro. The specific objectives of the training were to make the regions i) understand and apply the report format specified by Agriculture Section of PMO-RALG and ii) develop an executive summary after information analysis.

2.0 The training process and observations

2.1 Participants

The workshop was intended to train regional agricultural/livestock advisors (RAA and RKA) on report consolidation and preparation. The attendance was excellent as 40 (about 95%) out of 42 of advisors.

The absence of Dodoma advisors was due to Prime Minister's visit in the region. In light of this, RADAG recommends that the advisors should consult with PMO-RALG facilitators in order to have a similar training package before the next report preparation season come.

2.2 Training methodology and tools

It was an adult learning training that involved discussions, exercises and presentations. In the exercise session, the computer was highly used. It seemed to be difficult for most of the participants to apply computer techniques i.e. Microsoft Excel. The slow speed in excel application led to time constraints. As a consequence, the time allocated to the exercises became short. Some participants worked for the exercise even beyond the timetable, until late evening so as to accomplish their assignments.

It was observed that about 90% of the participants had computers except few of them such as Ruvuma and Kagera. According to them, there was computer limitation to their stations. Also there were some few participants with improper working laptops e.g. Arusha.

RADAG found substantial needs for training on computer skills to regional staff. Such training would build up their capacity of using computer to prepare and consolidate reports. The regions should have a plan to train their staff on computer skills and also to ensure the allocation of computers i.e. at least one laptop or desktop computer per departments.

2.3 Facilitators

Six facilitators were involved in the exercise. The facilitators were from PMO-RALG-four (4), MAFC- two (2) and JICA-RADAG –three (3). The tasks were assigned among facilitators. The government officials took a facilitation in each topic while their fellow (JICA/RADAG) provided technical support and advice all the time.

To some extent, there was a discussion among facilitators before and after the sessions; it was good for facilitators to obtain a common understanding on some issues. In some few areas, there was conflict of ideas among the facilitators but generally the facilitation team did work well.

RADAG recommends that, in future there is a need to have an adequate time to discuss and scrutinize the training materials before workshop starts in order to have a common understanding among the facilitators.

2.4 Timetable

The timetable was designed to serve three days to attain training purpose. Most of participants complained on a tight timetable. They said that the assignments required more time to work on it. For example, the exercise on sorting and data analysis should be allocated at least two days instead of single day, as the exercise had several steps which were confusing regions.

Despite of learning time being short, the timetable was followed as per plan. In order to reduce time constraints from next time, there will be a need to prepare a training manual for report preparation and excel techniques. The manual could include several aspects and steps e.g. information/data transfer (copy and paste), how to use PMO-RALG desirable formats, sorting and analysis steps for report preparation and submission.

2.5 Training Materials

The following materials were distributed in soft copy and hard copy.

- i) Note on reporting format including three summary tables for procurement, carry-over fund and DADP fund,
- ii) Presentation material for background and workshop objectives,
- iii) General Report format,

- iv) Code list for interventions,
- v) Code format (code sheet) and,
- vi) Analysis tables

It was observed that some of the materials were prepared or edited by facilitators during or after the sessions so as to suit the training purposes (e.g. information on DADP and Carry-over fund and Code list).

2.6 Outputs

There are three stages in consolidating the report, which are, i) preparation of a master excel file by using PMO-RALG format (which contains raw information/data of the quarter and carry-over funds of each LGA), ii) carrying out analysis on the data, iii) report writing and presentation.

The workshop provided both theory teaching and practical sessions. The theoretical part aimed to provide an idea and concept on report importance, while the practical sessions aimed to strengthen the ability on report preparation. One and half days were spent in preparing the master version file by entering raw data from the LGAs' reports to PMO-RALG format, while the remain days were used for analyze, report writing and presentation.

i) Main file preparation

Having the respective district reports in place, the participants succeeded to transfer some information/data of district's reports to the master format. Most of the participants used *copy and paste function* to transfer information into excel sheet.

It was observed that despite the work being tedious with limited time most of the participants transferred at least 3 to 4 districts raw information to the master file. After, practical session there was a discussion on the lesson learnt. The following were some of participants' views on the process. i) Some LGAs used multiple cells in an excel file to describe a single activity. In that case it was very difficult to transfer such information to the mater file by copy and paste. ii) Some reports included multiple activities in a single excel cell with a single cost budget. Therefore, it was difficult to know the exact cost of each activity. iii) LGAs did not use a proper format. And iv) some LGAs produced the entire report by a word form without any attachment in an excel form.

To handle the above problems, the facilitators visited participants' groups and demonstrated the desired operations.

ii) Analysis

The analysis part contains two exercises i.e. cording and sorting. In practical session, the participants faced a lot of difficulties, often due to poor computer skills. During discussion session the participants pointed out some of the problems that they faced in the exercise. i) Some of the activities have no codes for e.g., fisheries, bee keeping activities, boreholes/shallow wells and cattle troughs. ii) The district reports tended to combine

different activity as one activity e.g. purchase of computer and vaccination campaign as one activity hence difficult to assign the code.

iii) Report writing and presentation

In principle, the general report should include two parts i.e. executive summary and main report. The executive summary should be prepared after analysis of information and follow the format that was same as the national level report, while the main report is an attachment of the main report as per PMO-RALG format.

Regions were supposed to prepare and present their general reports at day three. Due to time constraints, only 10 regions made a presentation. The regions that made the presentation were Kigoma, Morogoro, Rukwa, Tabora, Lindi, Mbeya, Mtwara, Arusha, Shinyanga and Singida.

During the presentation it was observed that there was no common use or understanding of the report e.g. what issues should be reported under physical and financial progress. Some participants used tables while other wrote text only. It was further noted that most of the reports were mainly indicated an overall assessment of performance and implementation status while the financial progress was little indicated.

To sort out the confusion, a facilitator pointed out the best presentation (Mbeya region) and he used as an example to demonstrated on the preparation of physical and financial progress.

3.0 Issues raised by participants

The participants raised several issues regarding the DADP reports and involvement of RS in entire process. The following were major views:

- 1) Some of Regions felt that they did not have administrative power to instruct the districts on issues.
- 2) Sometimes PMO-RALG undermines or jumps the region by working with districts directly without notification to regions.
- 3) There is a time pressure on report submission at region as PMO-RALG tends to request the reports with short notice.
- 4) There is a need to establish an official electronic mail address at PMO-RALG instead of depending on the personal emails
- 5) Participants intended to know why PMO-RALG format was different from Government (MTEF, MoFEA) reporting format.
- 6) The government should consider the increase of budget and provide vehicles to regions for effective and efficiency of DADP follow-up.
- 7) While there is a component of capacity building (training) at district level, there is no such component at region.

The following were facilitator's response:

- 1) The regions as an extended arm of PMO-RALG have an administrative mandate to instruct districts. The districts should be responsible to regions.

- 2) Any information to district from centre is obligated to pass through regions first and not otherwise. But only some critical issues could be allowed.
- 3) The timeframe for report preparation and submission (being a quarter or annual report) is clear known by districts and regions. It was advised that each level should adhere to their schedule/work plan and time frame. Moreover, the PMO-RALG was used to sending a supplementary information (through a letter or fax) to remind the districts and regions on report submission deadlines.
- 4) Regarding the official address, the following address was designed before the end of training and agreed by the participants: kilimotamisemi@gmail.com. The address will be used by regions and districts to send files or even to communicate with PMO-RALG. However, the participants were advised that in case of any difficulty, alternative addresses were azizamsangi@yahoo.com, azizamumba@gmail.com and mwalikob@yahoo.co.uk.
- 5) The government has a plan to increase the budget at regional level and also to provide vehicles.
- 6) The reporting format and specification should be used as per client need. The district and regions should report in line with the client requirement so as to suit the vital purposes. All PMO-RALG and Government (MTEF) formats are right format to be used at a right place.
- 7) The issue of the region staff to be capacitated through ASDP fund could be taken on board as challenges, which needed further discussion. However, it was advised that the region could use RAS office budget to train their staff on further studies/training.

4.0 Conclusion and General Recommendation

Despite of the participant complains on tight timetable, in general the workshop was successfully done. The workshop objective was achieved as per plan, though follow-up will be needed. The participants managed to prepare and discuss the executive summary report. The master file (attachments) was developed by using the respective district reports in line with PMO-RALG format.

The practical sessions which used 75% of the total time of the workshop were important not only to strengthen the skills but also to revival the region's confidence i.e. on the use/application of format, analysis and report writing. Through practical sessions, the participants recognized the importance for the districts to prepare proper DADP quality reports. As an evidence of understanding the lesson, the participants mentioned some of the key issues to consider before and during report consolidation, which included; i) to have a proper district reports in place on time, ii) to use the format that directed by PMO-RALG, iii) to transfer a relevant information from district documents to region document with a caution that in excel sheet one cell should accommodate a single activity.

Despite of the above achievement, the critical bottlenecks could be the computer skill and knowledge sustainability. It was observed that most of the participants had limited skills on basic computer skills. The skill is highly needed by regions for better report

preparation. They need to be familiar with computer use. About knowledge sustainability, there is a worry whether the general knowledge and skills obtained by them would be exactly transferred to districts over a period of time. If they will wait long time without training the district, the acquired skills could probably disappear. The computer techniques need to be memorized frequently by the user.

Recommendations

1. As long as the excel technique is a broader subject, there is a need to regions and districts to have a regular training on computer skills. Such training could be organized by the districts themselves with capacity building fund and RAS office also could arrange training for their staff. To acquire computer skills would fortify the quality of reports from districts and regions.
2. PMO-RALG needs to develop a training guide manual. The manual could help the region prepare consolidated reports. The manual could deal with the issues on the procedures for report preparation and its relevant reporting techniques.
3. For sustainability, the knowledge obtained by regions staff shall be shared with other officials at region e.g. cooperative and natural resources officers and DFTs at districts.
4. PMO-RALG need to assess the quality of region reports (as has been done the case for DADP documents) so as to motivate the region to improve the quality of their report.

Attachments:

1. Steps in reporting preparation(with tables for procurement, carry-over fund and DADP fund)
2. General report format
3. Codes and descriptions
4. Code format
5. List of codes
6. Timetable
7. Names and addresses of participants

Appendix 13

JAPAN INTERNATIONAL COOPERATION AGENCY (JICA)

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

**Study on ASLMs' Monitoring and Evaluation (M&E) Capacity for
District Agricultural Development Plans (DADPs)
implemented within the Agricultural Sector Development Programme (ASDP)
(Final Draft)**

July 2006

Satoko Emoto

Table of Contents

1. Introduction.....	1
1.1 Background.....	1
1.2 Objectives of the Study	1
1.3 Methods and Areas of the Study.....	2
1.4 Members of the Study Team.....	2
1.5 Work Schedule.....	2
2. Overview of the DADP Processes in 2003/04 – 2005/06	3
2.1 Outline of the DADP Process.....	3
2.2 The 2003/04 DADP Process.....	3
2.3 The 2004/05 DADP Process.....	7
2.4 The 2005/06 DADP Process.....	10
3. ASLMs' M&E System for DADPs: Actual Situation.....	12
3.1 Overview of ASLMs' Monitoring of DADPs in 2003/04 – 2005/06	12
3.2 ASLMs' Monitoring of DADPs in 2005/06	15
4. Case Studies of ASLMs' DADP Monitoring in Tabora and Coast Regions	19
4.1 DADP Monitoring in Tabora Region	19
4.2 DADP Monitoring in Coast Region	26
5. Measures to be taken by ASLMs to strengthen their M&E Capacity for DADPs.....	27
5.1 Measures to improve ASLMs' Current M&E System for DADPs.....	27
5.2 Possible Framework of ASLMs' M&E Capacity Building for DADPs	30
6. References.....	31
7. Timetables of the Field Study	33
8. Persons Interviewed	33

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
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

Executive Summary

The study was conducted in late May – mid July 2006 with a view to strengthening ASLMs' M&E capacity for DADPs. The specific objectives are to:

- (1) Review ASLMs' current M&E system for DADPs;
- (2) Assess ASLMs' M&E capacity through participation in their monitoring activities (including preparation, consultation at regional and district levels, collection of receipts and other documents, site visits, report writing, etc.) for DADPs;
- (3) Examine measures to improve ASLMs' current M&E system for DADPs; and
- (4) Suggest a possible framework of M&E capacity building for DADPs.

The present report consists of five sections. Section 1 explains the background, objectives, methods and work schedule of the study. For the above-mentioned objectives, the study was conducted through literature review, interviews and discussions with officials of ASLMs and LGAs and field visits in some districts of Tabora and Coast Regions. In particular, the monitoring activities of ASLMs officers with regard to the DADP implementation at regional, district and field levels were closely looked at through participant observation.

Section 2 reviews the DADP processes in 2003/04 – 2005/06. There occurred various disorder in instruction and communication between ASLMs and LGAs mainly because the budget was allocated to MAFS (MAFC from January 2006), not to PO-RALG (PMO-RALG from January 2006) as initially assumed. Fund disbursement to LGAs tended to be delayed even in the third year, which significantly reduced the time available for implementation and affected the performance. ASLMs' preparation and coordination for the DADP operation, particularly dissemination of the DADP Guidelines, were still inadequate. Although ASLMs conducted the monitoring of DADPs by dispatching their staff to regions and LGAs at the end of every financial year, the methods of M&E have yet to be established and made known at all levels.

Section 3 describes the current state of ASLMs' M&E system for DADPs. The monitoring carried out by ASLMs in 2003/04 – 2005/06 is basically for tracking of financial and physical implementation but, though it may not be evaluation per se, does not contain a mechanism to measure outcomes and impacts. Reports submitted by individual monitoring officers are not uniform because no reporting format is provided to them, even though the TOR indicate points to be monitored and reported. The TOR themselves varied each year. In May-June 2005, MAFS dispatched 21 officers for monitoring the 2004/05 DADPs nationwide but failed to prepare a comprehensive report. In May-June 2006, MAFC dispatched 40 officers for monitoring the 2005/06 DADPs, including some officers who had no previous experience in monitoring DADPs. As of July 12, 2006, the ASDP Secretariat is preparing a comprehensive report, but the contents of the draft report are not necessarily consistent with the TOR.

Section 4 reports the findings of the case studies of ASLMs' DADP monitoring in Tabora and Coast Regions in May – June 2006 in which the study team participated. In Tabora Region, the study team joined two MAFC officers, an irrigation extension officer and a crop breeder. Following the TOR, each officer carried out: 1) interviews with regional advisers, LGAs officers and beneficiaries; 2) collection of documents, such as action plans, acknowledgment receipts, copies of payment vouchers and physical and financial progress reports; and 3) site visits. The former officer tended to give LGAs officers more advice on how to cope with the problems, which may be attributed to his profession. The latter officer was assigned to this task for the first time. There was virtually no prior notification of this monitoring from the

center to the RS or LGAs. Beneficiaries/communities did not effectively participate in most of the sites visited, with a few exceptions in which beneficiaries happened to come or be there. It is not clear whether the value for money, i.e., the quality of work performed against the fund spent, was sufficiently assessed. In Coast Region, the study team's participation in the DADP monitoring was limited to Mkuranga DC due mainly to a conflict in the work schedule.

Section 5 proposes measures to improve ASLMs' current M&E system for DADPs and a framework for strengthening their M&E capacity. Although this study focuses on ASLMs' M&E capacity for DADPs, it could be first questioned whether the monitoring of DADPs in present form, i.e., dispatching ASLMs officers to every council of the country, is what the technical ministries are supposed to undertake within ASDP. The major program documents for ASDP have clarified the division of M&E responsibilities. ASLMs' role is basically to evaluate the performance of DADPs through annual assessment, and at district level, the relevant standing committee of the LGA is responsible for monitoring the implementation of DADPs, while RSs monitor implementation of DADPs in their respective regions.

Nevertheless, it would be necessary to improve ASLMs' M&E system for DADPs if they were to continue to monitor DADPs in the way they did in 2003/04 – 2005/06. The study team proposes the following measures to improve the M&E system for DADPs.

- 1) Review and re-formulate the TOR
- 2) Establish a reporting and feedback system
- 3) Involve RSs in the DADP monitoring
- 4) Enhance ASLMs officers' knowledge and skills

The table below presents a possible framework of M&E capacity building for DADPs based on ASLMs' current M&E system for DADPs reviewed in the preceding sections.

Institution	Areas to be Strengthened	Methods
DPPs, ASLMs	<ul style="list-style-type: none"> Decision making Review of reports Report to ICC Feedback to and from stakeholders 	<ul style="list-style-type: none"> Executive training (?)
ASDP Secretariat	<ul style="list-style-type: none"> Knowledge and skills on planning and M&E Coordination Report writing 	<ul style="list-style-type: none"> Training for planning and M&E Training for coordination Training for report writing
ASLMs Officers	<ul style="list-style-type: none"> Knowledge and skills on planning and M&E Knowledge on ASDS/ASDP Report writing 	<ul style="list-style-type: none"> Training for planning and M&E Guidance on ASDS/ASDP Provision of report format
Regional Secretariats	<ul style="list-style-type: none"> Technical and financial capacity Knowledge and skills on planning and M&E Report writing Logistics 	<ul style="list-style-type: none"> Training for planning and M&E Provision of report format (already in the recent guidelines) Additional funds for M&E

Source: Elaborated by the study team based on the review presented in Sections 2, 3 and 4 above and previous work: 1) Explorative M&E Capacity Building Mission, National Level, Draft Aide Mémoire, March 15, 2005; 2) United Republic of Tanzania, District Agricultural Development Plans Support Programme July 2005 – June 2012, Volume II: Annexes, Draft, May 9, 2005, Annex 2: M&E Current Practices, Issues and Recommendations; and 3) S. Ramadhani and D. Ticehurst, "The Agricultural Sector Development Programme: A Monitoring and Evaluation Framework: Draft Proposal for discussion", July 5, 2005.

The most crucial is, however, DPPs' clear recognition of the significance of M&E and utilization the results in their decision-making. Without strong institutional motivation to learn from previous experience, M&E, as well as strengthening capacity therefor, would be useless.

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, focusing on the District Agricultural Development Plans (DADPs), through which ASDP is implemented at district and field levels.

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

The need for a more intensive assessment of the current M&E capacity, of both the public and private sectors, was addressed in the Joint Appraisal for the ASDP conducted in February 2006.² It was pointed out that the current M&E system, as specified in Annex 3 of the ASDP Government Programme Document, was strong in tracking funds and activities but weaker on outcomes and impacts and that the capacity building of M&E officers at various levels (national, region, districts, ward and village) would be necessary. The M&E system and its actual situation should be first analyzed in order to strengthen M&E capacity.

1.2 Objectives of the Study

This study was conducted to assist GOT in strengthening the M&E capacity for ASDP. While JICA-RADAG was cognizant of such a need at all levels, this study focused on ASLMs' M&E capacity for DADPs in response to MAFC's request. Its specific objectives are to:

- (1) Review ASLMs' M&E system for DADPs;
- (2) Assess ASLMs' M&E capacity through participation in their monitoring activities (including preparation, consultation at regional and district levels, collection of receipts and other documents, site visits, report writing, etc.) for DADPs;
- (3) Examine measures to improve ASLMs' current M&E system for DADPs; and
- (4) Suggest the possible framework of M&E capacity building for DADPs.

In addition, this study reviewed the DADP operation including sensitization, formulation, appraisal, fund allocation and disbursement, reporting and monitoring in the financial years from 2003/04 to 2005/06 in order to situate and examine the monitoring system within the entire process of the respective years. The findings are presented in Section 2 of this report.

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.

² ASDP, Appraisal Mission February 14 – March 1, 2006, DRAFT Aide Memoire, pp. 14-15.

The study was carried out as a part of JICA-RADAG's supporting activities for the effective and efficient implementation of ASDP. The findings of this study are to be presented to stakeholders including ASLMs, the ASDP Secretariat, the Regional Secretariats and District Councils visited with a view to facilitating their implementation of DADPs and shared with other development partners involved in the implementation of ASDP.

1.3 Methods and Areas of the Study

The study was conducted in Tanzania in late May – mid July 2006 through the review of relevant documents, interviews and discussions with officials of ASLMs and LGAs and field visits in some districts of Tabora and Coast Regions. In particular, the monitoring activities of ASLMs officers with regard to the DADP implementation at regional, district and field levels were closely looked at through participant observation. The timetable of the field study is presented in Section 7 of this report.

1.4 Members of the Study Team

Name	Assignment
Satoko Emoto	Team Leader / Sector Program / Agricultural Development
Togolai F. Dilliwa	Research Assistant

In addition, the study team participated in the monitoring activities (including interviews with district officers, collection of documents, site visits and wrap-up discussions) conducted by the following ASLMs officers.

Name	Affiliation	Region
Mr. A. O. Nicolao	Division of Irrigation and Technical Services, MAFC	Tabora
Ms. Ruth Kamala	Division of Research and Training, MAFC	Tabora
Mr. Simon Mpaki	ASDP Secretariat / Division of Policy and Planning, MAFC	Coast

The names and positions of those whom the study team interviewed at national, regional, district and field levels are indicated in Section 8 of this report.

1.5 Work Schedule

Task	May 2006	June 2006				July 2006	
(1) Preparation for the study	■						
(2) Review of the DADP processes	■	■	■				
(3) Review of ASLMs' M&E system for DADPs		■	■	■			
(4) Assessment of ASLMs' M&E capacity through participation in the DADP monitoring	■	■	■				
(5) Examination of measure to improve ASLMs' M&E system for DADPs				■			
(6) Examination of the possible framework of M&E capacity building for DADPs						■	
(7) Report preparation	24	31	7		14	■	■

Note: The study team participated in the trial training for DADPs to be conducted in June 19 – 24 and the preparation for the Agricultural Sector Review throughout this period.

2. Overview of the DADP Processes in 2003/04 – 2005/06

2.1 Outline of the DADP Process

The ASDS has introduced a set of innovative and practical actions that are considered critical to agricultural development in Tanzania, namely, 1) a focus on agricultural productivity and profitability, 2) the promotion of private sector/public sector partnerships and, 3) the decentralized implementation of ASDS through DADPs.³ The DADP was thus set out as a focal point of the new agricultural development strategy and further defined in the ASDP Framework and Process Document, which stipulated that DADPs were to be formulated, implemented, monitored and evaluated under Sub-Programme A on Agricultural Sector Support and Implementation at District and Field Levels.⁴

The DADP process in theory starts with planning at community level in a participatory manner. Once village plans are prepared, they are submitted to respective wards to be compiled into a single ward plan and then to the district council. Following the guidelines provided by the central government, the Council Management Team (CMT) consolidates all the ward plans into a DADP and submits it to the full council meeting for approval. The approved DADP is then submitted to PMO-RALG and allocated funds based upon appraisal by the technical team of ASLMs. While ASLMs supervise and monitor the implementation of DADPs, LGAs assume primary responsibility for formulating and implementing DADPs. Communities are also responsible for planning, implementation, monitoring and evaluation of their projects/activities funded under the DADP.

Table 2.1 summarizes the DADP processes, including provision of guidelines and training, submission of DADPs, scrutinization and appraisal, fund allocation and disbursement and monitoring for the financial years of 2003/04, 2004/05 and 2005/06.

2.2 The 2003/04 DADP Process⁵

(1) Preparation of the DADP Guidelines

The preparation of the Guidelines for DADPs was initiated in August 2002. Workshops and training sessions were held at some selected sites in order to improve a preliminary draft by reflecting various comments and opinions of the participants. The Food and Agricultural Sector Working Group (FASWOG) Task Force started to refine the first draft in October 2002 and finally approved the fourth draft on December 23, 2002.

(2) Sensitization Workshops

Sensitization workshops were held in Arusha, Dodoma, Mbeya, Morogoro, Mtwara and Mwanza on February 21, 2003. The main objective was to sensitize LGAs and the Regional Secretariats (RSs) to the DADP preparation. The guidelines provided at the workshops were an adjusted summary version (without reporting formats) of the draft approved in December 2002. The participants were instructed to use the Opportunities and Obstacles to Development (O&OD) approach, the official planning methodology adopted by PMO-RALG, for the DADP formulation and to submit their DADPs to the then PO-RALG by March 30, 2003.

³ URT, *Agricultural Sector Development Strategy*, October 2001, pp. 18-19.

⁴ URT, *Agricultural Sector Development Programme Framework and Process Document, Final Draft*, March 2003, pp. 18-19. Other sub-programs of the ASDP are Sub-Programme B on Agricultural Sector Support at National Level and Sub-Programme C on Cross-Cutting and Cross Sectoral Issues.

⁵ Herbert Gondwe et al., "A Study to Review the 2003/04 DADP Process towards Effective and Efficient Implementation of District Agricultural Development Plans (DADPs)", JICA-RADAG, August 2004, pp. 3-8.

Table 2.1 Major Events of DADP Implementation in the 2003/04 – 2005/06 Financial Years

Year	Month	Event	Place	Responsible
2002	Aug	Preparation of DADP Guidelines started	DSM	ASLMs/DPs
	Sept	Workshops held to discuss the 0 draft; Training workshops held for key stakeholders	Morogoro, Kilosa; Morogoro, Handini, Mkuranga, Kongwa	ASLMs
	Oct			
	Nov			
	Dec	DADP Draft Guidelines (full version) approved	DSM	ASLMs/DPs
2003	Jan			
	Feb	Sensitization workshops held for CMT by using DADP Guidelines (summary version)	Morogoro, Arusha Dodoma, Mwanza, Mbeya and Mtwara	ASLMs
	Mar	Submission of 2003/04 DADPs to PO-RALG		
	Apr	Scrutinization meeting for submitted DADPs for Tsh 11 billion budget	Kibaha	ASLMs
	May	Revision of DADPs requested in accordance with the budget of Tsh 11 billion and MTEF formats; submission of revised DADPs to PO-RALG	Nationwide	
	Jun	Total budget ceiling reduced to Tsh 4 billion	DSM	MOF
	Jul	Fund allocation meeting for 2003/04 DADPs in accordance with the reduced budget of Tsh 4 billion	Dodoma	ASLMs w/o PO-RALG
	Aug			
	Sep	Notification of budget ceilings for 2003/04 DADPs to districts and RSs		MAFS
	Oct	Notification of fund allocation for 2003/04 DADPs in newspapers; Fund disbursement started for 2003/04 DADPs		MAFS-PS; MAFS
	Nov			
	Dec	Distribution of physical and financial progress report formats to districts		MAFS
2004	Jan			
	Feb	1st dispatch of M&E officers to RSs and DCs for 2003/04 DADPs	Nationwide	MAFS
	Mar			
	Apr	Notification of budget ceilings for 2004/05 DADPs to RSs and DCs		PO-RALG
	May	Fund disbursement completed for 2003/04 DADPs		MAFS
	Jun	Request for information on 2004/05 DADP projects to be implemented; 2nd dispatch of M&E officers to RSs and DCs for 2003/04 DADPs	Nationwide	PO-RALG MAFS
	Jul	Appraisal of DADP projects for 2004/05 fund allocation	Kibaha	ASLMs
	Aug	Notification of budget ceilings for 2004/05 DADPs to RSs and DCs (?)		MAFS-PS
	Sep	Notification of fund allocation for 2004/05 DADPs in newspapers; Fund disbursement started for 2004/05 DADPs		MAFS-PS
	Oct			
	Nov			
	Dec	DADP Guidelines (for preparation and implementation) revised	DSM	ASLMs
2005	Jan	Fund disbursement completed for 2004/05 DADPs		MAFS
	Feb			
	Mar			
	Apr			
	May	Sensitization seminar on DADP Guidelines (Dec. 2004 version); Dispatch of M&E officers to RSs and DCs for 2004/05 DADPs	Dodoma, Mbeya, Morogoro, Mwanza and Tanga Nationwide	ASLMs; ASLMs
	Jun	Notification of budget ceilings for 2005/06 DADPs to RSs (and DCs)		PO-RALG
	Jul	Notification of fund allocation for 2005/06 DADPs in newspapers		MAFS-PS
	Aug			
	Oct			
	Sep			
	Oct			
	Nov	Request for action plans of 2005/06 DADPs (w/ final notice of ceilings); Fund disbursement started for 2005/06 DADPs; DADP Guidelines (main text; mainly for planning) revised	DSM	ASDP Sec. MAFS
	Dec			
2006	Jan	Fund disbursement completed for 2005/06 DADPs		MAFS
	Feb			
	Mar	DADP Guidelines (simplified version) revised	DSM	ASDP Sec.
	Apr			
	May	Dispatch of M&E officers to RSs and DCs for 2005/06 DADPs	Nationwide	ASDP Sec.
	Jun	DADP Guidelines (for planning and implementation) revised; Trial training by using the revised DADP Guidelines	DSM; Mtwara, Morogoro	ASDP Sec.

Source: Elaborated by the study team based on information obtained from various sources including the ASDP Secretariat, PMO-RALG and the Regional Secretariats and LGAs visited during field studies conducted in the regions of Mtwara, Kigoma, Tabora, Mwanza, Kilimanjaro, Dodoma, Rukwa, Ruvuma and Coast from February 2003 to May 2006.

(3) Formulation of DADPs

Due to time and budget constraints, most of the districts visited by a study team of RADAG in 2003 were not able to formulate DADPs in a participatory manner and, therefore, utilized already existing information obtained through other planning activities and from resource persons. It was not possible for many LGAs to use the O&OD approach, either, simply because not all LGAs had gone through the O&OD exercises. It was also difficult for LGAs to consolidate the DADPs within the DDPs as the first-year process was not synchronized with the normal government budget cycle. ASLMs decided to postpone the deadline to April 14, 2003 since about 30 percent of LGAs were not able to meet the original deadline.⁶

(4) Appraisal and Fund Allocation

The scrutinization meeting was held in Kibaha from April 24 to May 4, 2003, where two advisers, one agricultural sector adviser and one planning adviser, invited from each region discussed with the scrutinization team for screening the projects.⁷

Projects/activities to be funded were scrutinized by the following two steps.

- 1) Given the total budget of Tsh 11 billion, the ceiling on funds to be allocated to each region was determined by PO-RALG and adopted by MAFS, MCM and MWLD. The allocation criteria were based on equal distribution adjusted by such factors as human population, livestock population, arable land area and irrigatable land area.
- 2) Based on the ceilings by region, potential projects to be funded were screened by using the criteria as shown in Table 2.2. In addition, it was ensured that each sub-sector, i.e., crops, livestock and cooperatives and marketing, be allocated some funds.

Table 2.2 Screening Criteria for 2003/04 DADP Projects

Criteria	Measures	Weight
SMART	Is the project specific, measurable, achievable, realistic and time bound?	-
Viability	Does the project have sufficient financial returns? Is the project realistic in costing and implementable in the technical, managerial and commercial aspects? Are the project's outputs marketable?	0.25
Quick win	Will the project have an immediate impact on poverty reduction and food security?	0.25
Sustainability	Will the project be sustainable in terms of ownership, capacity and market outlets?	0.25
Risk assessment	Is the project too risky to implement? Does the project give any negative impacts on environment?	0.25

Notes: SMART was not weighted but rather considered as the first criterion to screen the projects.

ASDS defines a 'quick win' as an intervention or output that is easy to implement, is low cost or has ear-marked funds available and is likely to have a relatively large and immediate impact on the achievement of its goals and objectives.

Source: DADPs Scrutinization Team, "Report on Scrutinization of District Agricultural Development Plans (DADPs)".

Regional advisers were assigned to instruct LGAs to revise the first versions of DADPs in accordance with the budget ceilings and the MTEF format. According to their instruction, each LGA revised the first version and then submitted it to PO-RALG by May 20, 2003.

In late June 2003, the ceilings were curtailed to Tsh 4 billion upon the finalization of the 2003/04 budget. Officials from ASLMs except PO-RALG were convened to reallocate the DADP funds in Dodoma, on July 18, 2003. The DADP funds were allocated to the following five areas "considered to give a certain level of results in a very short period of time."⁸

⁶ DADPs Scrutinization Team, "Report on Scrutinization of District Agricultural Development Plans (DADPs)".

⁷ The scrutinization team consisted of officials from PO-RALG, MAFS, MCM, MWLD and MCDGC.

⁸ The official document titled "The DADP Fund Allocation Meeting held on 18 July 2003 in the Ministry of Cooperative and Marketing." (In Swahili)

- 1) Construction/rehabilitation of small-scale irrigation schemes for irrigated farming
- 2) Purchase of coffee hulling machines (central coffee pulperies)
- 3) Construction/rehabilitation of small dams (charco dams)
- 4) Rehabilitation of cattle dips
- 5) Strengthening of SACCOS

(5) Fund Disbursement

MAFS transmitted official letters to LGAs and RSs to notify the projects/activities to be funded under DADPs in late September 2003. The contents of the letter are as follows.⁹

- 1) Instruction to open a special account for the DADP funds at the district level
- 2) Instruction to open an account for each recommended project besides the district account
- 3) A list of projects to be funded
- 4) The project to be funded in the first quarter and the amount of the allocated funds
- 5) Emphasis on adherence to supervision and monitoring by LGAs
- 6) Instruction to prepare a quarterly progress report covering physical and financial aspects
- 7) Instruction to prepare an implementation report signed by the chairperson, committee secretary, treasurer, technical supervisor and District Executive Director (DED)

Special arrangements with the Ministry of Finance and the Bank of Tanzania were needed for opening bank accounts for DADP funds because it was found after the above-mentioned notification that MAFS did not have the authority to instruct LGAs to open such a bank account. MAFS started to remit the funds to districts in late October 2003 and a total of Tsh 3.83 billion was disbursed, but only Tsh 240.3 million, or 6%, of the total disbursed funds, had been spent by March 25, 2004.¹⁰ MAFS continued to disburse the funds until May 2004.

(6) Implementation

The district councils started to implement the funded projects upon the receipt of funds. However, the status of implementation varied by district and project, depending on the dates of fund receipt, as well as on preparation at the district and community levels and other conditions (e.g., misallocation of funds intended for other districts, approval for signatory forms, tender procedures, availability of technicians, materials and equipment, fund disbursement from the district to the communities, transfer of DED, rainy season, etc.).

(7) Monitoring and Reporting

The DADP Guidelines (summary version) merely instruct, “Physical and financial reporting will follow the laid down government procedures (quarterly reporting).”¹¹ MAFS explained that there were three levels of reporting (based on monitoring). That is, the districts submit progress reports to MAFS, RSs send progress reports to MAFS, each on a quarterly basis, and, at the central level, ASLMs oversee the progress based on the reports submitted thereto. In December 2003, MAFS provided the district councils one-page formats of physical and financial progress reports, respectively, but not all of the 90 districts allocated the DADP funds submitted the reports. In February-March 2004 and again in June-July 2004, MAFS dispatched officers to all the districts for supervision and monitoring.

⁹ A letter dated September 10, 2003, “Fund for District Agricultural Development Plans – DADPs”, sent from the Permanent Secretary of MAFS to the District Executive Director of Rombo District Council.

¹⁰ MAFS, “District Agricultural Development Plans (DADPs): Progress Report from October 2003 and March 2003” (the date of preparation is not indicated).

¹¹ URT, “Guidelines for District Agricultural Development Plans (DADPs)”, Annex 2, January 2003.

2.3 The 2004/05 DADP Process

(1) Fund Allocation

The 2004/05 DADP process began with a notification letter dated April 23, 2004 sent by PO-RALG to each district (copied to other ASLMs) regarding the DADP budget ceiling for the financial year.¹² No sensitization workshop or training program was held prior to the notification. The total budget was again Tsh 4 billion, of which 2%, or Tsh 80 million, was set aside for oversight and coordination. For the remaining Tsh 3.92 billion, the budget ceiling for each district was computed based on a formula using population (5%), land area (70%), and food poverty count (25%) as variables.¹³

The notification letter also includes the following instructions to the district councils.

- 1) Choose one food crop and one cash crop in each area within the district.
- 2) Allocate the funds to sub-sectors, i.e., crops, livestock, cooperatives and marketing, very carefully by taking into account agricultural and livestock potentials of the district.
- 3) Include plans formulated by farmers and communities through a participatory planning method such as O&OD.
- 4) Clarify responsible bodies and sources of funds for projects that are expected to require O&M in the future.
- 5) Follow the same procedures applied to the council budget, i.e., obtain comments on the DADP from RS and then submit it to the council for approval.
- 6) Attach the DADP to the council budget document since the council budget has been submitted to PO-RALG and MOF.
- 7) Prepare the DADP before the end of May 2004 since the council budget is to be approved by the full council by that time according to PO-RALG's guidelines.¹⁴
- 8) Submit the DADP to PO-RALG before May 2004 so that ASLMs can scrutinize the projects in the light of poverty reduction and food security.

In addition, PO-RALG advised that the beneficiaries of the projects (e.g., villages, communities, cooperative societies, etc.) contribute up to 50 % of the projects costs.

However, many districts had failed to submit their DADPs before May 2004. Consequently, PO-RALG issued another letter on June 7, 2004, urging the district councils to submit at least a list of projects to be implemented within the budget ceiling by June 15, 2004. The letter also suggested that the details of the selected projects be submitted later. In response to this instruction, approximately 80 districts had sent project lists to PO-RALG by mid-July, 2004.¹⁵ The submitted lists in general have only the names of projects and respective costs with the sum equal to the informed ceiling, though following the instruction.

From July 21 to August 8, 2004, a team of six experts from ASLMs (two each from MAFC and PO-RALG and one each from MWLD and MCM) had appraisal meetings for the 2004/05 DADPs in Kibaha.¹⁶ The team appraised proposed projects and allocated funds based on the

¹² A letter dated April 23, 2004, "DADPs Budget Ceiling for the 2004/2005 Financial Year", sent from the Permanent Secretary of PO-RALG to City/Municipal/Town/District Executive Directors.

¹³ Initially, there was some disagreement among ASLMs concerning the fund allocation formula adopted by PO-RALG, i.e., whether to include other variables such as community needs, cultivable land area and livestock population. It was then agreed that the formula should be regarded as a temporary measure for 2004/05.

¹⁴ This instruction seems contradictory to the sixth instruction that assumed that the council budget had already been approved at the council meeting and then submitted to PO-RALG and MOF.

¹⁵ Information obtained from the Division of Regional Coordination, PO-RALG.

¹⁶ ASLMs, "DADPs Projects Appraisal Report Summary of Fund Allocation for 2004/2005," August 2004. (Original in Swahili)

following criteria.

- 1) Projects that target food security and poverty alleviation
- 2) Whether project implementation is under government or private sector responsibility, based on various agricultural development strategies
- 3) Whether projects explanation is understood and meaningful
- 4) Whether project implementation is within the ceiling
- 5) Relationship/linkage between the projects' objectives and activities
- 6) Sustainability of the projects
- 7) Whether the proposed projects are complementary to going projects/activities

The fund allocation that resulted from the appraisal is not the same as what was notified by PO-RALG in April 2004. Of the total budget of Tsh 4 billion, Tsh 240 million (6%), Tsh 80 million (2%) and Tsh 160 million (4%) were allocated to the district councils, RSs and ASLMs, respectively, for their monitoring and follow-up. That is, the budget allocated for the actual implementation of DADPs was supposed to be Tsh 3,520 million (88%) in total, while the total amount based on the appraisal was about Tsh 3,533 million.¹⁷ It is also noticeable that the amount allocated to each district was calculated by using a formula fundamentally different from that used by PO-RALG. In terms of regional total, the difference ranges from an increase of Tsh 101 million for Kilimanjaro Region to a reduction of Tsh 98 million for Shinyanga Region. It seems, however, PO-RALG agreed on the method of fund allocation.

The fund allocation for the 2004/05 DADP was published by MAFS in major newspapers in early September 2004. The published amounts by district are slightly different from those based on the appraisal and the total budget allocated for the DADP implementation is Tsh 3,520 million. In the newspaper, the funds were indicated by district and by sub-sector, i.e., agriculture, livestock and cooperatives. The sum of the amounts to the three sub-sectors is not necessarily equal to the total amount allocated to each council. That is, the total allocation for the three sub-sectors accounts for 81 % (Tsh 2,862 million) of the grand total, while what the remaining 19% (Tsh 658 million) was intended for is unexplained.

(2) Fund Disbursement

The fund disbursement for the 2004/05 DADP was started in September 2004 and completed in January 2005.¹⁸ While some district councils received the funds by late September 2004, others had to wait for the first disbursement until November 2004 or even later.¹⁹ The councils that were not allocated DADP funds in 2003/04, for example, Sumbawanga Town Council, were faced by a difficulty similar to what was experienced by many councils in 2003/04 in opening a bank account and receiving a remittance from MAFS.

(3) Implementation

As in 2003/04, the district councils started to implement the funded projects upon the receipt of funds. Many districts also continued to implement projects/activities allocated funds under

¹⁷ Ibid. The RADAG study team has obtained this by re-calculating the amounts shown in a table attached to the above-mentioned report to correct the miscalculation (i.e., summation of wrong cells in the MS Excel file).

¹⁸ A. O. Nicolao, "Safari Report (on the monitoring of the 2004/05 DADPs in Iringa Region)", June 27, 2005. The report is addressed to the Director of Policy and Planning, MAFS and for the attention of Mr. Achayo, the then Head of Sector Plan and Budget of the said Department, MAFS. The acknowledgement receipts collected by Mr. Nicolao were dated September 29, 2004 in the earliest case and January 25, 2005 in the latest case.

¹⁹ Examples of the former case were found for Njombe and Makete District Councils (see Nicolao, op. cit.) and the latter for Nkasi District Council (visited by a study team of RADAG on November 18, 2004. See Satoko Emoto, "A Study on Capacity Building of Local Government Authorities (LGAs) for the Formulation and Implementation of District Agricultural Development Plans (DADPs) - Draft", JICA-RADAG, December 2004).

the 2003/04 DADPs due to late receipt of the funds. The status of implementation varied by district and project for various reasons similar to those observed by several study teams of RADAG in collaboration with ASLMs for the 2003/04 DADPs.²⁰ The photographs below show the situation of some of the projects visited by the study teams comprised of PO-RALG and RADAG in November 2004 and in January – February 2005.²¹



Above: Improved canal of irrigation scheme (Igigwa) under 2004/05 and 2005/06 DADP (Sikonge DC in May 2006)



Above: Dip being rehabilitated (Mwanhala) under 2003/04 DADP (Nzega DC in July 2004)



Right: Rehabilitated dip (Kate) under 2003/04 DADP and DALDO (Nkasi DC in November 2004)



Newly built central coffee pulper (Utiri) under 2003/04 DADP (right) and DALDO (Mbinga DC in February 2005)



Improved canal of irrigation scheme (Nakahuga) under 2004/05 DADP (Songea DC in February 2005)

(4) Monitoring and Reporting

The district councils that received DADP funds were supposed to prepare and submit physical and financial progress reports on a quarterly basis to MAFS, but not all of them did or could not follow the instruction. In May-June 2005, MAFC dispatched officers to all the regions and districts of the mainland for monitoring.²² Each officer covered the whole region assigned to him/her and thus visited from three to eight councils and the Regional Secretariat, spending around one month for the monitoring activity. Reports on the physical and financial progress of DADP projects/activities from July to December 2005 were among the documents they were instructed to obtain from the councils. Since the 2003/04 DADP funds continued to be disbursed up until May or early June 2004, the officers also collected progress reports on the 2003/04 DADPs, as well as acknowledgement receipts for the funds.

²⁰ Gondwe et al. op. cit.; and Satoko Emoto et al., "Discussion Paper on District Agricultural Development Plans (DADPs) Implemented within the Agricultural Sector Development Programme (ASDP) (Draft)", Rural and Agricultural Development Advisory Group of JICA Tanzania Office (JICA-RADAG), February 2004.

²¹ S. Emoto, "A Study on Capacity Building of Local Government Authorities (LGAs) for the Formulation and Implementation of District Agricultural Development Plans (DADPs)", JICA-RADAG, December 2004; and PO-RALG and JICA-RADAG, "Back-to-Office Report on the Field Study for Preparation of District Profiles for District Agricultural Development Plans (DADPs) in Coast, Rukwa and Ruvuma Regions", February 2005.

²² Nicolao, op. cit.

2.4 The 2005/06 DADP Process

(1) Sensitization Seminars

Sensitization seminars were held by PO-RALG and MAFS in the Regions of Dodoma, Mbeya, Morogoro, Mwanza and Tanga in May 23 – 28, 2005, by using the Guidelines for Preparation and Implementation of District Agricultural Development Plans (DADPs) (with reporting formats) revised in December 2004. The seminars were attended by RAAs and RLAs, DPLOs and DALDOs, though only from some selected LGAs. The DADP Guidelines of December 2004 were subjected to review by those users, as well as by ASLMs officers and development partners, and the seminars were partially intended for obtaining feedback from them. In addition, those who attended the seminars were provided with a list of DADP fund allocation by district and by project/activity for the 2005/06 financial year.

(2) Fund Allocation

In mid-June 2005, PO-RALG sent to RSs an official letter that notified the DADP budget ceiling for 2005/06 for each district council of the entire country.²³ The letter also instructed them to: 1) inform councils in their respective regions of the ceilings; 2) tell them to prepare their DADP budget according to the guidelines provided by MAFS; and 3) advise them to prepare action plans for their DADP projects/activities, which should be approved at the council meeting. The tables attached to the letter indicated the total budget for 2005/06, Tsh 4.5 billion, the budget ceiling for each council and factors based on which the funds were allocated, i.e., the number of villages, rural population and rainfall index. Of the total budget, Tsh 270 million (6%), Tsh 90 million (2%) and Tsh 180 million (4%) were allocated to the district councils, RSs and ASLMs, respectively, for their oversight and coordination.

The DADP fund allocation for 2005/06 was also published by MAFS in major newspapers in early July 2005. The budget ceiling for each council is the same as indicated in the table attached to the letter sent from PO-RALG in mid-June 2005. While the “monitoring and follow-up” funds at district, regional and national levels are shown in newspapers, the allocation factors are not. Therefore, the general public cannot find on what criteria the DADP funds were allocated to each district council.

In late October 2005, the district councils began to receive notification from MAFS of the DADP budget ceilings and instructions to submit action plans for implementation of the 2005/06 DADPs to the ASDP Secretariat. However, the ceilings provided to each district council were slightly different from those indicated in the letter sent from PO-RALG to RSs in June 2005 (thus from those announced in newspapers, too). It is not transparent how the budget ceilings notified by PO-RALG were later adjusted by MAFS. Furthermore, the district councils were informed of the ceilings in various ways. Some received a messenger from MAFS, while others received a facsimile transmission or dispatched an officer to obtain the information from MAFS.

Despite the short notice, all the councils in the Regions of Dodoma and Coast visited by a RADAG study team in December 2005 had managed to submit their action plans. They modified, according to the ceilings, the original plans prepared in the process of the regular planning process, i.e., March – May 2005.²⁴ However, not all of the councils in the Regions

²³ A letter dated June 15, 2005, “Budget Ceiling for District Agricultural Development Plans (DADPs) for 2005/2006”, sent from the Permanent Secretary of PO-RALG to the Regional Secretaries of Mainland Tanzania.

²⁴ Herbert Gondwe et al., “Fact Finding Study on the District Agricultural Development Plan (DADP) and Local

of Tabora and Coast visited in the present study had prepared action plans for different reasons such as late fund receipt and looking additional funding sources.

(3) Fund Disbursement

MAFC started fund disbursement in November 2005 and completed it in January 2006. Most of the councils in the Regions of Dodoma and Coast visited by a RADAG study team in December 2005 had received the DADP funds by early December 2005.²⁵ The Department of Agriculture and Livestock of Mkuranga DC, visited in the present study in early June 2006, reported that they had not yet received the DADP funds, but it was rather due to internal miscommunication as the treasury acknowledged the receipt of funds in January 2006.

(4) Implementation

The district councils started to implement the funded projects upon the receipt of funds. However, the status of implementation again varied by district and project. Most delays in implementation are caused by problems similar to those observed in the 2003/04 process, such as late fund receipt, insufficient information about approved projects, miscommunication with the central government, inadequate coordination within the council or the department, unavailability of officers-in-charge and delayed procurement of materials and equipment.

(5) Monitoring and Reporting

With regard to reporting by the district councils to ASLMs, the instruction provided in the sensitization workshop in February 2003 seems to be still valid for the 2005/06 DADP. That is, “Physical and financial reporting will follow the laid down government procedures.” as described in Section 2.2 above. The reporting should be quarterly and, certainly, must be based on monitoring. In May-June 2006, MAFC dispatched 40 officers including seven MLD officers to all the regions and district councils of the mainland for monitoring.²⁶ Each officer visited three to four councils in each region. Physical and financial progress reports are among the documents they were supposed to obtain from the councils, but not all of them had prepared such a report. The details of the monitoring by ASLMs are reported in Section 3.

In addition, interviews with the ASLMs officers dispatched for the DADP monitoring, as well as own observations of the study team, have revealed that some RSs prepared monitoring reports on DADPs while others did not during 2005/06. The RAA and RLA of Tabora, for example, included some descriptions on the DADPs of the region in their reports for 2005/06 based on the consultative meetings held monthly at the regional headquarters.²⁷ At the time of visit by the present study team, the regional advisers had just found that the RS had received supervision fees from MAFC and thus had not yet conducted on-site monitoring of DADP projects/activities in their region.

Government Capital Development Grant (LGCDG) Implementation at the District Level in the First Half of 2005/06 (Part I)”, JICA-RADAG, December 2005, p. 10. The councils visited are Kongwa DC, Dodoma DC, Dodoma MC, Kibaha DC, Bagamoyo DC and Kisarawe DC

²⁵ Ibid., p. 10.

²⁶ The TOR for and a MAFC letter that notified each council of this monitoring use different wording for “monitoring”. The former is headed “DADPs Implementation for 2005/2006: Terms of Reference for the Supervision Team (May 2006)” and the latter “Ufuatiliaji (follow-up) DADPs”. The letter, dated May 17, 2006, was prepared in the name of the Permanent Secretary of MAFC and brought, rather than sent, to each council by the ASLMs monitoring officers upon their visits. It was not copied to any other ASLMs.

²⁷ “Taarifa ya Maendeleo ya Kilimo Mkoa wa Tabora hadi Aprili 2006 Iliyowasilishwa kwenye Kikao cha RCC tarehe 22 Mei 2006”; and “Taarifa ya Utekelezaji wa Shughuli za Mifugo Mkoa wa Tabora kwa Kipindi cha Mwaka 2005 kwenye Kamati ya Ushauri ya Mkoa tarehe 23/5/2006.”

3. ASLMs' M&E System for DADPs: Actual Situation

3.1 Overview of ASLMs' Monitoring of DADPs in 2003/04 – 2005/06

ASLMs have conducted monitoring of DADPs by dispatching their officers to regions and districts since the first-year DADP implementation in 2003/04. Table 3.1 summarizes the monitoring of DADPs in the financial years of 2003/04 – 2005/06.

Table 3.1 ASLM's Monitoring of DADPs for 2003/04 – 2005/06

Financial year	2003/04	2004/05	2005/06
Time	1) February – March 2004 2) June – July 2004	May – June 2005	May – June 2006
Place	90 councils allocated funds	All councils nationwide	All councils nationwide
Responsibility	Policy and Planning, MAFC	Policy and Planning, MAFC	ASDP Secretariat
Monitors	ASLMs officers	ASLMs officers (one each region and thus 21 in total)	ASLMs officers (33 from MAFC and 7 from MLD)
Major points to be monitored (summary of TOR)	1) Availability of action plans 2) Involvement of the beneficiaries in implementation 3) Opening of bank accounts and fund transfer 4) Physical implementation in relation to the action plan 5) Amount of funds spent in relation to the action plan 6) Quality of the work done in relation to the amount of the funds spent 7) Contracts provided by contractors 8) Implementation problems	1) Availability of action plans 2) Receipt for allocated funds to the district for planned activities 3) Bank accounts and signed bank signatory cards 4) Participation of beneficiaries in implementation 5) Reasons for not using the allocated funds, if any 6) Quality of the work done with respect to the action plan and fund allocated 7) Amount of the fund used 8) Contracts w/ constructors 9) Number of the private sectors incorporated in the implementation 10) Constraints on the implementation 11) Physical and financial progress reports 12) Flow of information in implementation 13) Existence of supervising committees and by-laws 14) Sustainability after project completion 15) Projects formulated by participatory approach	1) Extent of regional and district officers' involvement in planning and implementation 2) Receipt for allocated funds to the district for planned activities 3) Beneficiaries' involvement in planning and implementation 4) Transfer of funds from the district account to beneficiaries' accounts 5) Activities implemented and their consistency with the approved action plan 6) Quality of the work done against the funds spent 7) Bank statements 8) Physical and financial progress reports 9) Quantities of interventions against the amount of funds spent
Methods	Not indicated in TOR	- Consultation/interviews - Collection of receipts, payment vouchers, bank statements and progress reports - Site visits	- Consultation/interviews - Collection of receipts, payment vouchers, bank statements and progress reports - Site visits
Report format	Provided (but not available)	Not Provided	Not provided
Comprehensive report	Progress by March 2004, mainly on fund use and physical progress	Failed to complete, though reports were submitted by individual officers	Being prepared by the ASDP Secretariat as of July 12, 2006

Sources: 1) MAFC (?), "Terms of Reference for Monitoring of DADPs Projects: A Checklist for Monitoring of DADPs Projects (in 2003/04)"; 2) Amos O. Nicolao, "Safari Report (on the monitoring of the 2004/05 DADPs in Iringa Region)", June 2005; and 3) ASDP Secretariat, "DADPs Implementation for 2005/2006: Terms of Reference for the Supervision Team (May 2006)".

A general tendency that can be observed from Table 3.1 is that the monitoring carried out in the financial years of 2003/04 – 2005/06 is basically for tracking of financial and physical implementation but, though it may not be evaluation per se, does not contain a mechanism to measure outcomes and impacts. In fact, the Terms of Reference (TOR) for 2005/06 use the term “supervision”, rather than “monitoring” as in the TOR for 2003/04.

The TOR, i.e., the points to be monitored, varied each year. For example, the TOR for the 2004/05 DADP monitoring are more extensive as compared with that for other years, including points such as the involvement of the private sector in the DADP implementation, constraints on implementation, flow of information in implementation, existence of committees supervising projects, sustainability and accessibility of the services after project completion and the number of projects formulated through a participatory approach. Although the reason for the variation is not known, it is obviously less systematic than defined, or envisaged, in the ASDP Framework and Process Document or the more recently formulated ASDP Government Programme Document.

The number of monitoring officers dispatched increased from 21 in 2004/05 to 40 in 2005/06. One monitoring officer covered the entire region (i.e., the RS and all the councils of the region) assigned to him or her in 2004/05,²⁸ while two officers were dispatched to one region in 2005/06, except for Coast and Singida Regions, which were monitored by one officer, respectively (as shown in Table 3.2 in the next sub-section). The reason for the increased number of officers dispatched in 2005/06 appears to be a time constraint. Most monitoring officers started traveling after May 22, 2006 due to unavailability of checks for travel allowances, while a meeting was called by the acting Director of Policy and Planning, MAFC on May 17, 2006, where each officer was provided with an official letter titled “DADPs Follow-up” (in Swahili) from the Permanent Secretary of MAFC to the DED of each council.

The increased number of monitoring officers means that the “supervision team” included some officers who had no previous experience in monitoring DADPs and limited knowledge on DADPs as a decentralized implementation scheme within the framework of ASDP. The supervision team also included officers who had not obtained formal training on M&E before. Only six among the 40 officers in the supervision team were identified as M&E specialists by the ASDP Secretariat (Table 3.2). No particular guidance on DADPs (e.g., how they are formulated and appraised, instructions provided by ASLMs on the planning, funding and implementation, etc.) or on M&E in general was provided prior to their dispatch in 2005/06.

A comprehensive report is supposed to be prepared based on the reports submitted by individual monitoring officers. The Division of Policy and Planning, MAFC, which took responsibility for monitoring DADPs in 2003/04 and 2004/05, prepared a report on the progress from October 2003 to March 2004 for 2003/04 DADPs, though with limited comprehensiveness and more emphasis on financial and physical progress.²⁹ The progress report presents an overview of the DADP implementation, comments (opinions) on the present situation and some measures to be taken by ASLMs in about two pages (Box 3.1). A table therein shows progress for 79 districts, including project type, availability of action plan, community involvement, the amount of funds sent, activities and expenditure to date.

²⁸ Personal interview with Mr. Amos O. Nicolao, an irrigation extension officer of MAFC who was dispatched to Iringa Region in 2004/05 and Tabora Region in 2005/06.

²⁹ MAFS, “District Agricultural Development Plans (DADPs): Progress Report from October 2003 and March 2004” (the date of preparation is not indicated). (In Swahili).

Box 3.1 District Agricultural Development Plans (DADPs) Progress Report from October 2003 and March 2004

Introduction

During the 2003/04 financial-year, the Agricultural Sector Lead Ministries (ASLMs) allocated Tsh 4 billion to the Ministry of Agriculture and Food Security budget to be disbursed to 90 districts to implement the following “Quick Wins”.

- Construction and rehabilitation of irrigation schemes (67)
- Purchase of coffee pulper machines (34)
- Construction/rehabilitation of charco dams (35)
- Rehabilitation of dips (196)
- Strengthening of Savings and Credit Cooperative Societies (SACCOs) (126)

Beside the funds for projects implementation, districts, regions and ASLMs were each allocated 1% of the total budget to supervise the implementation of DADPs.^(*)

MAFS effectively started to send funds to districts for the DADP implementation in late October 2003 due to a delay in obtaining permits from the Ministry of Finance (MOF) to open DADP accounts. MOF issued the first permit for 57 districts on September 30, 2003, while the second permit was issued for the remaining 33 districts on November 4, 2003.

Another reason for the delay in implementation was failure by some districts to comply with MOF's *modus operandi* for DADPs funds (signing mandate and other operating procedures). Furthermore, the implementation of some irrigation and charco dam projects were delayed due to inadequate contractors for contraction as well as delayed disbursement of funds for the second and third quarters from MOF.

Tsh 3.83 billion has been disbursed by March 25, 2004. However, the present progress report shows that only Tsh 240,273,100, i.e., 6% of the funds has been spent.

< A table for the DADP implementation of 79 districts by March 2004 is presented. >

Comments

DADPs implementation is not encouraging because of: Current rainfall in some districts; Long tendering procedures for construction projects; Delay in opening bank accounts for DADPs; and Little attention by some LGAs.

- Supervision and monitoring for the DADP implementation by ASLMs helped to correct some of the mistakes made in the implementation process and demonstrated to the districts and villages the intention of the government to supervise the implementation of these projects.
- Community participation in the project formulation raised the sustainability of these projects.
- There is a necessity for LGAs to hand over dip projects to responsible groups and make by-laws for dip supervision in order to ensure sustainability.
- Funds allocated for supervision at all levels are inadequate. Therefore, it is proposed that the funds should be increased from the current 1% to 2 %.
- MAFS ordered the zonal irrigation engineers to provide technical back stopping to the districts due to their inadequate capacity for irrigation projects.
- The central pulperies projects need technical backstopping from the Coffee Board and that MAFS coffee specialist has started to provide assistance to the districts with such projects.

(*) The fund allocation table prepared by ASLMs indicates “3%” for ASLMs, regions and LGAs, but the amount is Tsh 160,000 million (noted by the study team).

Source: MAFS, “District Agricultural Development Plans (DADPs): Progress Report from October 2003 and March 2004” (translated from Swahili by the study team)

It is not clear to which extent these findings were brought into effect or affected the DADP implementation in the following years, except the proposal for supervision funds to be

increased from 1% to 2 %. Starting in 2004/05, district councils, RSs and ASLMs have been allocated supervision funds 6%, 2% and 4% of the total budget for DADPs.

MAFC failed to prepare a comprehensive monitoring report on the 2004/05 DADPs. And for the 2005/06 DADPs, the ASDP Secretariat is currently preparing a report (as of July 12, 2006).³⁰ It seems rather difficult to write one comprehensive report by compiling such a large number of reports submitted by individual monitoring officers because no reporting format was provided to them, even though the TOR indicate points to be monitored and reported. In any case, the main objective of monitoring is to feed back, both upward (to decision makers) and downward (to beneficiaries), information obtained through the activity so that it could be utilized in the next planning and implementation cycle. Therefore, the activity could hardly be called “monitoring” if there were no report thereon.

3.2 ASLMs’ Monitoring of DADPs in 2005/06

This sub-section details ASLMs’ monitoring of DADPs in 2005/06 in whose field activity the study team was given an opportunity to participate.

(1) Letter of Introduction

On May 17, 2006, the ASLMs officers who participated in the 2005/06 DADP monitoring were called to a meeting, where the acting Director of Policy and Planning, MAFC, explained the TOR, budget allocated and tasks to be carried out during the monitoring process.³¹ They were also provided with an official letter titled “DADPs Follow-up” and addressed by the Permanent Secretary of MAFC to the DED of each council.³² The letter was intended to:

- 1) Introduce the monitoring officer to the council;
- 2) Request the council to provide him/her with all the necessary information needed;
- 3) Request the council to provide him/her with the bank statements of the previous and current years or, if the previous year is not available, only those of the current year;
- 4) Inform the council of what ASLMs has provided him/her, i.e., funds for fuels and allowances for the driver and one official who will accompany him/her;
- 5) Request the council to provide him/her with transport means; and
- 6) Request the council to give him/her or send to MAFC a budget proposal for the 2006/07 DADP, which should include expected activities to be implemented, villages or groups concerned and funds for implementation and monitoring.

This letter was not sent to the district councils in advance but brought by each monitoring officer thereto instead. Therefore, the councils received these requests upon the arrival of monitoring officers unless they had been informed by telephone or other means. As found in Tabora Region, it is not easy for a district council or a RS to arrange transport at such short notice since transport means even for their own duties are almost always inadequate.

(2) Terms of Reference

The TOR for the 2005/06 DADP are shown in Box 3.2. A hard copy provided by the ASDP Secretariat was word-processed by the study team, but no change, including grammatical correction, has been made in the original provided by the ASDP Secretariat.

³⁰ Although it was not disclosed how many individual reports had been submitted, six “sample” reports were provided and a draft, incomplete, comprehensive report was shown by the ASDP Secretariat on July 12, 2006.

³¹ Interview with Ms. Ruth Kamala, a research officer of MAFC assigned to three districts of Tabora Region.

³² MAFC, “Re: DADP Follow-ups”, Letter to District Executive Director, May 17, 2006. (In Swahili)

**Box 3.2 DADPS IMPLEMENTATION FOR 2005/2006
TERMS OF REFERENCE FOR THE SUPERVISION TEAM
(MAY 2006)**

1. INTRODUCTION

The Government through the ASLM started to implement the District Agricultural Development Plans DADPs through Government funding by year 2003/2004. The Plans requires District Councils to come up with priority agricultural interventions using O&OD methodologies. There are key issues that need to be addressed for the districts to come with robust DADPs and ensure its effective implementation.

- √ DADPs should be prepared through Participatory approaches to address agricultural priority issues for the district.
- √ Need for close supervision by District and Regional officials to ensure effective Implementation of activities as per DADPs Action Plan.
- √ Involvement of beneficiary in the planning, implementation and monitoring of the planned interventions.

1.2. Purpose of the Field Supervision

To validate on funds spent against the planned activities with a view to justify the value for money allocated to the all Districts Councils.

Specifically a supervisor is required to:

- i. Make consultations with the Regional and Districts officials (DED, DC, RAS, DALDO) to asses the extent of their involvement in the planning and implementation of DADPs.
- ii. Verify receipts of all allocated funds to the district for planned activities 2005/06 (Refer the budget breakdown attached):
 - a. Collect *receipts* validating that funds were received by the **Districts** and the **Regional** Authorities.
 - b. Inspect and collect Payment vouchers to validate expenditure on DADPs activities (Financial returns)
- iii. Carry out site visit with a view to assess beneficiaries/communities involvement in planning and implementation of DADPs interventions.
- iv. Confirm whether the beneficiary/groups Account are operating (i.e. funds have been transferred from Districts account to Community account) and request explanation accordingly.
- v. Make physical verifications on the activities implemented and assess its consistency with the approved Action Plan (*Compared with attached budget break down*).
- vi. Assess value for money (The quality of work performed against fund spent).
- vii. Request and bring with you all Bank statements.
- viii. Bring with you **Physical** and **Financial** progress report.
- ix. Assess status of Physical implementation (including quantities of interventions implemented against the amount of fund spent). *Note that apart from the financial progress report (vii) a supervisor should establish the **total expenditure** indicating breakdown of activities/projects implemented as of May 2006.*
- x. Write a comprehensive report based on the (i-ix) above.

Source: ASDP Secretariat, "DADPs Implementation for 2005/2006: Terms of Reference for the Supervision Team (May 2006)".

(3) Monitoring Officers

Table 3.2 shows the affiliation of the 40 officers dispatched for monitoring DADPs in May – June 2006 and the district/municipal/town councils assigned to each officer. According to the ASDP Secretariat, of the 40 officers, only six are M&E specialists. Each ministry of ASLMs, other than MAFC, is not well represented in the monitoring team. In particular, the balance between MAFC and MLD is incomprehensible vis-à-vis the large number of livestock-related projects/activities (e.g., rehabilitation/construction of dips and charco dams) under DADPs. That is, only six officers are from MLD and others are all from MAFC. Officers from the Cooperative Development Division, though re-organized into MAFC, are also only four.

Table 3.2 DADP Monitoring Officers' Affiliation and Councils Assigned in 2005/06

Region	Monitor's Affiliation*	M&E*	Councils Assigned
Arusha	Accountant, MAFC		Arusha MC, Monduli, Arumeru
	Cooperative Development, MAFC		Ngorongoro, Karatu
Dar es Salaam	Crop Development, MAFC		Temeke, Kinondoni, Ilala
Dodoma	Chief Accountant, MAFC		Mpwapwa, Dodoma DC, Kongwa
	Economist, Strategic Grain Reserve		Kondoa, Dodoma MC
Iringa	Policy and Planning, MAFC		Njombe, Kilolo, Iringa DC, Iringa MC
	Cooperative Development, MAFC		Makete, Mufindi, Ludewa
Kagera	Cooperative Development, MAFC		Bukoba DC, Bukoba TC, Biharamulo
	Policy & Planning (Statistics), MAFC		Ngara, Muleba, Karagwe
Kigoma	MLD		Kigoma DC, Kigoma TC
	MLD		Kasulu, Kibondo
Kilimanjaro	Accountant, MAFC		Hai, Rombo, Moshi MC
	Accountant, MAFC		Mwanga, Moshi DC, Same
Lindi	Research and Training, MAFC	✓	Nachingwea, Lindi TC and Liwale
	Crop Development, MAFC		Kilwa, Lindi DC, Ruangwa
Manyara	Irrigation & Tech. Services, MAFC		Babati
	Crop Development, MAFC		Hanang, Mbulu, Simanjiro, Kiteto
Mara	Policy and Planning, MAFC	✓	Bunda, Musoma DC, Musoma TC
	Policy and Planning, MAFC		Tarime, Serengeti
Mbeya	Cooperative Development, MAFC		Kyela, Rungwe, Mbozi, Ileje
	Policy and Planning, MAFC		Chunya, Mbeya DC, Mbeya MC, Mbarali
Morogoro	Crop Develop. (Extension), MAFC		Morogoro DC, Morogoro MC, Mvomero
	Research and Training, MAFC	✓	Kilombero, Ulanga, Kilosa
Mtwara	Irrigation & Tech. Services, MAFC		Mtwara DC, Mtwara TC, Tandahimba
	MLD		Masasi, Newala
Mwanza	Accountant, MAFC		Nyamagana, Ilemela, Ukerewe, Magu
	Crop Development, MAFC		Sengerema, Missungwi, Kwimba, Geita
Pwani (Coast)	Prog. Officer, ASDP Secretariat	✓	Bagamoyo, Kibaha, Mkuranga, Kisarawe
	M&E Officer, ASPSP II	✓	Mafia, Rufiji
Rukwa	MLD		Sumbawanga DC, Sumbawanga TC
	MLD		Nkasi, Mpanda
Ruvuma	Policy and Planning, MAFC	✓	Songea DC, Songea TC, Mbinga
	Crop Development, MAFC		Namtumbo, Tunduru
Shinyanga	MAFC		Bariadi, Maswa, Bukombe, Kahama
	Irrigation & Tech. Services, MAFC		Shinyanga DC, Shinyanga MC, Kishapu, Meatu
Singida	Economist, MLD		Iramba, Manyoni, Singida DC, Singida TC
Tabora	Research and Training, MAFC		Sikonge, Igunga, Urambo
	Irrigation & Tech. Services, MAFC		Uyui, Nzenga, Tabora MC
Tanga	Policy and Planning, MAFC		Muheza, Pangani, Tanga MC
	Accountant, MAFC		Korogwe, Handeni, Kilindi, Lushoto

Source: ASDP Secretariat (*: based on an interview conducted on June 6, 2006).

No officer was assigned from PMO-RALG, for which the ASDP Secretariat explained that the ministry, as RSs, would participate in the monitoring at regional level. However, the study team happened to find that the Director of Sector Coordination, PMO-RALG, had not been informed of this monitoring as of May 24, 2006. And RSs had not necessarily been notified of the monitoring in advance, either. The monitoring officer first dispatched to Tabora contacted the Regional Administrative Secretary only when he had arrived in Tabora.

The monitoring officer, who is the Principal Economist of MAFC and also an M&E specialist, had found that the TOR were not adequate and developed an additional checklist for the DADP monitoring before he started for Musoma as shown in Box 3.3.

1. What type of project activities are you engaged in?
2. Were you involved in project planning? If yes, how? And if no, why?
3. Do you participate in your project planning? If yes, how? And if no, why?
4. Which main crop do you produce?
5. Area under crops
6. Yields obtained
7. Types of inputs used
8. Types of animals reared
9. Do you dip your animals? If yes, how frequently? And if no, why?
10. What types of farming practices have you adopted?
11. What benefits have you obtained from the project?
12. What are the environmental problems caused by the project implementation?
13. Have you ever realized excess income from the implementation of your project?
14. How do you use the excess income?
15. How will you sustain your positive results?
16. Have you received any training from the project? If yes, what type of training did you receive?
17. Do you keep any farm records? If yes, what type?
18. Has your user group registered?
19. What problems do you encounter? And how do you solve them?

Source: Mr. C.W. M. Wambura, Principal Economist, MAFC.

(4) Time and Duration of Monitoring

The monitoring officers were expected to leave for the respective regions and districts immediately after the meeting held on May 17, 2006, but they had to wait for the checks for travel allowances until the week of May 22. This was probably because of a delayed accounting process in the central government, though, according to a monitoring officer, it is not unusual in the country. Only one officer left for Tabora on May 19 because he had another assignment during the final week of May. He paid for all the travel expenses by himself, expecting to be reimbursed for the costs upon his return.

Almost all other officers, except for the Programme Officer of the ASDP Secretariat who is in charge of the overall coordination of the monitoring, started for their assigned regions within the week of May 22 and returned to the offices within the week of June 5. The Programme Officer briefly visited Mkuranga District Council on June 6 and the Coast Regional Secretariat and Kisarawe and Kibaha District Councils around late June or early July 2006.

According to the ASDP Secretariat, each monitoring officer was supposed “to spend about two working days in each district and two days in each region”, but the duration of visit seems to be shorter or longer depending on the situation of DADP implementation, as well as on the decision made by the monitoring officer himself/herself.

4. Case Studies of ASLMs' DADPs Monitoring in Tabora and Coast Regions

The study team participated in the DADP monitoring conducted by ASLMs officers in Tabora and Coast Regions in May – June 2006. The main purpose of the participation was to grasp how ASLM officers actually conduct the monitoring at regional, district and field levels for the analysis of ASLMs' M&E system and capacity. This section describes the actual process of monitoring and what was discussed and observed by the monitoring officers.

4.1 DADP Monitoring in Tabora Region

(1) Monitoring Officers and their Schedule

Two officers were dispatched from MAFC to Tabora Region as shown in Table 4.1. Officer A was dispatched to Iringa Region for ASLMs' DADP monitoring in 2004/05, while Officer B was assigned to this task for the first time. Officer A arrived in Tabora on May 19, 2006, and carried out the monitoring activities from May 22 to May 26. Officer B arrived in Tabora on May 28, 2006 and worked from May 29 to June 2. Officer A departed earlier because he was to be engaged in another assignment during the final week of May. He paid for all the travel expenses at the time of monitoring, expecting to be reimbursed by the ASDP Secretariat later. The study team participated in their activities from May 25 to May 31, 2006. Table 4.2 shows a timetable of their DADP monitoring together with the study team's activity.

Table 4.1 Monitoring Officers' Affiliation, Period and Council Assigned in Tabora Region

Monitor	Title and Affiliation	Period	Councils Monitored
Officer A	Irrigation Extension Officer, Irrigation and Tech. Services Division, MAFC	May 19 – 26	Nzenga DC, Uyui DC, Tabora MC
Officer B	Research Officer, Research and Training Division, MAFC	May 28 – June 2	Tabora RS, Sikonge DC, Igunga DC, Urambo DC

Source: Elaborated by the study team.

Table 4.2 Timetable of the DADP Monitoring (MAFC Officers and the Study Team)

Month	Date	A.M.	P.M.
May	19 Fri		Officer A: Moving to Tabora Courtesy call to RAS-Tabora
	20 Sat		
	21 Sun		
	22 Mon	Officer A: Visit to Nzega District (interview, document collection and site visits)	
	23 Tue	Officer A: Visit to Nzega District (interview, document collection and site visits)	
	24 Wed	Officer A: Interview with Uyi District officers; visit to Igalula dip	
			Study Team: Moving to Tabora Courtesy call to RAS-Tabora
	25 Thu	Interview with Uyui District officers	Visit to Mwisole dip & Miswaki irrigation
	26 Fri	Wrap-up discussion with Uyui District	Interview with Tabora Municipal officers Officer A: Moving back to DSM
	27 Sat	Study Team: Visit to Ndala dip, Nzega District	Visit to Mwanhala dip, Nzega District
	28 Sun		Officer B: Moving to Tabora
	29 Mon	Discussion with RAA/RLA/RCA-Tabora Visit to Igigwa Irrigation Scheme	Discussion with Sikonge District officers Visit to Tutuo charco dam; Tutuo dip
	30 Tue	Interview with Urambo District officers and collection of documents (receipt, payment vouchers, progress reports, etc.)	Visit to Kasungu Village (FFS); Igagala Village (tsetse control) and Kaliua Health Center (sleeping sickness treat) and Itundu SACCOs
	31 Wed	Officer B: Moving to Igunga District; Visit to Nkinga & Simbo abattoirs and oxenization center	Study Team: Interview with Tabora Municipal officers, report to RAS/RLA; moving to DSM
June	1 Thu	Officer B: Interview with Igunga District officers; Visit to local chicken development project, water harvesting project and dip rehabilitation/construction	
	2 Fri	Officer B: Moving back to Tabora	Moving back to DSM

Source: Elaborated by the study team based on own observations and information obtained from the monitoring officers.

The main reason for the study team's participation in the DADP monitoring in Tabora Region was uncertainty of the monitoring schedule. It could have been another region. The study team was first told by the acting Director of Policy and Planning, MAFC, that the monitoring officers were about to leave for field trips and allowed to join them at a meeting on May 18, 2006. The study team then requested of the ASDP Secretariat information such as the TOR for the monitoring, a list of monitoring officers and a timetable of their field trips and obtained the TOR in the late afternoon of Friday, May 19. However, the team was told to come back on Monday in the following week since the list and timetable were not ready.

On May 22, the study team visited the ASDP Secretariat again and found that one MAFC officer had left for Tabora in the previous weekend. The study team was informed that other officers were still waiting for the checks and it was uncertain when they would obtain the checks. Officer B, who had been assigned to Tabora Region, happened to come to the ASDP Secretariat and explained to the study team that she did not know when she could leave for Tabora partly because she was waiting for the check and partly because she was scheduled to visit Zambia for some conference in the following week. Therefore, the study team decided to join Officer A in Tabora because it might become impossible to participate in the monitoring due to other tasks in Dar es Salaam if it waited for other officers to start for their assigned regions. The study team then went to find the mobile telephone number of Officer A at the Irrigation and Technical Services Division, MAFC, as the ASDP Secretariat did not have it.

Having obtained Officer A's mobile telephone number, though yet to contact him, the study team quickly made arrangements for the trip to Tabora. The arrangements included sending a 4WD vehicle from Dar es Salaam for field visits one day in advance of the study team's departure by air for Tabora. This was because it would take two days to reach there by car and because the study team was unable to contact the RS and afraid that no vehicle would be available from the RS at such short notice. The RS provided a 4WD vehicle to RADAG's study teams in the previous three visits to the region since February 2003. The study team moved to Tabora on May 24, 2006, and joined Officer A's visit to Uyui District and Tabora Municipal Councils, as well as to project sites, on May 25 and 26.

Officer B gave a telephone call to the study team from Dar es Salaam in the late afternoon of Friday, May 26, right after Officer A's departure, and told that she would arrive in Tabora on Sunday, May 28. The study team, then interviewing the RLA at his office, informed him of her schedule. Since Officer B had not contacted the councils she would visit in the following week, the RLA immediately called DALDOs of Sikonge, Urambo and Igunga District Councils and requested them to make arrangements for her visit.

According to the RLA, a visit to the region by an official(s) of the central government without prior notice or at short notice happens quite often and the RS sometimes receives various missions from the same ministry consecutively for a short period of time. However, the RLA pointed out that they should inform the RS of their visits in advance in order to attain the objectives effectively and efficiently and that it was particularly difficult for the RS to arrange a vehicle for a visitor at short notice.

(2) Monitoring Activities

Activities for monitoring the DADP implementation include interviews with regional advisers and district officers, collection of documents, such as action plans, acknowledgment receipts, copies of payment vouchers, physical and financial progress reports, and site visits as indicated in the TOR. Table 4.3 is a summary of the study team's observations on the

monitoring activities carried out by the two MAFC officers in the RS and respective councils between May 25 and May 31, 2006.

Table 4.3 Monitoring Activities of ASLM Officers in Tabora Region

Officer A	Officer B
Tabora RS	Tabora RS
<ul style="list-style-type: none"> • Courtesy call to RAS • Inquiry about supervision funds • Participation of RLA in monitoring (Uyui and Tabara MC) 	<ul style="list-style-type: none"> • Courtesy call to acting RAS • Request for receipt of supervision funds (obtained on May 31 before proceeding to Igunga DC) • Interview with RAA and RLA on their involvement in the DADP planning and implementation and the overall situation of the region • Participation of RAA and RLA in monitoring (Sikonge DC and Urambo DC)
Uyui DC	Sikonge DC
<u>Day 1:</u> <ul style="list-style-type: none"> • Interview with DALDO and request for the documents specified by TOR • Visit to Igalula dip <u>Day 2</u> <ul style="list-style-type: none"> • Interview with DALDO, veterinary officer, extension officer and irrigation/civil engineer • Visit to Mwisole dip and meeting with WEO, village chairman, VEO and ward agriculture & livestock officer • Visit to Miswaki irrigation scheme and coincidental meeting with village chairman, VEO and village committee members concerned with irrigation <u>Day 3:</u> <ul style="list-style-type: none"> • Courtesy call to acting DED • Wrap-up discussion with DALDO, veterinary officer, irrigation engineer, extension officer cooperative officer and RLA • Collection of documents requested on Day 1 	<ul style="list-style-type: none"> • Meeting with DALDO, extension officer, acting livestock officer, WEO at Igigwa Village • Visit to Igigwa irrigation scheme and coincidental meeting with a water users group member • Visit to Tutuo charco dam and coincidental meeting with some beneficiaries • Visit to Tutuo dip • Courtesy call to DED • Interview with DALDO, extension officer and acting livestock officer and request for documents specified by TOR • Collecting receipt, payment vouchers and bank statements from accountant • Visit to Sikonge dip (funded by 2003/04 DADP) by the study team's request
Tabora MC	Urambo DC
<ul style="list-style-type: none"> • Interview with extension officer • Collection of receipt and action plans 	<ul style="list-style-type: none"> • Interview with acting DADLO, extension officer, livestock officer and cooperative officers and request for documents required by TOR • Visit to FFS in Kasungu Village and meeting with group chairwomen and members • Visit to tsetse control site in Igagala Village and meeting with WEO and committee member • Visit to Kaliua Health Center (sleeping sickness treatment center) and interview with health officer • Collection of photocopies of payment vouchers and progress reports in Urambo District headquarters • Visit to Itundu SACCOs and meeting with chairman, vice chairman, treasurer and members

Note: These are limited basically to the monitoring activities in which the study team participated.

Source: Elaborated by the study team based on its own observations and information obtained from the respective officers.

The study team has observed the following characteristics and differences between the two officers through participation in their monitoring of DADPs in Tabora Region.

1) Interview with Regional Advisers

Officer A did not formally interview the RLA (the RAA was on a business trip to Kigoma during the period of monitoring), though the RLA joined site visits to the Mwisole dip and

Miswaki irrigation scheme on May 25 and a wrap-up discussion with the officers of Uyui District Council on May 26. This was probably because Officer A was in charge of the RS. However, it is rather the study team that requested the RLA to accompany Officer A and the study team together to the DADP monitoring in the district.

The study team made such a request for several reasons. First and foremost, the study team believed it important to monitor DADPs in the region together with the RAA and RLA because it was essentially the RSs' responsibility to monitor the implementation of DADPs in their respective regions as stipulated in ASDS, as well as in the latest version of the ASDP Government Programme Document.³³ The regional advisers of Tabora had not conducted the DADP monitoring in 2005/06 since they had not received the funds for the activity from MAFC, though they would later find that the funds had been remitted to the regional account. Second, it was expected that the regional advisers could follow up the implementation of DADPs after ASLMs' monitoring if there were any problems. Third, it would provide an invaluable opportunity for the study team to update its knowledge on the DADP process in the region since JICA-RADAG had visited there several times since February 2003.

Officer B interviewed the RAA and RLA at the RS on her first working day in the region. After a brief explanation on the purpose of visit, she asked the regional advisers how they were involved in the planning and implementation of DADPs, exactly following the TOR. The RLA responded that they had attended a sensitization seminar on the DADP Guidelines held in Dodoma in May 2005 together with the district officers of the region. They are normally informed of the situation of DADP implementation through monthly consultation with the district officers and site visits, based on which they prepare a report to the RAS.

Officer B also discussed with them problems in conducting the DADP monitoring. The RAA mentioned: 1) delayed disbursement of supervision funds; 2) inconsistent directives about DADPs from MAFC/the ASDP Secretariat and PMO-RALG; 3) inadequate and improper communication between the central government, the RS and LGAs (for example, MAFC/the ASDP Secretariat directly communicate with LGAs, not through the RS as a normal channel); and 4) the independent status of LGAs that would unable the RS to take action in case of misconduct.



Discussion of the MAFC monitoring officer with Tabora RLA and RAA and

2) Interview with LGAs Officers

Both Officers A and B interviewed the officers of the councils assigned to them. However, Officer A tended to spend more time asking questions on the current situation of DADP projects/activities, problems, their causes, measures that had been taken by the district officers and/or beneficiaries, their results, and so forth. On May 25, for example, he spent over one hour interviewing the officers of Uyui District Council, in addition to an interview with them on the previous day, before proceeding to the Mwisole dip and the Miswaki irrigation scheme. He continued to discuss some issues with the district officers, as well as with the ward and village executive officers and beneficiaries, during the site visits. On the final day, 26 May, he had a two-hour wrap-up discussion with the district officers including the DALDO, who could not participate in the site visits due to a foot injury. Officer A also tended to give the

³³ URT, *Agricultural Sector Development Strategy*, October 2001, p. 49; URT, *Agricultural Sector Development Programme (ASDP) Support Through Basket Fund: Government Programme Document*, 25th May 2006, p. 27.

LGA's officers advice on how to cope with the problems facing them.³⁴

Officer B spent only one day each in Sikonge and Urambo Districts for interviews, collection of documents and site visits altogether, even though the monitoring officers were supposed to spend two working days in each district according to the ASDP Secretariat. She contended that one day was enough for each of the two districts while she spent about two working days on her visit to Igunga District Council. Her interviews were generally shorter as compared with Officer A's and included more questions on the present conditions such as farming practices, crop varieties, marketing, etc. besides the involvement of beneficiaries in planning and implementation and their contribution to the costs. The difference in the style of interview between the two officers may be attributed to the difference in their profession, that is, Officer A is an extension officer while Officer B is a researcher (crop breeder).



Wrap-up Discussion with Uyui officers



Interview with Urambo officers



Request for receipt at Sikonge DC

3) Collection of Documents

Both Officers A and B collected the following documents from each district council as instructed in the TOR: i) an acknowledgement receipt for the DADP fund; ii) photocopies of payment vouchers; iii) bank statements; and iv) physical and financial progress reports. They also obtained action plans for the 2006/07 DADPs, if available, following the official letter provided at the briefing held on May 17, 2006. They typically requested the officer-in-charge to prepare photocopies before they proceeded to project sites so that they could receive them upon their return from the fields. In the cases of Sikonge and Urambo District Councils, it did not seem easy to prepare photocopies of a large number of sheets for such a short period of time particularly because the officer-in-charge had to go to some shop in town for the job, though the costs were paid by the monitoring officer.

4) Site Visits

Both Officers A and B carried out site visits in their assigned districts. Three objectives are implied for a site visit in the TOR: i) To assess beneficiaries/communities' involvement in the planning and implementation of DADP projects/activities; ii) To verify physically the consistency of the implemented activity with the approved action plan; and iii) To assess value for money, i.e., the quality of work performed against the fund spent. While the second and third objectives seemed to have been somehow attained, it is not clear to which extent the

³⁴ Advice he gave to LGAs officers and beneficiaries includes: 1) Prepare an action plan for the entire project, not merely for the DADP-funded part, to clarify what would be needed to complete the project in the future; 2) Build consensus among the communities concerned before initiating any project; 3) Fill the capacity gap through collaboration among officers with different expertise; 4) Provide the beneficiaries with technical assistance to improve their farming practices so that the benefits of the irrigation development project could be enjoyed to a higher extent; 5) Set different dipping service fees for the members and non-members to attract more people to join the users group; and 6) Form a group, register it and raise own funds to obtain assistance from the public or private sector as the government does not just give them tractors or other instruments.

first objective was taken into consideration as far as the site visits in which the study team joined the two monitoring officers are concerned.

Beneficiaries/communities did not effectively participate in most of the sites visited, though some beneficiaries happened to be or come there. This was observed in the Mwisole dip and the Miswaki irrigation scheme in Uyui District and the Igigwa irrigation scheme, the Tutuo charco dam and the Tutuo dip in Sikonge District. The limited participation of beneficiaries may be because the LGAs officers could not mobilize them for the ASLMs monitoring due to short notice. In some cases where no beneficiary was present, e.g., the Tutuo charo dam, Officer B asked the DALDO or other officers such a question. In those sites where the committee members attended the monitoring, e.g., the FFS in Kasungu Village and Itundu SACCOs in Urambo District, however, it was asked whether and how they were involved in the planning and implementation process.

With respect to the third objective of a site visit, it appeared rather difficult for an officer with limited technical expertise in the area of the project/activity concerned, e.g., irrigation and veterinary medicine, to assess efficiently the quality of work performed against the fund spent. In this case, moreover, no assessment criteria were provided to the monitoring officers.



Miswaki Irrigation Committee, Uyui



Igigwa Irrigation Scheme, Sikonge



FFS of Ksungu Village, Urambo

5) Reporting

Officer A prepared a report on the DADP monitoring conducted in the RS of Tabora, Nzega and Uyui District Councils and Tabora Municipal Council and submitted it to the ASDP Secretariat in late June 2006. The report is generally, but not uniformly throughout, organized for each council and the regional secretariat as follows.

- Findings (whether the council has received the DADP funds for 2005/06 and the projects/activities to which the funds have been allocated and their amounts)
- Attachments (collected documents)
- Achievements
- Constraints
- Problems
- Measures (to solve the problems observed)
- Expectation/projection/immediate plan
- Recommendations (e.g., need for training, what kind of contractor to be hired, further development needed to achieve the objective, need for increased supervision funds, etc.)

Officer A prepared a similar report on the DADP in Iringa Region in 2004/05. Although it covers almost all the items of the TOR and has even gone beyond the TOR by including recommendations, the composition of this report is quite different from other five sample reports provided by the ASDP Secretariat on July 12, 2006.

Officer B submitted a draft report sometime in June 2006. However, her report was not among the six sample reports provided by the ASDP Secretariat. On July 18, 2006, the officer reported to the study team that she intended to revise the draft report and re-submit it to the ASDP Secretariat after completing her business trip to Mbeya.³⁵

(3) The Study Team's Preliminary Findings on the Monitoring in Tabora Region

Having completed participation in the field visits by the two MAFC officers, the study team orally, and later in a written form, reported to the RAS, RAA and RLA the following findings on the DADP monitoring in Tabora Region. They basically agreed with the study team.

- 1) Prior notification should be sent to the regional secretariat and councils to be visited so that they could better prepare, and make necessary arrangements, for the visit and that the monitoring activity would be more efficient and effective. In particular, they may not be able to arrange a vehicle for field visits as transport means are almost always inadequate at regional and district levels.
- 2) The ASLMs officers dispatched should consult with the Regional Agricultural Adviser, Regional Livestock Adviser and Regional Cooperative Adviser, as well as with the Regional Administrative Secretary, before they visit the district councils. Such consultation is highly important to grasp the situation of DADP implementation in the whole region and to obtain follow-ups from the Regional Advisers after their monitoring.
- 3) There may not be much to see in the fields even at the end of the financial year due to late fund disbursement, which has occurred every year since the commencement of the DADP in 2003/04. In that case, it would be necessary to monitor those projects/activities sometime later or at the time of monitoring in the following financial year.
- 4) It is desirable to conduct participatory monitoring, i.e., to include beneficiaries and other stakeholders, not merely LGA officers (DALDO, DEO, WEO, VEO, etc.).
- 5) Officers of PMO-RALG, one of ASLMs, should be included in the monitoring team in order to share the information among those ministries. At least, MAFC should inform PMO-RALG of the TOR and the schedule of the monitoring in advance.
- 6) A comprehensive report for the whole country should be prepared based on the reports submitted by individual officers dispatched and provided to the Regional Secretariats and councils, as well as to ASLMs' departments concerned with the DADP. It is important to ensure both upward and downward accountability by distributing such a report.
- 7) Follow-ups of DADP projects/activities funded in the previous financial years could be conducted in conjunction with the monitoring of DADPs projects/activities in the current financial year. In this regard, it is suggested that the ASDP Secretariat develop an M&E file for each region and council so that ASLMs officers to be dispatched could review the documents in those files in advance. Lessons learned in the previous DADP processes could also be more effectively utilized in the current-year monitoring in a particular council, as well as in the appraisal of DADPs in the following years.
- 8) In conclusion, ASLMs' M&E activity for DADPs should be more systematically carried out based on a set of clear criteria, such as relevance, effectiveness, efficiency, impact and sustainability, with a view to fully utilizing the results in the future cycle of planning – implementation – M&E of DADPs. It should go beyond “supervision” and mere collection of receipts and payment vouchers.

³⁵ Personal interview with Ms. Ruth Kamala on July 18, 2006.

4.2 DADP Monitoring in Coast Region

The Programme Officer in charge of M&E at the ASDP Secretariat was responsible for coordination of the DADP monitoring in 2005/06, as well as for compilation of all the reports submitted by the monitoring officers, based on which he was to prepare a comprehensive report for the entire country. At the same time, he assigned himself to the DADP monitoring in four district councils of Coast Region, i.e., Mkuranga, Kisarawe, Kibaha and Bagamoyo, as well as to the monitoring of the RS's activity. He visited Mkuranga District Council on June 6 and Kisarawe and Kibaha District Councils and the RS between late June and early July 2006. The study team could take part only in his visit to Mkuranga due partially to a communication failure and partially to a conflict with other assignment of the study team.

The visit to Mkuranga District Council was brief, approximately for three hours, mainly because the agricultural department had not received the funds for the 2005/06 DADP and thus commenced any activity yet at the time of visit. The DALDO admitted that he was aware of the budget, Tsh 35.3 million in total, for their DADP projects/activities in 2005/06, but had not taken action for the delay. The district council had proposed projects for horticulture, local chicken improvement, cashew nut development and strengthening of nine SACCOs.

The monitoring officer explained to the DALDO that the MAFC had remitted the DADP funds to the Temeke branch of the National Microfinance Bank (NMB) on January 13, 2006. The DALDO responded that he had received a letter from MAFC that ordered him to submit an acknowledgment receipt and progress reports to the ministry. He then inquired of the District Treasurer about the remittance, but no information was provided by the Treasurer.

The monitoring officer went to check into the situation at the District Treasury. The acting District Treasurer clarified that the department had discovered the remittance of Tsh 35.3 million in the DADP account after going through the bank reconciliation process. She recalled that she had previously asked the DALDO if he had been expecting any fund for the DADP, but he had answered no. According to her, the remittance did not have a credit note in the bank statement to indicate that it was for the DADP. The department was reluctant to withdraw the fund because funds were sometimes mistakenly sent to Mkuranga's bank accounts. The monitoring officer advised that the treasury should promptly inform the DALDO of the receipt of the DADP fund and that the account should be regularly checked to avoid a similar problem in the future.

The acting District Treasurer added that the department was faced by difficulty in obtaining the DADP Guidelines as to how the funds had been allocated to each project and that in the Yabayaba Irrigation Scheme, which was funded under the DADP in 2003/04 and 2004/05, technical advice came from MAFC and the district council was not involved in supervision. In response to the treasurer's comment, the monitoring officer advised: 1) the capacity of the beneficiaries group should be enhanced; 2) the district council should let the community itself decide on their development activities while providing technical assistance to them; and 3) the Procurement Act should be followed for tendering procedures.

Finally, the monitoring officer obtained an acknowledgement receipt from the District Treasury and left for Dar es Salaam.

5. Measures to be taken by ASLMs to strengthen their M&E Capacity for DADPs

This study focuses on ASLMs' M&E capacity for DADPs. First of all, however, it could be questioned whether the monitoring of DADPs in present form, i.e., dispatching ASLMs officers (mainly from MAFC) to every council of the country under the coordination of the ASDP Secretariat, is what the technical ministries should undertake under ASDP.

ASDS defines the division of responsibilities for M&E of ASDS/ASDP as follows.

[T]he ICC will be responsible for monitoring the implementation of the ASDS at national level to ensure that the goals of the ASDS are being achieved. Similarly, the TIC will monitor the implementation of the ASDS by the LGAs. At the district level, the relevant Standing Committee of the LGA will be responsible for monitoring the implementation of DADPs and Regional Secretariats will monitor implementation of DADPs in their respective regions.³⁶

The major program documents prepared thereafter, e.g., the ASDP Framework and Process Document, the District Agriculture Development Plans Support Programme, and the ASDP Government Programme Document,³⁷ have clarified the division of M&E responsibilities based on the above-mentioned principle of ASDS. Although the DPPs of ASLMs are expected to lead M&E functions, ASLMs' role in the M&E of DADPs is basically to "assess the performance of DADPs through the annual performance appraisals and analyze the results of DADP investments"³⁸, but not to "supervise" directly the implementation of DADPs. A monitoring and evaluation framework proposed by the former Programme Officer in charge of M&E and the adviser of the ASDP Secretariat has further delineated the institutional responsibilities of ASLMs, RASs, LGAs and the ASDP Secretariat for ASDP.³⁹

Nevertheless, it would be necessary to improve ASLMs' current M&E system for DADPs and strengthen their M&E capacity therefor if they were to continue to monitor DADPs in the way they did in the last three financial years (2003/04 – 2005/06). In the last two years, 4% of the total budget, Tsh 4 billion – 4.5 billion, for DADPs was allocated to ASLMs for supervision and, which is almost equivalent to the average amount of funds allocated to each region.

5.1 Measures to improve ASLMs' Current M&E System for DADPs

This sub-section proposes measures to improve ASLMs' current M&E system for DADPs, which are deemed to be urgent, particularly if ASLMs were to continue the present form of DADP monitoring in the 2006/07 financial year.

(1) Review and re-formulate the TOR

It is necessary to review and re-formulate the current TOR for monitoring DADPs. The TOR used for 2005/06, as well as for 2003/04 and 2004/05, are not consistent with the most recent DADP Guidelines in that the monitoring was *not* conducted in the context of existing local

³⁶ URT, *Agricultural Sector Development Strategy*, October 2001, p. 49.

³⁷ URT, *Agricultural Sector Development Programme Framework and Process Document, Final Draft*, March 2003, pp. 46-48; URT, *District Agricultural Development Plans Support Programme July 2005 – June 2012*, Volume II: Annexes, Draft, May 9, 2005, Annex 2: M&E Current Practices, Issues and Recommendations; URT, *Agricultural Sector Development Programme (ASDP) Support Through Basket Fund: Government Programme Document*, 25th May 2006, Annex 3: Monitoring and Evaluation.

³⁸ ASDP Government Programme Document, op. cit., p. 42 Annexes.

³⁹ Salum Ramadhani and Daniel Ticehurst, "The Agricultural Sector Development Programme: A Monitoring and Evaluation Framework: Draft Proposal for discussion", July 5, 2005, p. 7.

government M&E systems such as PlanRep, the Logical Framework and Designing PME.⁴⁰ It is not practical for a monitoring officer to determine whether the implementation of a project or an activity is effective without clear criteria or indicators.

The TOR require the monitoring officers to prepare a comprehensive report, but they were not provided with any format for the task. The comprehensive report should be consistent with the annual report formats for RSs and district councils presented in the DADP Guidelines. The formats included: 1) Annual plan in terms of quantity, quality and time; 2) Achievements against plan including financial performance, physical performance, contribution to attaining results, problems encountered and challenges met, how problems and challenges were addressed, experiences gained during the period under review, recommendations and future plans.⁴¹ Some of them are reflected in the current TOR, but most ignored.

It is also desirable to review the timing, duration and frequency of monitoring, the number of monitoring officers and their expertise and methods (e.g., interview and discussion, site visits, participatory monitoring, collection of documents, etc.) in conjunction with the TOR.

(2) Establish a reporting and feedback system

It is crucial to establish a reporting and feedback system for the DADP monitoring. This task includes clarification with regard to: 1) who is responsible for preparing a comprehensive report on the performance of DADPs of the entire country; 2) who will read the report; and 3) how the findings and interpretations will be fed back into the decision making and the next planning and implementation cycle as shown in Figure 5.1.

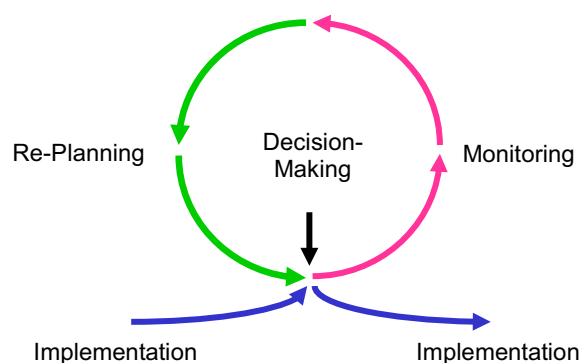


Figure 5.1 Implementation: Learning Process

Source: European Commission, EuropeAid Co-operation Office, *Project Cycle Management Handbook*, Version 2.0, March 2002, p. 22.

The report is supposed to be presented for the “annual performance assessment” to be conducted by the DPPs of ASLMs, but it is not clear how previous DADP monitoring reports, though no comprehensive report was prepared in 2004/05, were utilized to improve the next-year process. The results of M&E will be useless if institutional motivation to learn from previous experience does not exist or if they are not sufficiently fed back to the decision makers and beneficiaries. It is therefore important to ensure both upward and downward accountability by distributing such a report. Furthermore, the significance of preparing such a comprehensive report at national level is expected to increase when more funds become available for DADPs from the ASDP Basket Fund set up in 2006/07.

(3) Involve the Regional Secretariats (RSs) in the DADP monitoring

RSs should be effectively involved in the DADP monitoring, however their current capacity may be limited. Consultation of ASLMs monitoring officers with the regional advisers is highly important to grasp the situation of DADP implementation in the whole region

⁴⁰ URT, Guidelines for the District Agricultural Development Planning and Implementation (DADPs), Draft, June 2006, p. 30. The guidelines have not been officially launched but are a result of work done by a working team consisting of ASLMs officers and led by the ASDP Secretariat Programme Officer in charge of M&E.

⁴¹ Ibid., Annex 05 Guidelines for Participatory and Evaluation, pp. 21-22.

concerned and to obtain follow-ups from them after the monitoring. It is at least necessary to inform RSs of the monitoring in advance to obtain logistical and technical support thereof.

A high-ranking official of MAFC acknowledged that the “chain of command” had collapsed and the information flow from ASLMs through RSs to district councils was not efficient. However, it is stipulated in the Regional Planning and Management Guide, issued by PO-RALG in 2000, that RSs are officially responsible for checking and forwarding plans and budgets and for consolidating and providing summary reports.⁴² It is crystal clear that PMO-RALG is the coordinating ministry for local government, i.e., responsible for ensuring the smooth implementation of a development program by facilitating communication between LGAs and relevant central ministries. Thus, all the directives and guidelines that go from the central government to LGAs should be sent by or through PMO-RALG as illustrated in Figure 5.2. LGAs’ inquiries and reports should also be transmitted to PMO-RALG and copied to the sectoral ministries as and when necessary, rather than directly to the latter.

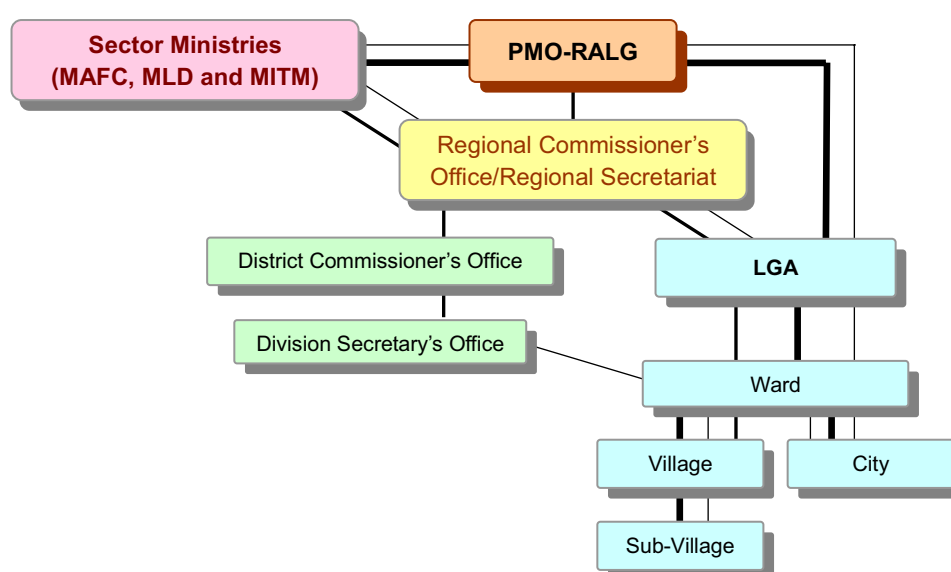


Figure 5.2 Working Relations between Sectoral Ministries and PMO-RALG

Source: Elaborated for Herbert Gondwe et al., “A Study to Review the 2003/04 DADP Process towards Effective and Efficient Implementation of District Agricultural Development Plans (DADPs)”, op. cit. by Satoko Emoto based on URT, *The Division of Responsibilities of the Roles and Functions of the Agricultural Sector among Ministry of Agriculture and Food Security, Ministry of Co-operatives and Marketing, Ministry of Water and Livestock Development, President’s Office – Regional Administration and Local Government*, June 2001, p. 31.

MAFC would explain that they were communicating directly with LGAs because the DADP budgets in the financial years of 2003/04 – 2005/06 were allocated to the ministry. Yet, it would still be important to involve the RSs in the DADP monitoring because it is primarily RSs’ responsibility to monitor the implementation of DADPs in their respective regions.

(4) Enhance ASLMs officers’ knowledge and skills

It is essential to enhance the levels of monitoring officers’ knowledge and skills required for monitoring DADPs, particularly in the following areas. Some of these may require a longer period of time to achieve a desired level, but it is still necessary to equip them with such knowledge and skills in order to monitor the DADP implementation efficiently. At least some guidance should be provided to officers who would conduct the monitoring for the first time.

⁴² Cited in District Agricultural Development Plans Support Programme, op. cit., Annex 2, p. 3.

- ASDS/ASDP and DADPs
- Development planning in general, O&OD in particular
- M&E in general, PlanRep, the Logical Framework and PME in particular
- The Local Government Capital Development Grant (LGCDG) system, DADG in particular

It may be useful for prospective monitoring officers to participate in the on-going training of CMTs for DADP planning and implementation since it covers the above-mentioned areas.⁴³

5.2 Possible Framework of ASLMs' M&E Capacity Building for DADPs

Table 5.1 presents a framework of M&E capacity building for DADPs based on ASLMs' current M&E system including responsibilities and products with respect to DADPs reviewed in the preceding sections. Outputs of previous missions and studies were referred to in examining this framework.⁴⁴ The related institutions include RSs because they are a part of PMO-RALG and expected to play a vital role in the M&E of DADPs.

Table 5.1 Overall Framework of ASLMs' M&E Capacity Building for DADPs

Institution	Responsibilities in M&E of DADPs	Products	Areas to be Strengthened	Methods
DPPs, ASLMs	<ul style="list-style-type: none"> • Develop DADP Guidelines • Review M&E reports and feed back the findings 	<ul style="list-style-type: none"> • DADP Guidelines • Information and instruction • Various surveys 	<ul style="list-style-type: none"> • Decision making • Review of reports • Report to ICC • Feedback to and from stakeholders 	<ul style="list-style-type: none"> • Executive training (?)
ASDP Secretariat	<ul style="list-style-type: none"> • Coordinate M&E of DADPs • Prepare comprehensive report 	<ul style="list-style-type: none"> • TOR for M&E • Comprehensive report for the entire country 	<ul style="list-style-type: none"> • Knowledge and skills on planning and M&E • Coordination • Report writing 	Training for: <ul style="list-style-type: none"> • Planning + M&E • Coordination • Report writing
ASLMs Officers	<ul style="list-style-type: none"> • Interview • Collect documents • Visit sites • Prepare report 	<ul style="list-style-type: none"> • Comprehensive report on of the councils/region monitored 	<ul style="list-style-type: none"> • Knowledge and skills on planning and M&E • Knowledge on ASDS/ASDP • Report writing 	<ul style="list-style-type: none"> • Training for planning + M&E • Guidance on ASDS/ASDP • Provision of report format
Regional Secretariats	<ul style="list-style-type: none"> • Monitor implementation • Support LGAs in planning M&E • Appraise/collate LGAs' reports • Prepare annual progress report 	<ul style="list-style-type: none"> • Annual progress report • Maybe quarterly progress report, depending on RAS's demand 	<ul style="list-style-type: none"> • Technical and financial capacity • Knowledge and skills on planning and M&E • Report writing • Logistics 	<ul style="list-style-type: none"> • Training for planning + M&E • Provision of report format (already in the recent guidelines) • Additional funds for M&E

Source: Elaborated by the study team based on the review presented in Sections 2, 3 and 4 of the present report and previous work mentioned in footnote 44 below.

⁴³ Following the trial training conducted in Morogoro and Mtwara Regions in June 19-24, 2006, nation-wide training is scheduled from late July 2006 onward in other regions.

⁴⁴ They include: 1) Explorative M&E Capacity Building Mission, National Level, Draft Aide Mémoire, March 15, 2005; 2) District Agricultural Development Plans Support Programme, op. cit.; 3) S. Ramadhani et al, op. cit.

The most crucial is that the DPPs clearly recognize the importance of M&E and utilize the results in their decision-making. As correctly expressed by the former M&E officer and the adviser of the ASDP Secretariat, “the ASDP does not function in an institutional vacuum.”⁴⁵

6. References

- Agricultural Sector Lead Ministries, “Appraisal Report of District Agricultural Development Plans for Financial Year 2003/2004”, May 2003.
- Agricultural Sector Lead Ministries, “DADPs Projects Appraisal Report Summary of Fund Allocation for 2004/2005,” August 2004. (In Swahili)
- Agricultural Sector Lead Ministries, “The DADP Fund Allocation Meeting held on 18 July 2003 in the Ministry of Cooperative and Marketing”. (In Swahili)
- Agricultural Sector Lead Ministries, “Fund Allocation for DADPs in 2005/06”. (In Swahili)
- ASDP Secretariat, “DADPs Implementation for 2005/2006: Terms of Reference for the Supervision Team (May 2006)”.
- Emoto, Satoko, “A Study on Capacity Building of Local Government Authorities (LGAs) for the Formulation and Implementation of District Agricultural Development Plans (DADPs) - Draft”, Rural and Agricultural Development Advisory Group of JICA Tanzania Office (JICA-RADAG), December 2004.
- Emoto, Satoko and Yoshio Aizawa, “Discussion Paper on District Agricultural Development Plans (DADPs) Implemented within the Agricultural Sector Development Programme (ASDP) (Draft)”, Rural and Agricultural Development Advisory Group of JICA Tanzania Office (JICA-RADAG), February 2004.
- Explorative M&E Capacity Building Mission, National Level, Draft Aide Mémoire, March 15, 2005.
- DADPs Scrutinization Team, “Report on Scrutinization of District Agricultural Development Plans (DADPs)”, May 2003 (?).
- Gondwe, Herbert, Patroba Mafuru, Satoko Emoto and Fuminori Arai, “A Study to Review the 2003/04 DADP Process towards Effective and Efficient Implementation of District Agricultural Development Plans (DADPs)”, JICA-RADAG, August 2004.
- Gondwe, Herbert, Fuminori Arai and Yuki Isogai, “Fact Finding Study on the District Agricultural Development Plan (DADP) and Local Government Capital Development Grant (LGCDG) Implementation at the District Level in the First Half of 2005/06 (Part I)”, Rural and Agricultural Development Advisory Group of JICA Tanzania Office (JICA-RADAG), December 2005.
- Ministry of Agriculture and Food Security (?), “Developing an M&E Framework for the ASDP: Some Leading Issues”, July 2005.
- Ministry of Agriculture and Food Security, “District Agricultural Development Plans (DADPs): Progress Report from October 2003 and March 2004” (the date of preparation is not indicated). (In Swahili)
- Ministry of Agriculture and Food Security, “Fund for District Agricultural Development Plans – DADPs”, Notification to the District Executive Director of Rombo District Council, September 10, 2003.

⁴⁵ S. Ramadhani et al, op. cit., p. 1.

- Ministry of Agriculture and Food Security (?), “Terms of Reference for Monitoring of DADPs Projects: A Checklist for Monitoring of DADPs Projects (in 2003/04)”.
- Ministry of Agriculture, Food Security and Cooperatives, “Monitoring Report on the Performance of District Agricultural Development Plans”, June 2006. (Prepared by the monitoring officer dispatched to Bunda DC, Musoma DC and Musoma MC.)
- Ministry of Agriculture, Food Security and Cooperatives, “Re: DADP Follow-ups”, Letter to District Executive Director, May 17, 2006. (In Swahili)
- Nicolao, Amos O., “Safari Report (on the monitoring of the 2005/06 DADPs in Tabora Region)”, June 2006.
- Nicolao, Amos O., “Safari Report (on the monitoring of the 2004/05 DADPs in Iringa Region)”, June 2005.
- President’s Office – Regional Administration and Local Government, “Budget Ceiling for District Agricultural Development Plans (DADPs) for 2005/2006”, Notification to Regional Secretariats of Mainland Tanzania, June 15, 2005. (In Swahili)
- President’s Office – Regional Administration and Local Government, “DADPs Budget Ceiling for the 2004/2005 Fiscal Year”, Notification to Districts, April 23, 2004.
- President’s Office – Regional Administration and Local Government (PO-RALG) and Rural and Agricultural Development Advisory Group of JICA Tanzania Office (JICA-RADAG), “Back-to-Office Report on the Field Study for Preparation of District Profiles for District Agricultural Development Plans (DADPs) in Coast, Rukwa and Ruvuma Regions”, February 2005.
- Ramadhani, Salum and Daniel Ticehurst, “The Agricultural Sector Development Programme: A Monitoring and Evaluation Framework: Draft Proposal for discussion”, July 5, 2005.
- Tabora Regional Secretariat, “Taarifa ya Maendeleo ya Kilimo Mkoa wa Tabora hadi Aprili 2006 Iliyowasilishwa kwenye Kikao cha RCC tarehe 22 Mei 2006”.
- Tabora Regional Secretariat, “Taarifa ya Utekelezaji wa Shughuli za Mifugo Mkoa wa Tabora kwa Kipindi cha Mwaka 2005 kwenye Kamati ya Ushauri ya Mkoa tarehe 23/5/2006”.
- United Republic of Tanzania, *Agricultural Sector Development Programme (ASDP) Support Through Basket Fund: Government Programme Document*, May 25, 2006.
- United Republic of Tanzania, *Agricultural Sector Development Programme Framework and Process Document, Final Draft*, Dar es Salaam, March 2003.
- United Republic of Tanzania, *Agricultural Sector Development Strategy*, Dar es Salaam, October 2001.
- United Republic of Tanzania, District Agriculture Development Plans Support Programme July 2005 – June 2012: A Sub-Component of the Agricultural Sector Development Programme (ASDP), Volume I: Main Text, Draft, May 9, 2005.
- United Republic of Tanzania, District Agriculture Development Plans Support Programme July 2005 – June 2012: A Sub-Component of the Agricultural Sector Development Programme (ASDP), Volume II: Annexes, Draft, May 9, 2005.
- United Republic of Tanzania, *The Division of Responsibilities of the Roles and Functions of the Agricultural Sector among Ministry of Agriculture and Food Security, Ministry of Co-operatives and Marketing, Ministry of Water and Livestock Development, President’s Office – Regional Administration and Local Government*, June 2001.

United Republic of Tanzania, The Functions and Organisation Structure of the Ministry of Agriculture, Food Security and Cooperatives (Approved by the President on 18th April, 2006), President's Office – Public Service Management, April 2006.

United Republic of Tanzania, *Guidelines for the District Agricultural Development Planning and Implementation (DADPs)*, Draft, June 2006.

United Republic of Tanzania, *Guidelines for Preparation and Implementation of District Agricultural Development Plans (DADPs)*, Draft, December 2004.

United Republic of Tanzania, *Guidelines for the District Agricultural Development Plans (DADPs)*, Revised Draft, July 2003.

United Republic of Tanzania, *Guidelines for the District Agricultural Development Plans (DADPs)*, January 2003.

United Republic of Tanzania, *Guidelines for the District Agricultural Development Plans (DADPs)*, Final Draft, December 2002.

7. Timetable of the Field Study

Month	Date	A.M.	P.M.	Stay
May	24 Wed	Courtesy Call to Director of Sector Coordination, PMO-RALG	13:30 DSM - 15:30 Tabora Courtesy call to RAS-Tabora	Tabora
	25 Thu	Interview with Uyui District Officers	Visit to Mwisole Dip & Miswaki Irrigation	Tabora
	26 Fri	Wrap-up discussion with Uyui District	Interview with Tabora Municipal Officers	Tabora
	27 Sat	Visit to Ndala Dip, Nzega District	Visit to Mwanhala Dip, Nzega District	Tabora
	28 Sun	Report Preparation	Report Preparation	Tabora
	29 Mon	Discussion with RAA/RLA/RCA-Tabora Visit to Igigwa Irrigation Scheme	Discussion with Sikonge District Officers Visit to Tutuo Charco Dam; Tutuo Dip	Tabora
	30 Tue	Discussion with Urambo District Officers	Visit to Kasungu Village (FFS); Igagala Village & Kaliua Health Center (Tsetse control); and Itundu SACCOs	Tabora
	31 Wed	Discussion with RAA/RLA-Tabora Interview with Tabora Municipal Officers	Report to RAS/RLA 15:50 Tabora - 19:55 DSM	DSM
June	6 The	Interview with Mkuranga District Officers		DSM

8. Persons Interviewed

(1) Tabora Region

1) Regional Secretariat (Box 25, Tabora)

Mr. Liana A. M. Hassan, Acting Regional Administrative Secretary

Mr. Emmanuel Buname, Regional Agricultural Adviser

Dr. Godwin Massangya, Regional Livestock Adviser

Mr. Dominick M.G. Sika, Regional Cooperative Officer

2) Uyui District Council (Box 24, Tabora)

Mr. Emmanuel M. M. Kushoka, Acting District Executive Director

Mr. Fabian Kashindye, DALDO

Dr. K. A. Maige, District Veterinary Officer

Mr. Yusuph Mwilima, District Irrigation/Civil Engineer

Mr. Timothy M. Mitimangi, District Extension Officer

Mr. Marco Lutemba, District Cooperative Officer

3) Mwisole Village (Box 610, Tabora)

Mr. Pancrasi Ruge, Village Chairman
Mr. Juma M. Mwalutambi, Village Executive Officer
Mr. Nelson N. Mungwila, Ward Executive Officer, Lutende
Mr. Emilian A. Mbashaa, Ward Agricultural and Livestock Officer, Lutende

4) Miswaki Village (Box 610, Tabora)
Mr. Lifa Machiya, Village Chairman
Mr. Leornard P. Kahema, Village Executive Officer
Mr. Marko Mika, Village Committee Member
Mr. Japheth Masunzu, Village Committee Member
Ms. Modesta Malaba, Village Committee Member, Irrigation
Ms. Juliana Rubein, Village Committee Member, Irrigation

5) Tabora Municipal Council (Box 174, Tabora)
Mr. M. P. Membe, Acting Municipal Director
Mr. D. K. Kiuya, Acting Municipal Engineer
Mr. E. A.M. Otieno, Acting MALDO
Ms. Agnes Mtweve, District Extension Officer

6) Nzega District Council (Box 3, Nzega)
Mr. Raphael Matobera, District Extension Officer
Mr. Emmanuel Mchalumbi, Livestock Field Officer, Ndala
Mr. Godfrey R. Mboya, Livestock Field Officer, Puge
Mr. Francis Aloyce, Subject Matter Specialist, Animal Health

7) Ndala Village, Nzega District (Box 22, Ndala, Nzega)
Mr. Ramadhani Juma, Councilor/Village Government Chairman, Ndala

8) Mwanhala Dip, Nzega District (Box 441, Mwanhala, Nzega)
Mr. Samwel Simbatano, Chairman of Group
Mr. Daudi Masunga, Vice Chairman of Group
Mr. Emmanuel Kabelele, Group Treasurer
Mr. C. Maduha, Livestock Keeper/Group Member

9) Sikonge District Council (Box 70, Sikonge)
Mr. J. Wibonella, Acting DED
Mr. Nonga A. Michael, Accountant
Mr. C. H. Katwanga, DALDO
Mr. Jacob Mwita, District Extension Officer
Mr. E. A. Mwaisabula, Acting District Livestock Officer
Mr. Godfrey Sungura, Ward Executive Officer, Igigwa

10) Igigwa Irrigation Scheme, Sikonge District
Mr. Maulid Mshata, Farmer/Group Member

11) Urambo District Council (Box 261, Urambo)
Mr. Abed A. Mluge, Acting DALDO
Mr. Benedict Maganga, District Cooperative Officer
Mr. Mmbonde U. S. Rajabu, District Cooperative Officer

Mr. John B. Mtesigwa, District Extension Officer
Mr. Mwinamillah Ngassa, District Livestock Officer
Ms. Monica Daudi, District Extension Officer

12) Kasungu Village, Urambo District
Ms. Lea Kaungwa, Farmers' Group Chairman
13) Igagala Village, Urambo District
Mr. Jummane Emitaba, Village Executive Officer
Ms. Kashindye Spilingi, Member of Tsetse Fly Control Committee

14) Kaliua Health Center, Urambo District
Ms. Ema, Kaliua Health Official

15) Itundu SACCOs, Urambo District
Mr. Alcord Ilagila, Chairman
Mr. Jafar I. Kapam, Vice Chairman
Mr. Ally R. Ngello, Treasurer
Mr. Said Matunga, Member

(2) Coast Region

1) Mkuranga District Council
Mr. Freddie Bhaujuge, Acting District Executive Director
Ms. Mary Massanja, Acting District Treasurer
Mr. Daniel Moshya, DALDO
Mr. Jackson A. R. Sange, Subject Matter Specialist (Food and Nutrition)
Mr. John Bukoli, District Veterinarian

(3) Ministry of Agriculture, Food Security and Cooperatives

Mr. Simon Mpaki, Programme Officer, ASDP Secretariat/Division of Policy and Planning
Mr. Amos O. Nicolao, Irrigation Extension Officer, Division of Irrigation and Technical Services
Ms. Ruth Kamala, Research Officer, Division of Research and Training
Mr. C. W. M. Wambura, Principal Economist, Division of Policy and Planning
Mr. Alex Simfukwe, Senior Economist, Division of Policy and Planning
Mr. Deogratias Lwezaura, Agricultural Economist, Division of Research and Training

Appendix 14

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

**Fact Finding Study on the Uses of PlanRep/LGMD
and
Routine Data Collection System in Tanga Region**

October 2006¹

C.W.M. Wambura² and Michio Watanabe³

Table of Contents

1. Introduction.....	1
1.1 Background and Objective of the Study	1
1.2 Methods and Areas of the Study	1
1.3 Members of the Study Team	2
2. PlanRep2	2
2.1 What is PlanRep2?	2
2.2 Current Uses of PlanRep2 by Region/District	2
3. LGMD	3
3.1 What is LGMD?	3
3.2 Current Uses of LGMD by Region/District	4
4. Routine Data Collection System	5
4.1 Current Routine Data Collection System	5
4.2 Challenges	6
5. Way Forward.....	7
Annex 1 Schedule of the Study	10
Annex 2 Persons Interviewed.....	10

¹ The findings, interpretations and recommendations expressed in this report are those of the authors and should not be attributed in any manner to MAFC and JICA.

² Principal Economist I, Department of Policy and Planning, MAFC

³ Economist, JICA-RADAG

Abbreviations and Acronyms

ASDP:	Agricultural Sector Development Programme
ASDS:	Agricultural Sector Development Strategy
ASLMs:	Agricultural Sector Lead Ministries
DADP:	District Agricultural Development Plan
DALDO:	District Agriculture and Livestock Development Officer
DED:	District Executive Director
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
MLD:	Ministry of Livestock Development
MoF:	Ministry of Finance
MKUKUTA:	Mkakati Kukuza Uchumi na Kupunguza Umaskini Tanzania
MR:	Monthly Report
MTEF:	Medium Term Expenditure Framework
PMO-RALG:	Prime Minister's Office - Regional Administration and Local Government
RAA:	Regional Agricultural Adviser
RAS:	Regional Administrative Secretary
RLA:	Regional Livestock Adviser
RPLA:	Regional Planning Adviser
VAEO:	Village Agricultural Extension Officer
WAEO:	Ward Agricultural Extension Officer

1. Introduction

1.1 Background and Objective

Government of Tanzania (GoT) and Development Partners have been consolidating their efforts toward implementation of Agriculture Sector Development Programme (ASDP). The Programme supports the operationalization of Agricultural Sector Development Strategy (ASDS) that is a key element of MKUKUTA. Since 2003, GoT has distributed development grants to Local Government Authorities (LGAs) for implementation of District Agricultural Development Plans (DADPs). A DADP support programme was developed in May 2005.

The year of 2006 saw two changes in DADPs: 1) the integration of financial and reporting mechanisms of DADPs with those of LGCDG system, and 2) the commencement of ASDP Basket Fund. Since 2006, GoT budget and donor fund are consolidated and disbursed through the mechanism of LGCDG system for the implementation of DADPs. In association with this change, financial and physical reporting of DADPs by LGAs will be undertaken using PlanRep2, computer software developed jointly by Ministry of Finance (MoF) and Prime Minister's Office - Regional Administration and Local Government (PMO-RALG). The performance indicators are also included in PlanRep2 to measure the attainment of targets. The indicators are selected from those of Local Government Monitoring Database (LGMD), another computer software developed by PMO-RALG.

For effective monitoring and reporting of DADPs, an appropriate use of PlanRep2 (and to some extent, LGMD) is essential. However, little is known about the current uses of these newly introduced computer software at LGAs. Thus, it is important to examine the current status of the uses of PlanRep2/LGMD at LGAs.

In addition, in order to grasp the outcome/impacts of DADP, it is necessary to collect data on the performance of agriculture. For the monitoring and evaluation (M&E) of ASDP, various methods such as census/survey and diagnostic studies are planned to be undertaken. These methods, however, are conducted only on a periodical basis and cannot provide information on a regular (e.g. annual) basis. Each Agricultural Sector Lead Ministry (ASLM) has its own routine data collection system, and this system may be used to capture outcome/impacts of DADPs. Since decentralization, however, this system has not been functioning properly. Thus, it is important to examine the current status of routine data collection system to effectively monitor the outcome/impacts of DADPs on a regular basis.

Hence, the objectives of this study can be summarized as the following:

- Examine current status of the uses of PlanRep2 and LGMD at the regional and district levels, and
- Examine current routine data collection systems concerning agriculture at the regional and district levels.

1.2 Methods and Areas of the Study

The study was conducted in both Dar es Salaam and Tanga Region by means of interviewing officers of PMO-RALG, Regional Office and District Offices. First, the study team interviewed officers of PMO-RALG to learn about PlanRep2 and LGMD. Then, the study team visited Tanga Region to examine the current status of the uses of the software and routine data collection systems. The councils visited were Muheza District Council, Korogwe District Council and Lushoto District Council. The schedule of the study is presented in Annex 1.

1.3 Members of the Study Team

The study team consisted of the following members:

- Mr. Charles W. M. Wambura – Principal Economist I, MAFC
- Dr. Michio Watanabe – JICA-RADAG
- Mr. Zakariya Muyengi – JICA-RADAG

2. PlanRep2

2.1 What is PlanRep2?

PlanRep2 is computer software which enables LGAs to, among others, store MTEF in an electronic file, monitor the implementation of MTEF activities and expenditure, and track the implementation of MTEF targets. PlanRep was first developed in 2001 and since then PMO-RALG and MoF has developed to refine the software up to the current 6.4 version of PlanRep2.

In PlanRep2, first, objectives are set. Then indicators that correspond to each objective are identified. It is possible to select indicators from a long list of LGMD indicators. Then for each indicator, target is entered, followed by an entry of activities. Then, revenue projection is entered by GFS code. Budgets are then entered in four categories (revenue allocation, personal emoluments (PE), other charges (OC) and development).

As the disbursement to LGAs is made, LGAs enter funds received into PlanRep2. The divergence between revenue projection and actual funds received is displayed in PlanRep2. Once physical implementation of projects is started, LGAs enter the dates in which the activity/project was started and completed. If the schedule is behind, there is a space to explain the reason for the delay. It is possible to enter target and actual values for each indicator. Then PlanRep2 automatically calculates what percentage of the target has been attained.

PlanRep2 has been designed to be compatible with EPICOR which LGAs have been using. According to an officer in Lushoto District, a few minor technical problems have prevented automatic data transfer from EPICOR to PlanRep2. When these problems are solved, the EPICOR data will be exported to PlanRep2 easily. Before then, entering expenditure information into PlanRep2 needs to be done manually.

According to PMO-RALG, it has become mandatory for LGAs to submit their MTEF using PlanRep2 since 2006/07 financial year. PMO-RALG received MTEF information in the form of PlanRep2 from all districts except five in 2006/07.

2.2 Current Uses of PlanRep2 by Region/Districts

(1) LGAs

All the three districts visited used PlanRep2 in submitting their 2006/07 budget.⁴ However, it appears that the use of PlanRep2 for 2006/07 was greatly facilitated by a few consultants from UCC which developed the software with sub-contracting from PMO-RALG. Thus, it is not certain whether district officers will be able to use PlanRep2 without the assistance of consultants, although officers are confident that they would be able to do so by themselves.⁵

⁴ For one of the districts, this was the second year to use PlanRep2 because they had received training on PlanRep through an Irish project.

⁵ Since PlanRep2 reporting is quarterly, LGAs are supposed to enter data for the first quarter (July-September) expenditures in October. However, it was not clear whether LGAs would be doing this because the disbursement for 2006/07 budget has not been made yet (as of the end of September).

In one of the districts, data entry into PlanRep2 is planned to be undertaken by each sector to facilitate the data entry process, while in the remaining two districts, data entry is expected to be done by a few officers. In one district, four persons received training, but three of them have been transferred. In another district, a compiled PlanRep2 file is available only in one computer, and only one person knows the “user name” and “password” of the file. Thus, if he is away, it would not be possible to use the PlanRep2 file in the district.

The three districts visited acknowledge that PlanRep2 is user-friendly and is a good system as it simplifies the work greatly.

One technical constraint of PlanRep2 might be that it considers financial attainment and performance attainment separately. For example, when expenditure is made as planned, PlanRep2 shows that the financial attainment is 100 percent, even when the target attainment is not 100 percent. Thus, developing a link between financial and physical performance assessment would further improve the usefulness of PlanRep2.

(2) Regional office

The role of regional office associated with PlanRep2 is to receive PlanRep2 files from each district and aggregate them into a regional master file and then submit it to PMO-RALG. This task was not undertaken by Tanga regional office when the districts submitted 2006/07 budget because aggregation was done by consultants. In the regional office, two persons have participated in training on PlanRep2, but one of them has already been transferred. It appears that the knowledge on PlanRep2 is fairly limited in the regional office (e.g., RPLA and RAA are not familiar with the operation of PlanRep2).

(3) Challenges

PlanRep2 is appreciated by those who know the operational functions of the software, but there are challenges as follows:

- The knowledge on PlanRep2 is limited to a few officers,
- Although one of the advantages of PlanRep2 is to be able to send the budget information in an electronic file, an access to internet is limited at district/regional offices, and
- Tanga regional office is not familiar with PlanRep2.

3. LGMD

3.1 What is LGMD?

LGMD is another computer software to help LGAs undertake their budgeting and planning. LGMD has features to:

- Provide routine data for national poverty monitoring master plan,
- Provide service delivery data at village/ward levels,
- Automatically calculate a core set of standard indicators which show developments in key poverty related sectors,
- Display aggregated data at district level, and
- Produce a variety of analytical reports and statistical maps.

LGMD has indicators in the areas of agriculture, education, governance, health, land, poverty, roads and water and sanitation. The data are collected at village/ward/district levels depending on indicators. The following is a list of agricultural indicators in LGMD:

- Percentage of farming households receiving advice from extension officers

- Number of demonstration plots per 100 farming
- Tractor per 100 farming households
- Average number of hectares per farming household
- Estimated number of cattle
- Extension officer per 100 farming households
- Number of villages receiving food aid
- Percentage of farming households owning an ox-plough
- Percentage of household without land

Original data for LGMD are collected by a questionnaire, which is distributed to respective officers from the district. The frequency of data collection can be variable from monthly to annually.

District officers who are familiar with LGMD also acknowledge its usefulness because, for example, the number of schools in a particular village can be found easily. In addition, through LGMD, each sector would be able to access information of other sectors.

3.2 Current Uses of LGMD by Region/Districts

(1) LGAs

The use of LGMD, however, is much more delayed than PlanRep2. Training workshops on LGMD have been implemented, but it appears that only a limited number of districts are currently using the software. Only one of the districts visited (Muheza district) is using LGMD. The officers of the district received training in 2004/05. Subsequently, they collected and entered data into LGMD in 2005. Currently they are in the process of collecting data again for 2006. The district expects that the questionnaire is filled out and returned to the district in two months. To facilitate this process, the district has already provided training to officers concerned with data collection such as ward executive officers.

In 2005, the data were entered manually by a few officers in the planning office. In 2006, data entry is expected to be undertaken by each sector because six officers from the district received training on LGMD in July 2006 and they are now familiar with the software operation. The (acting) DPLO mentioned that they use the software and information contained in LGMD for planning and budgeting purposes.

The other two districts, however, have not been using LGMD yet, although they received training on LGMD in July 2006. The reasons for not using LGMD include:

- Due to budget constraints, the officers who received training have been unable to provide training to other officers, and
- Most of the officers who received training have already been transferred to other districts.

(2) Regional office

LGMD is not being used by Tanga regional office. Three advisers (planning, agriculture and natural resources) mentioned that they have never heard of LGMD, which probably meant that officers in the regional office did not participate in LGMD training in July 2006.

(3) Challenges

Despite the usefulness of LGMD, its use is very limited. The challenges may further be elaborated as follows:

- Only a few officers in each district are familiar with LGMD,

- To provide training on LGMD to other officers has been delayed due partly to budget constraints,
- Even if data are collected and entered, the reliability of data is questionable,
- Current performance indicators on agriculture do not appear to be appropriate, and
- Officers in the regional office are not familiar with LGMD. Therefore, it is not likely that the regional office is able to fulfil its role of aggregating district LGMD files into a regional file.

4. Routine Data Collection System

4.1 Current Routine Data Collection System

In Tanzania, there are several methods of collecting agricultural data such as periodic survey/census and project-wise monitoring, but the primary method of routine data collection is by a monthly report (MR). The reporting mechanism is described below and depicted in Figure 1.

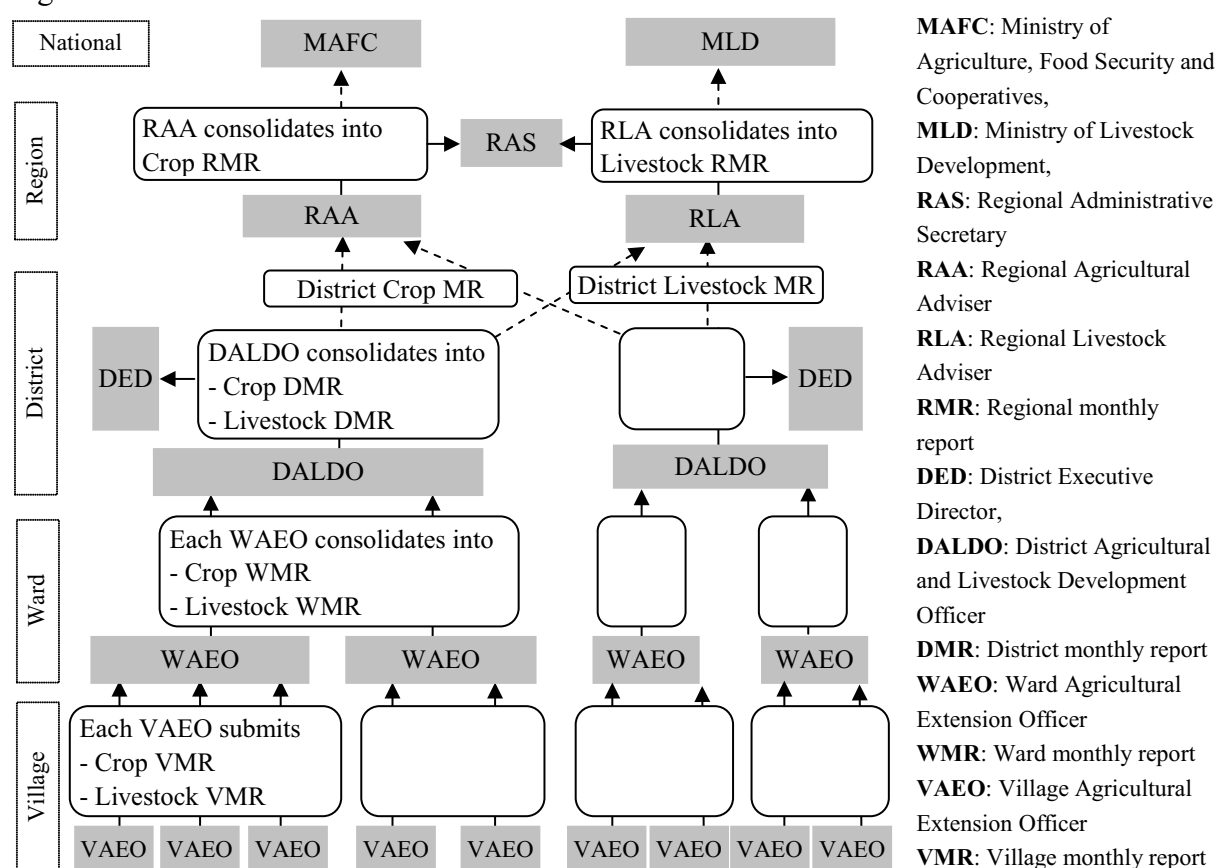


Figure 1. Reporting mechanism of monthly reports

Source: RADAG survey

Notes: Formal and informal (copying) submission are shown by a solid line and a dotted line, respectively.

- 1) (Village) VAO prepares a crop village monthly report (VMR) and a livestock VMR and submits them to WAO.
- 2) (Ward) WAO consolidates crop VMRs into a crop ward monthly report (WMR) and livestock VMRs into a livestock WMR and submits them to DALDO.
- 3) (District) DALDO consolidates crop WMRs into a crop district monthly report (DMR) and livestock WMRs into a livestock DMR and submits them to DED. DALDO also sends a copy of crop DMR to RAA and a copy of livestock DMR to RLA.

- 4) (Region) RAA consolidates crop DMRs into a crop regional monthly report (**RMR**) and submits it to RAS with a copy to MAFC. RLA consolidates livestock DMRs into a livestock RMR and submits it to RAS with a copy to MLD.

The monthly reports received by DED and RAS are then forwarded as follows:

- 1) (District) DED receives sector-wise MRs (not only from agriculture and livestock but also from other sectors) and consolidates them into a comprehensive DMR and submits it to RAS.
- 2) (Region) RAS receives sector-wise MRs from each adviser (e.g., RAA and RLA) and district-wise comprehensive MRs from each district. RAS consolidates them into a comprehensive RMR and submits it to PMO-RALG.
- 3) (National) PMO-RALG prepares a comprehensive quarterly report and submits it to Prime Minister with a copy to ministries.

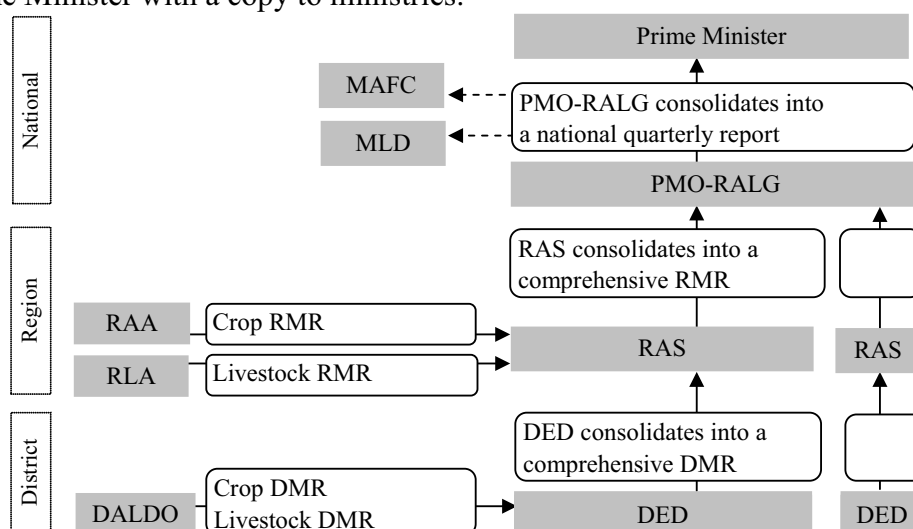


Figure 2. Reporting mechanism 2

Source: RADAG survey

Notes: Formal and informal (copying) submission are shown by a solid line and a dotted line, respectively.

4.2 Challenges

The current data collection system described above does not seem to be operating properly. The challenges are summarized as follows:

(1) Village level

- Shortages of VAEO/WAEO

There are many villages where VAEOs are not assigned (e.g., in Tanga region, there are 759 villages, but there are only 352 extension officers). Thus, there are villages that are not covered by VAEOs or one VAEO covers many villages. As a result, it is difficult for VAEOs to prepare detailed MRs in each village.

- Low quality of MRs

In general, the quality of MRs is low. Each extension officer is trained in either crop or livestock. However due to the shortages of extension officers, each extension officer has to cover both crop and livestock. The quality of report is particularly low for which the officer is not specialized in.

- Failure or delay of MR submission

Sometimes MRs are not submitted or even if submitted they are late.

(2) Ward level

- Inappropriate consolidation of VMRs into a WMR

In consolidating VMRs into a WMR, a lot of important information is dropped. Moreover, the way of consolidation is different across WAEOs.

- Failure or delay of MR submission

Sometimes MRs are not submitted or even if submitted they are late, although in some districts, they make sure that all WAEOs do submit WMRs.

(3) District level

- Inappropriate consolidation of WMRs into a DMR

In consolidating WMRs into a DMR, a lot of important information is dropped.

- Failure or delay of DMR submission to RAA/RLA

It appears that sending a copy of DMRs to RAA/RLA is not sometimes undertaken or even if they are submitted, they are late.

(4) Regional level

- Failure or delay of MR submission

It appears that there are cases when a copy of crop RMR is not sent to MAFC. Even if they are sent, they are late and/or they are sent to an inappropriate section and the reports cannot be found within MAFC.

(5) National level

- Failure to access to MRs

It does not appear that MAFC receives crop monthly reports from regions regularly due to inadequate reporting mechanism. MAFC does not receive a quarterly report from PMO-RALG, either. Apparently this has been a problem for MAFC since decentralization began in the 1990s.

- Difficulty in aggregating information from MRs

MAFC has not established nationally standardized formats of monthly reports at each level. Therefore, the information contained in each report is different, and it is difficult for MAFC to aggregate/consolidate the statistics in the reports.

5. Way Forward

PlanRep2 is a useful tool for financial management, planning and reporting, and LGMD is also helpful for LGA officers to plan and find data at the ward/village levels as well as the district level. Their uses will be increased as PMO-RALG provides more training and ASDP and LGCDG system promote the use of the software.

One important information necessary for MAFC and LGAs is agricultural performance such as areas planted, production, and yields. Such information is also important to assess the outcome/impacts of projects. The frequency of the information which MAFC/LGAs require may vary across indicators. Likewise, the geographical areas (village, ward, or district) which MAFC/LGAs want to focus may also be different among indicators.

There are several tools which provide such information on agricultural performance. In PlanRep2, it is possible to select performance indicators on agriculture, and their values can be entered on a varying frequency. However, PlanRep2 can only present district level information. On the other hand, LGMD provides information at the ward/village levels as well as at the district level. But the frequency of data entry is once a year.⁶

Table 1. Comparison of PlanRep2, LGMD and Monthly reports

	PlanRep2	LGMD	Monthly Report
Frequency	Variable	Annual	Variable
Level	District	District, Ward, Village	District, Ward, Village
Data source	LGMD and sectoral departments (originally from monthly reports)	Questionnaire (originally from monthly reports)	Own

These considerations indicate that either PlanRep2 or LGMD is not an adequate tool as a source of information on agricultural performance. It is suggested that monthly reports are useful for this purpose because they meet both requirements (frequency and geographical areas). In addition, the data entered in PlanRep2 and LGMD are originally derived from the information contained in the monthly reports. Thus, it is suggested that the current routine data collection system which relies upon monthly reports be improved and the linkages between the reports and PlanRep2/LGMD be strengthened in such a way that necessary information for PlanRep2/LGMD is always available in the monthly reports. In this context, Way Forwards are presented below:

(1) Improve monthly reports and strengthen the linkages with PlanRep2/LGMD

- (MAFC) Select indicators in monthly reports

Indicators in monthly reports need to be selected very carefully because they are the fundamental basis of agricultural performance measurement. They should cover all the necessary information, but concise enough so that VAEO/WAEO can collect on a routine basis. The frequency of data collection may be variable (monthly, quarterly, annually, etc.) depending on the types of data.

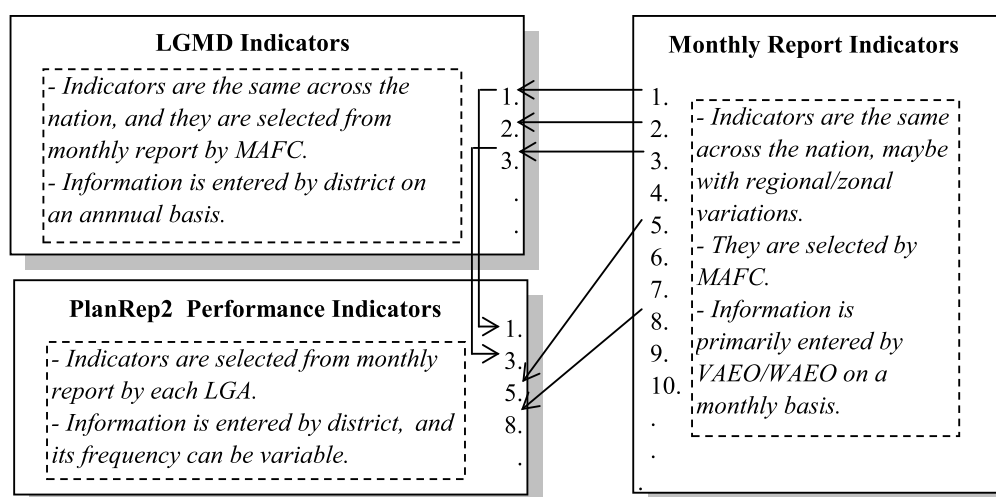


Figure 3. Suggested relationship between monthly report and PlanRep2/LGMD

- (MAFC) Revise LGMD indicators

⁶ Technically it appears that data can be entered into LGMD on a monthly/quarterly basis. However, it is difficult for LGAs to distribute questionnaires on a monthly/quarterly basis to collect field level information.

It is suggested that MAFC revises and selects new agricultural indicators for LGMD. The new LGMD indicators need to be found in monthly reports. The most important selection criterion will be whether the data are important for LGAs' planning and budgeting.

- (District) Select PlanRep2 performance indicators

Like LGMD, it is important to select indicators from the monthly report because otherwise the data are not available.

Suggested relationship between monthly report indicators and PlanRep2/LGMD indicators is depicted in Figure 3.

(2) Improve routine data collection system

- (MAFC) Develop nationally standardized formats of monthly reports at each level

Currently the format of monthly reports is not standardized. Thus, even if reports are consolidated and delivered to MAFC, it is unable to develop national level statistics from the reports. For effective data management, it is suggested that nationally standardized format of monthly reports be developed at each level.

- (MAFC) Collaborate with other ASLMs in developing the format of monthly reports

It is also important for MAFC to collaborate with other ASLMs in developing the format of monthly reports. It is particularly so with MLD because VAEO/WAEOs prepare both crop and livestock reports at the field.

- (MAFC) Clarify the reporting mechanism in collaboration with PMO-RALG

It is suggested to clarify the reporting mechanism from villages to MAFC. Since LGAs are under PMO-RALG, this task should be undertaken in collaboration with PMO-RALG. Once the reporting mechanism is established, it should be notified to each officer so that they are fully informed of it.

- (MAFC) Consider the changes in the frequency of reporting

Although monthly reports are the primary means of reporting, their quality is not satisfactory. One of the reasons might be that reporting on a monthly basis is too frequent, and it is suggested to change them into quarterly reports.

However, district officers with whom the study team discussed did not agree with this idea because of the following reasons:

- District officers would be unable to be informed of recent situations in the field,
- Actions taken by districts in the case of disease outbreak would be delayed,
- Reporting to monthly council meeting would become difficult, and
- VAEO/WAEO's work ethic might be lowered.

It is suggested that MAFC carefully evaluates both alternatives to determine the adequate frequency of reporting.

- (MAFC/District) Provide training for WAEO/VAEO on field data collection techniques

Even if the formats and reporting mechanism are established, the reports are not valuable if the data/information contained is not reliable. Thus, it is suggested that VAEO/WAEO are trained regarding field data collection techniques such as the estimation of crop yields. However, it is known that improving these techniques requires a lot of time and financial resources, so this improvement would need to be tackled in the long run.

(3) PlanRep2/LGMD

- (Region/District) Conduct sensitization workshop on PlanRep2/LGMD

It is suggested to undertake sensitization workshop in each district/region to disseminate the information on PlanRep2/LGMD so that many officers are familiar with and learn how to use the software.

Annex 1 Schedule of the Study

Table 1. Schedule of the Study

Month/Date	AM	PM	Stay
Sep 21 Thu	PMO-RALG, Acting Director of Management Information System and Japanese Expert to PMO-RALG at PMO-RALG office in DSM (Watanabe only)		
25 Mon		PMO-RALG, Management Information System at RADAG office (Mr. Wambura, Mr. Simfukwe and Watanabe)	
26 Tue	Move from DSM to Tanga		Tanga
27 Wed	Courtesy call to RAS and discussion with officers of Tanga Regional Office	Discussion with officers of Muheza District Council and Field Visit to DADP project site.	Tanga
28 Thu	Move to Korogwe. Discussion with officers of Korogwe District Council.	Field Visit to DADP Project Sites. Move to Lushoto.	Lushoto
29 Fri	Courtesy call to DED and discussion with officers of Lushoto District Council.	Field Visit to DADP Project Site.	Lushoto
30 Sat	Return from Lushoto to DSM		

Annex 2 Persons Interviewed

- (1) September 21, Thursday, at PMO-RALG office in DSM
Mr. R.L. Kiwelu, Acting Director of Management Information System, PMO-RALG
Mr. Sugimoto, JICA Expert, PMO-RALG
- (2) September 25, Monday, at RADAG office in DSM
Mr. Erick Jackson, Management Information System, PMO-RALG
- (3) September 27, Wednesday, AM, at Tanga Regional Office
Mr. Paul Amanieli M. Chikira, RAS
Mr. Lucheke, RPLA,
Mr. Tungu, RAA
Mr. Kishelu, Assistant RAS, Regional Natural Resource Adviser
Mr. Charles Mhina, Administrative Officer
- (4) September 27, Wednesday, PM, at Muheza District Council
Mr. Konkoli, Acting DPLO,
Mr. Musa, District Crop Officer
- (5) September 28, Thursday, at Korogwe District Council
Mr. John Mbelwa, District Extension Officer
Mr. Mathias Kihyo, District Mechanization Officer
Mr. Zakayo Mburusi, DPLO
Mr. Mhando, DPLO's assistant
Mr. Mechard Tiba, District Treasurer
- (6) September 29, Friday, at Lushoto District Council
Mr. Obed Mwashu, DED
Mr. Muhamad, DPLO
Mr. Zikatu, District Economist, DPLO's assistant
Mr. Shelukindo, Acting DALDO
Mr. Elieza Moses, DADP Coordinator
Ms. Asha, Subject Matter Specialist

Appendix 15

THE UNITED REPUBLIC OF TANZANIA



**AGRICULTURAL SECTOR DEVELOPMENT PROGRAMME
(ASDP)**

MONITORING AND EVALUATION FRAMEWORK

FINAL DRAFT - 2

FEBRUARY 2008

ASLMs and DPs Joint Working Group for M&E of ASDP

ASDP Monitoring and Evaluation Framework

Table of Contents

1.	INTRODUCTION	
	1.1 Background	1
	1.2 Objectives.....	1
	1.3 Guiding Principles.....	2
	1.4 Scope of M&E Framework	2
2.	MEASURING OF IMPACTS, OUTCOMES, OUTPUTS, PROCESS AND INPUTS	
	2.1 Strategic Areas.....	3
	2.2 Performance Indicators.....	3
3	DATA COLLECTION AND REPORTING	
	3.1 Data Collection.....	6
	3.2 Types of Reports.....	6
	3.3 Reporting Flows	7
	3.4 Feedback Mechanism	7
	3.5 Use of M&E Information	7
	3.6 Possible Measures for Improvement	8
4	KEY MECHANISMS OF MONITORING AND EVALUATION	
	4.1 Key Mechanisms of Monitoring and Evaluation under ASDP.....	10
	4.2 Possible Measures for Improvement	12
5.	INSTITUTIONAL ARRANGEMENTS	14
6.	ACTION PLANS	
	6.1 Timeframe for the Action Plans.....	16
	6.2 Action Plans.....	16
	REFERENCES.....	20
	ANNEX 1 Long-listed Indicators.....	21
	ANNEX 2 Short-listed Indicators	27
	ANNEX 3 Terms of Reference of the Working Group	53

Acronyms

ASDP	Agricultural Sector Development Programme
ASDS	Agricultural Sector Development Strategy
ASLMs	Agricultural Sector Lead Ministries
A-WG	Agricultural Working Group of Development Partners
BF-SC	Basket Fund Steering Committee
CAG	Controller and Auditor General
CG	Central Government
DADP	District Agricultural Development Plan
DALDO	District Agricultural and Livestock Development Officer
DED	District Executive Director
DLG	Director of Local Government
DFT	District Facilitation Team
DPP	Director of Policy and Planning
DPs	Development Partners
DRT	Director of Research and Training
DSC	Director of Sector Coordination
FAO	Food and Agricultural Organization
GoT	Government of Tanzania
HLGA	Higher Level Government Authority
ICC	Inter-Ministerial Coordination Committee
IFMS	Integrated Financial Management System
JICA	Japan International Cooperation Agency
LGAs	Local Government Authorities
LGCDG	Local Government Capital Development Grant
LGMD	Local Government Monitoring Database
LLGA	Lower Level Government Authority
MAFC	Ministry of Agriculture Food Security and Cooperatives
MITM	Ministry of Industry, Trade and Marketing
MLD	Ministry of Livestock Development
M&E	Monitoring and Evaluation
MIS	Management Information System
MTEF	Medium-Term Expenditure Framework
MKUKUTA	Mkakati wa Kukuza Uchumi na Kupunguza Umasikini Tanzania
NAO	National Audit Office
NBS	National Bureau of Statistics
NSGRP	National Strategy for Growth and Reduction of Poverty
PC	Programme Coordinator
PME	Participatory Monitoring and Evaluation
PMMP	Poverty Monitoring Master Plan
PMO-RALG	Prime Minister's Office- Regional Administration and Local Government
PS	Permanent Secretary
RAS	Regional Administrative Secretary
RAA	Regional Agricultural Adviser
RDS	Routine Data System
RLA	Regional Livestock Adviser
RS	Regional Secretariat
RTA	Regional Trade Adviser
SWAp	Sector Wide Approach

TANGO	Tanzania Non-Governmental Organizations
TWG	Thematic Working Group
URT	United Republic of Tanzania
VAEO	Village Agricultural Extension Officer
VEO	Village Executive Officer
WAEO	Ward Agricultural Extension Officer
WEO	Ward Executive Officer
WFT	Ward Facilitation Team

ASDP Monitoring and Evaluation Framework

1. INTRODUCTION

1.1 Background

The Government of Tanzania has adopted the Agricultural Sector Development Strategy (ASDS) since 2001. 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 Sector Development Programme (ASDP), developed in 2003, is a long-term process designed to implement the ASDS based on a Sector Wide Approach (SWAp)¹. It is the main tool for the central government for coordinating and monitoring agricultural development and for incorporating nationwide reforms. It also establishes operational linkages between the Agricultural Sector Lead Ministries (ASLMs)², and other national stakeholders, as well as introducing more effective management systems. It forges the connection between demand-driven, field-based district planning processes, and the mobilization and monitoring of national and international investment in agriculture.

With the launching of the ASDP, it was necessary to establish an effective and feasible sector-wide monitoring and evaluation (M&E) framework. In addition, with the increasing alignment of development assistance with Poverty Reduction Strategy, and the growing proportion of assistance delivered as non-project forms of support, there is a growing interest in performance assessment and the need to track poverty reduction. As a result, an attempt was made to develop an M&E framework in June 2006 (URT 2006c), however, it was not yet in its completion form because its process lacked participation of the M&E experts from the ASLMs.

In order to finalize the ASDP M&E framework, the ASLMs and Development Partners (DPs) formed Joint Working Groups for ASDP M&E in December 2006. An important feature of the Working Group is that it is composed of the ASLMs officers and DPs unlike many previous efforts which were rather external consultant-led. In each ASLM, M&E specialists, Management Information System (MIS) experts and statisticians were appointed to be members of the Working Group. Among the DPs who participated in the Working Group are FAO, Irish Aid, JICA, and World Bank. In addition, a lot of consultations were made with Local Government Authority (LGA) officers, Regional Secretariats (RSs) and farmer groups. The present document is the output of this Working Group.

1.2 Objectives

The overall objective of the M&E framework is to provide information that will enable stakeholders to track progress and to enhance informed decision-making at all levels in the implementation of ASDP.

The specific objectives are to:

- Promote the importance of systematic data/information collection and utilization of M&E results in the planning of the ASDP;
- Strengthen the M&E capacity of ASDP stakeholders to collect, analyze and use data/information; and

¹ A commonly used SWAp definition is “All significant funding for the sector supports a single sector strategy and expenditure framework, under government leadership, adopting common approaches across the sector, and progressing towards relying on government procedures to plan, disburse and account for all funds.”

² The ASLMs are the Ministry of Agriculture, Food Security and Cooperatives (MAFC), Ministry of Livestock Development (MLD), Ministry of Industry, Trade and Marketing (MITM) and Prime-Minister’s Office - Regional Administration and Local Government (PMO-RALG).

- Increase the understanding of trends and explaining changes in the levels of poverty reduction and food security in the country over time.

1.3 Guiding Principles

The ASDP M&E will be undertaken under the following guiding principles.

- Harmonize the framework with other M&E systems of the government.
- Align with the M&E systems of other projects in the agricultural sector.
- Adopt results-based management.
- Use existing mechanisms of data collection and avoid ad-hoc surveys as much as possible.
- Start as simple as possible.
- Start from the current situation (not from System in Theory).
- Be incremental and develop capacity through building on current M&E activities.
- Recognize the dynamic nature of the ASDP and be flexible in revising M&E framework.

1.4 Scope of M&E Framework³

The M&E framework covers the following scopes.

- Measurements of input, process, outputs, outcomes and impacts of ASDP implementation.
- Database and reporting used for the ASDP M&E.
- Monitoring of planning and implementation of the ASDP, including the financial and physical progress.

³ It should be noted that M&E for each activity under the District Agricultural Development Plan (DADP) is not presented in this document. According to the DADP Guidelines (URT, 2006a), participatory M&E will be employed for DADPs.

2. MEASURING OF IMPACTS, OUTCOMES, OUTPUTS, PROCESS AND INPUTS

2.1 Strategic Areas

The performance of the ASDP is measured by indicators. In developing indicators, the outcome statements were first defined in referring to the strategic areas of the ASDP/ASDS. These outcome statements and strategic areas are shown in Figure 2.1. For each of these outcome statements, output statements were developed referring to ASDP/ASDS interventions.

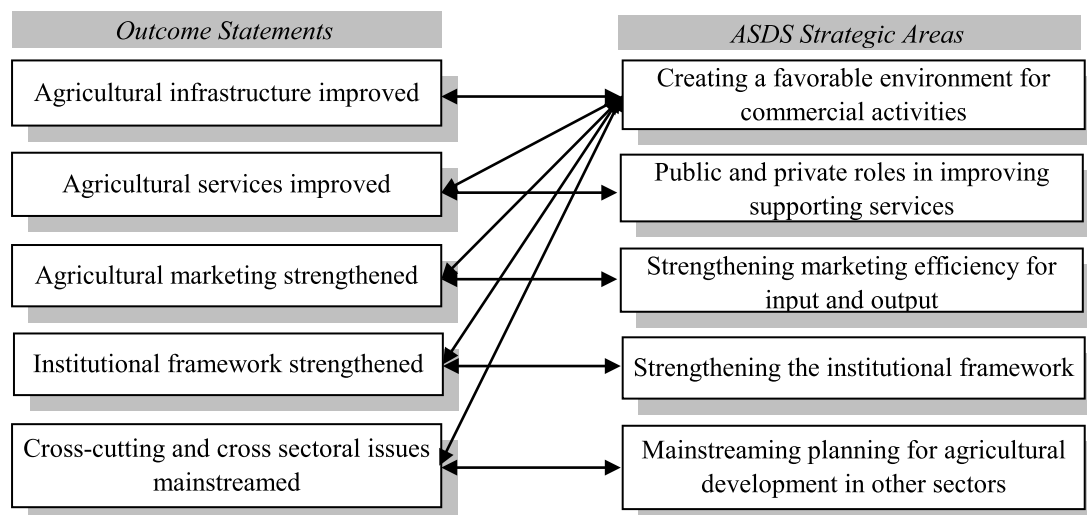


Figure 2.1 Relationship between outcome statements and ASDS strategic areas

There are several steps between these outcome statements and the overall goals of the ASDP/ASDS. These steps are translated into (higher level) outcome statements, which correspond to the purpose and strategic objectives of the ASDS. The linkages between the impact, output and output statements and their relationship with ASDP/ASDS are depicted in Figure 2.2.

2.2 Performance Indicators

The ASLMs and DPs agreed to revise the set of indicators in the Government Programme Document (URT 2006c Annex1). The revised indicators for the ASDP were developed based on the indicators proposed by each ASLM and those from the documents concerning the ASDP (URT 2006c; URT 2003; and URT 2001). Selected Poverty Monitoring Master Plan (PMMP) indicators which measure the degree of attainment of MKUKUTA goals are also employed as ASDP indicators to verify the relevance and adequacy of the directions of agricultural development undertaken under the ASDP.

The short-listed indicators (Table 2.1) were selected from the long-listed indicators, using the SMARTU criteria (Specific, Measurable, Accurate, Realistic, Timely and Useful) to make the number of indicators feasible in the short run. The long-listed and the details of the short-listed indicators are shown in Annexes 1 and 2, respectively.

Input and process indicators were also developed for each strategic area of the ASDP/ASDS. However, they were not short-listed as the framework is result-oriented.

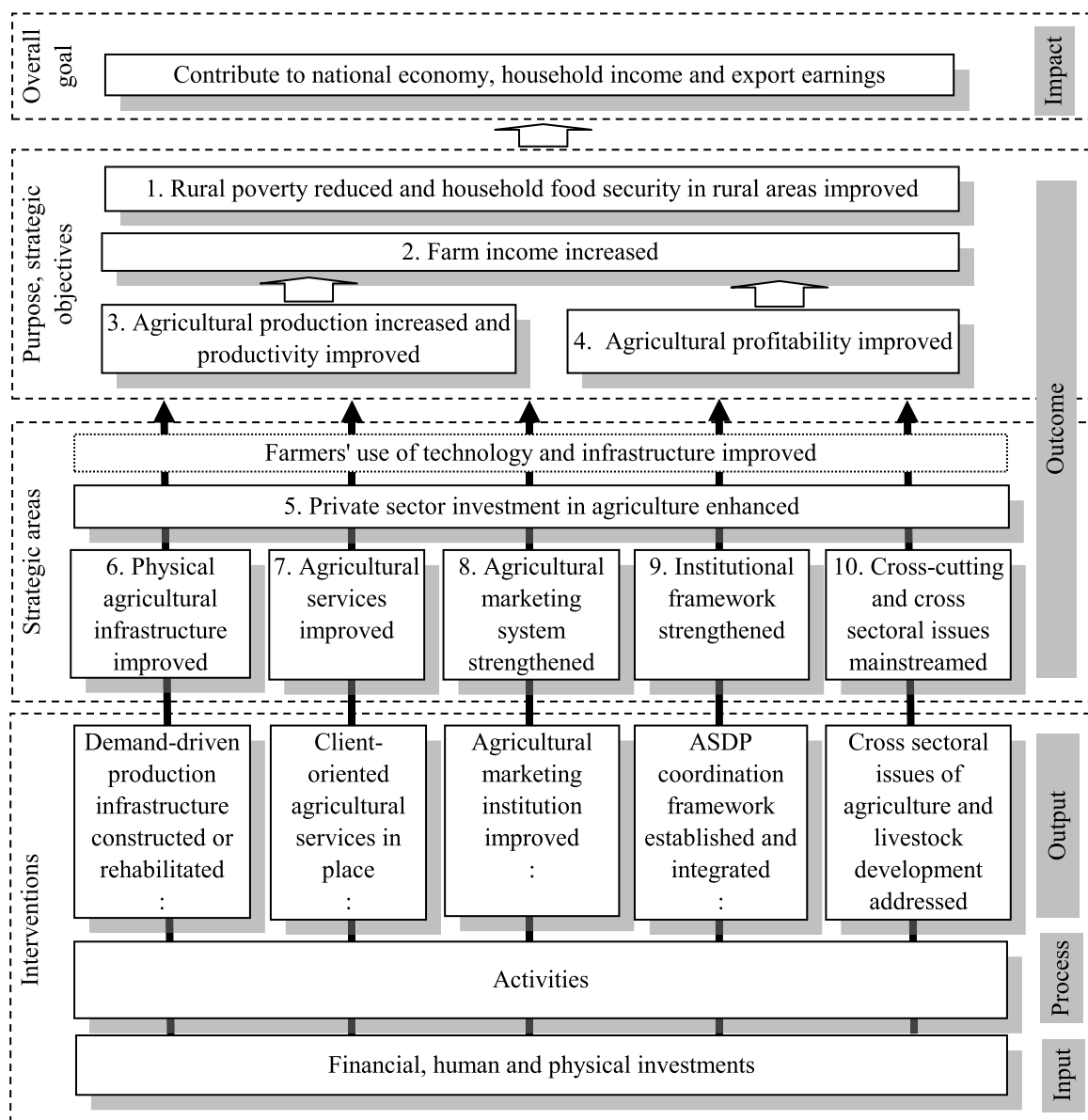


Figure 2.2: Structure of Impact, Outcome and Output Statements and their Relationship with ASDP

Note: Dashed boxes are ASDS overall goal, purpose, strategic objectives, strategic areas and interventions.

Table 2.1: The short-listed impact, outcome and output indicators for the ASDP (revised draft)
(Grey areas: Data are not available yet.)

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

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

3. DATA COLLECTION AND REPORTING

3.1 Data Collection

The Local Government Monitoring Database (LGMD) has been adopted as a software database by the LGAs since 2004. The LGMD provides a core set of indicators on key poverty related issues for village, ward and district levels, and it will be the primary database for the ASDP. It is also used for routine data collection for the national poverty monitoring master plan.

Types of data required for the ASDP M&E include:

- Agricultural growth rates and exports;
- Agricultural production and productivity;
- Agricultural inputs and outputs amounts and prices;
- Physical agricultural infrastructure (production, processing and marketing) and its uses;
- Agricultural services and technologies;
- Private sector investment in agriculture;
- Agricultural financing;
- Agricultural policies, regulations and legislation; and
- Cross-cutting issues (HIV/AIDS, land, water, sanitation, etc.).

3.2 Types of Reports

Apart from the comprehensive (cross-sectoral) report, the LGAs will prepare an agricultural quarterly progress report which consolidates crops, livestock, marketing and physical and financial performance of each agricultural project. There will also be specific reports produced on demand by different stakeholders. Table 3.1 summarizes the types of reports prepared by the LGAs.

Table 3.1 Types of reports at the LGAs

Types of reports	Contents	Frequency
Agricultural (crop, livestock and marketing) quarterly progress report	Crop: Production, facilities, inputs and implements, etc. Livestock: Number of livestock alive/sold/slaughtered, prices, disease, services provided, infrastructure, information on keepers, etc. Marketing: Retail and wholesale prices for crops and livestock. Physical progress, revenue and expenditures of DADPs and other projects.	Quarterly
Marketing report	Retail and whole prices for crops and livestock	Weekly
Food forecasting and early warning	Food security concerns	Weekly
Livestock disease surveillance and diagnosis	Livestock disease control	Weekly
LGAs comprehensive progress report	Consolidated report covering all the activities undertaken in the district	Quarterly
DADP physical and financial progress report	Physical progress, revenue and expenditures of DADPs.	Quarterly
Other projects (PADEP, ASPS II, DASIP, etc.) physical and financial progress report	Physical progress, revenue and expenditures of respective projects.	Quarterly

At the ASLMs (including zones), a number of reports will be used for the ASDP M&E as follows:

- Commodity board reports;
- Research/training institute reports;
- ASLMs quarterly, mid-year and annual reports;
- Bank of Tanzania reports;
- Project/programme progress reports;
- RSs supervision reports of projects/programmes;
- Agricultural early warning reports;
- Reviews and survey reports; and
- NBS Census/Survey Reports.

The surveys and census undertaken by the NBS in collaboration with respective lead Ministries for the ASDP M&E are summarized in Table 3.2.

Table 3.2: Key surveys and census for ASDP M&E

Name	Last conducted	Frequency
National Sample Census of Agriculture	2002/03	5 years
National Population and Housing Census	2002	10 years
Household Budget Survey	2001	5 years
Demographic and Health Survey	2004/05	5 years

3.3 Reporting Flows

The most important reports for the ASDP M&E are agricultural quarterly progress reports and LGAs comprehensive quarterly reports. The former provides input to the latter. The reporting flow of these reports starts from villages to wards, districts, regions and finally to the ASLMs through the PMO-RALG. At each level, the reports are consolidated before flowing to another level as shown in Figure 3.1.

The specific reports have different flows. The Zonal Research Institutes consolidates reports from research centers and submit them to respective ASLMs. Early warning and outbreak reports such as armyworm infestation, animal disease and pest infestation are submitted directly to respective ASLMs by the LGAs.

M&E unit in each ASLM will integrate the information from RSs / PMO-RALG and respective ministry's achievement of targets and milestones to produce quarterly, semi-annual and annual performance reports. These reports will be submitted to the Committee of ASLM Directors through DPPs of the respective ministries.

3.4 Feedback Mechanism

Feedback mechanism provides a two-way flow of information between report producers and users. The feedback process should be incorporated in the lateral linkages among stakeholders to improve the quality of reports and report submission. At the LGAs, RSs and ASLMs, officers who receive reports will analyze, evaluate and give comments on the reports within two weeks after receipt of the reports.

3.5 Use of M&E Information

The M&E information collected will be used by the Government, DPs, civil society, implementing agencies, farmers and other stakeholders for:

- Better service delivery,
- Demonstrating results as part of accountability to key stakeholders;

- Decision making;
- Planning; and
- Resource allocation.

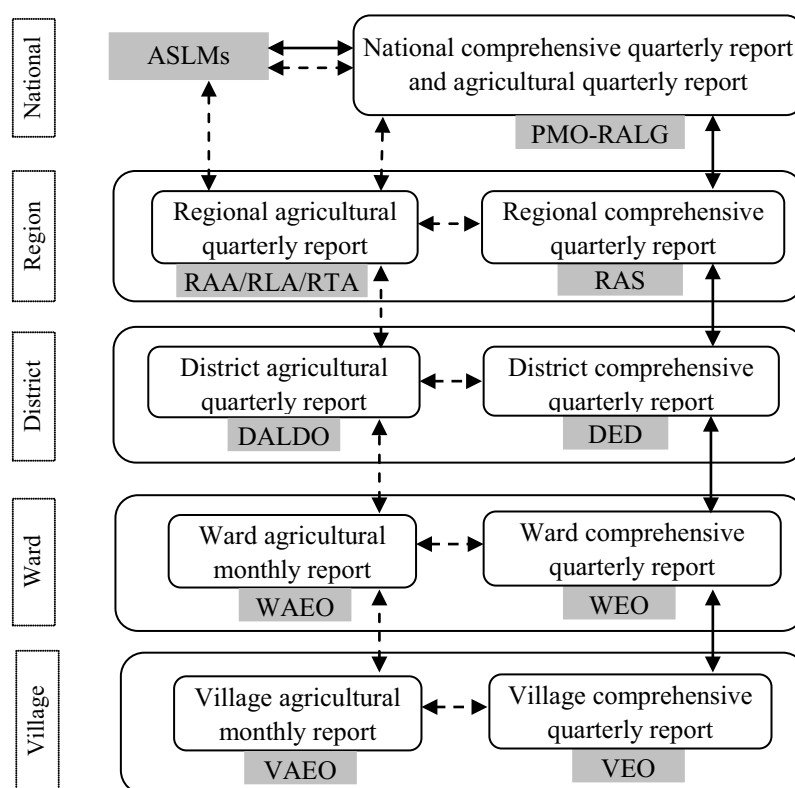


Figure 3.1 Reporting flows of agricultural progress reports and comprehensive progress reports

Note: —→ Solid arrow indicates the flow of comprehensive progress reports.
 - - - -> The dotted arrow indicates the flow of agricultural progress reports

3.6 Possible Measures for Improvement

3.6.1 Standardize report formats and establish reporting flows

At present, agricultural routine data system is not functioning properly, and the ASLMs have not been receiving monthly/quarterly reports regularly. In order to improve the routine data system, data collection formats need to be standardized nationally at each level (village, ward, district, region and central government). This will facilitate the consolidation of the reports at each level and to analyze statistics obtained. In addition, reporting flows from villages to ASLMs need to be clearly established.

3.6.2 Build capacity on data collection, management and report writing

Substantial capacity building is required among the officers of the LGAs, RSs and ASLMs on data collection, consolidation, analysis and report writing. Some of data collected by field officers such as crop yield and animal live weight are not reliable because they are estimated. Field officers will need to be trained on data collection techniques.

3.6.3 Accelerate the dissemination of the LGMD

The LGMD has not been widely used because of limited dissemination by the PMO-RALG as a result of inadequate resources. The dissemination of the LGMD should be accelerated by PMO-RALG.

In addition, the present agricultural indicators of the LGMD, shown in Table 3.3, are not adequate in addressing key issues of ASDP implementation. Therefore, there is a need for the PMO-RALG to revise these indicators.

Table 3.3: Present LGMD Indicators on Agriculture

Code	Indicator description
CA01	% of farming households receiving advice from extension offices
CA02	Number of demonstration plots per 100 farming
CA06	Tractor per 100 farming households
CA07	Average number of hectares per farming households
CA09	Estimated number of cattle
CA10	Extension officer per 100 farming households
CA11	Number of villages receiving food aid
CV004	% of farming households owning an ox-plough
CV202	% of household without land

Source: PMO-RALG, Local Government Monitoring Database, Formulae for indicators.

3.6.4 Publish survey and census results in time

The information obtained by surveys and censuses is more reliable than those from the routine data system. However, due to the shortages of manpower and financial resources, the intervals between the surveys are long and the time it takes before publication is also long. In the case of National Sample Census of Agriculture 2002/03, it took more than 3 years before the survey results were made public. It will be necessary to publish the results earlier.

3.6.5 Improve the feedback mechanism

It is necessary to improve the feedback system both vertically and horizontally as depicted in Figure 3.1. Since feedback is very important in improving the quality of the reports, the feedback mechanism (technical chain of command) shall be clarified and enforced.

3.6.6 Develop an agricultural sector M&E system

The present M&E systems of each ASLMs are not harmonized and weak in terms of capacity and resources. Currently MAFC is in the process of preparing its own M&E system. The system is being developed in alignment with other systems such as PlanRep2 and LGMD. It is necessary that a harmonized ASDP M&E system be developed for the ASLMs, incorporating the one being developed by MAFC.

4. KEY MECHANISMS OF MONITORING AND EVALUATION

4.1 Key Mechanisms of Monitoring and Evaluation under ASDP

4.1.1 Physical and financial reporting

Physical and financial monitoring under the ASDP is implemented in alignment with that of the LGCDG system. The system is expected to use the PlanRep2. The PlanRep2 is computer-based software for financial and physical monitoring which enables LGAs to store MTEF in an electronic file, monitor the implementation of MTEF activities and expenditure and track the implementation of MTEF targets. It is designed to be compatible with the EPICOR, also currently in use by LGAs. The PlanRep2 will be the primary tool under the ASDP for planning and reporting at LGAs.

To complement PlanRep2, the LGCDG reporting (physical and financial progress reports) and auditing system will be used for DADP reporting and auditing. The LGCDG reporting and audit system is summarized in Table 4.1.

Table 4.1: Reporting and Audit under the LGCDG System

	Responsibility	Major Tasks	Remarks
Reporting	LLGAs (WEO)	<ul style="list-style-type: none"> Submit timely required information to HLGAs 	
	HLGAs (DED)	<ul style="list-style-type: none"> Collect data and compile progress reports as per schedule. Submit the progress reports to PMO-RALG through RSs upon the approval of the LGA Finance Committee and the Council. Assist CG in taking action to remedy shortcomings noted in the implementation of the projects and measures necessary for the furtherance of the objectives of the LGCDG system. 	<ul style="list-style-type: none"> LGAs failing to report in the required format and within two weeks after quarter end will not receive funding for the following quarter. Where available the report shall be submitted through IFMS/Epicor and PlanRep systems.
	RSs (RAS)	<ul style="list-style-type: none"> Review LGA progress reporting and ensure submission to PMO-RALG. 	
	PMO-RALG (DSC)	<ul style="list-style-type: none"> Review and consolidate LGA reporting. Rollout and ensure efficient operation of IFMS/Epicor and PlanRep. Report to the Technical Committee and Steering Committee. 	
Audit	LLGAs (WEO)	<ul style="list-style-type: none"> Cooperate with internal and external auditors, including timely submission of financial information. 	
	HLGAs (DED)	<ul style="list-style-type: none"> Execute LGA internal audit function, including value-for-money (performance), procurement and governance audits. Cooperate with external auditors. Follow-up internal audit findings as appropriate. 	<ul style="list-style-type: none"> Audit of annual accounts to be completed not later than six months after the end of financial year.
	PMO-RALG (DLG)	<ul style="list-style-type: none"> Organize and execute internal audit function. Organize and execute value-for-money, procurement and governance audits in selected LGAs. Follow-up any audit findings as appropriate. 	
	NAO/CAG	<ul style="list-style-type: none"> Prepare and implement external audit strategic plan for participating LGAs. Submit copies of financial statements, statements of expenditure and financial monitoring reports to the Technical and Steering Committees and DPs for information. 	<ul style="list-style-type: none"> General annual audit to be completed not later than six months after end of accounting period

Source:URT, 2005a, p. 37-44.

4.1.2 LGA assessment under the LGCDG system

The LGCDG system to assess LGA performance on an annual basis in light of the minimum conditions and performance measures will be used under the ASDP.

4.1.3 Regional Stakeholder Review Meetings

Regional stakeholder review meetings shall be organized annually to exchange experiences and lessons learnt from the monitoring and evaluation of DADPs. The participants would include stakeholders from both the government and non-government sectors. This meeting shall be held at the district on a rotational basis. Responsible officers from the ASLMs may attend these review meetings.

4.1.4 M&E of ASLMs

The M&E units of each ASLM will prepare and submit quarterly, semi annual and annual physical and financial progress and review reports to DPPs. They will also undertake monitoring of DADPs when need arises.

4.1.5 Quarterly Technical Review

The Quarterly Technical Review in the LGCDG system will be used under the ASDP. The objective of the Review is to observe the planning and implementation of activities using of the funds disbursed through the LGCDG system. It will be jointly done by GoT and DPPs, and will be carried out on a quarterly basis. Each Review will be conducted targeting one or a few regions on a rotational basis.

4.1.6 Joint Implementation Review

The Joint Implementation Review will be carried out by the ASLMs, Private sector and DPPs on a semi-annual basis. The overall purpose is to assess the progress of the ASDP against objectives, to evaluate implementation progress against work plan, and to identify specific actions and problems that will affect smooth implementation of the programme.

The reviews will both draw on and provide input to ongoing government-led processes for sector monitoring, evaluation and decision-making. They include ASDP Basket Fund Steering Committee, budget cycle activities and yearly agricultural sector and public expenditure reviews.

4.1.7 Agricultural Sector Review

The Agricultural Sector Review is conducted by the ASLMs, Private sector, civil society and DPPs on an annual basis. The Review assesses agricultural sector performance and constraints. It also analyzes key policies, institutional reforms and their link to the performance of ASDP.

4.1.8 ASDP Basket Fund Steering Committee

The ASDP Basket Fund Steering Committee (BF-SC) meetings will be conducted quarterly. The meeting will review progress of the ASDP at both national and local levels and discuss issues that arise in the course of implementation, which include policy issues such as funds disbursement, the LGCDG assessment, and project achievements and performance.

4.1.9 Inter-Ministerial Coordination Committee

The Inter-Ministerial Coordination Committee (ICC) will meet on a quarterly basis and provide overall policy guidance and coordination of the ASDP. It is responsible for policy making, overseeing implementation of the ASDP, and monitoring its performance.

4.2 Possible Measures for Improvement

4.2.1 Adhere to the LGCDG reporting system

It is necessary to adhere to the reporting of the LGCDG system, at least until the PlanRep2 is fully adopted. The current problems related to reporting include the following.

- Some LGAs do not submit quarterly reports on time.
- PMO-RALG has inadequate staff to undertake and manage the manual consolidation of reports from the regions.

In order to facilitate the adherence to the LGCDG system, the following measures are necessary:

- Agricultural Section, Department of Sector Coordination of PMO-RALG must be strengthened in terms of manpower and equipment.
- Communication between PMO-RALG and LGAs should be improved in terms of equipment and finance.

4.2.2 Accelerate the dissemination of PlanRep2

It is now mandatory to use the PlanRep2 for submitting MTEF, which most LGAs have accomplished. However, the number of officers who are conversant with the PlanRep2 in each LGA is limited, and also the PlanRep2 is not fully operational for reporting purposes yet. It is important to build capacity of LGAs and RSs on PlanRep2. The PMO-RALG also needs to accelerate the dissemination of PlanRep2. For this purpose it is important to enhance the coordination between the Department of Local Government (DLG) and the Department of Management Information System (DMIS).

4.2.3 Strengthen the role of Regional Secretariats

The Regional Secretariats (RSs) play an important role in monitoring and technically backstopping the LGAs, and their responsibility needs to be strengthened. Currently their role is just advisory, and they have no power to enforce their suggestions. The LGAs should be more accountable to the RSs. In addition, the manpower and financial resources of the RSs need to be strengthened.

4.2.4 Monitor the assessment of LGAs under the LGCDG system

It is necessary to monitor the assessment of LGAs under the LGCDG system: the adequacy of minimum conditions and performance measures need to be examined regularly. In addition, the agricultural experts who can assess the performance of DADPs should always be included in the assessment teams.

4.2.5 Strengthen district and ward facilitation teams

Monitoring and supervision at the districts and wards are conducted by district and ward facilitation teams (DFTs and WFTs), respectively. But they are weak because of inadequate manpower, skills, equipment and transport. They need to be capacitated in terms of skills on planning, monitoring, data collection and report writing.

4.2.6 Strengthen the ASDP Secretariat

The ASDP Secretariat plays a very important role in the ASDP M&E. However, the Secretariat is understaffed, inadequately equipped and lacks M&E specialist. The Secretariat should be strengthened in terms of manpower, equipment, transportation and finances. Particularly an M&E specialist should be recruited.

4.2.7 Improve the monitoring of DADPs by ASLMs

ASLMs have been monitoring DADPs on an annual basis. However, the ToR and reporting formats of this monitoring exercise have always been inadequate, and as a result monitoring reports have not been adequate and timely. There is a need to improve the ToR and reporting formats for the monitoring of DADPs by the ASLMs.

5. INSTITUTIONAL ARRANGEMENTS

The responsibilities of key institutions and committees associated with ASDP M&E are summarized in Table 5.1.

Table 5.1: Responsibilities of Key Institutions and Committees in ASDP M&E

Institution/Committee	Major Responsibilities in M&E	Responsible officer
Inter-ministerial Coordination Committee	<ul style="list-style-type: none"> • Overall coordination of ASDP in terms of providing strategic policy guidance, key institutional linkage and monitoring overall performance. • Review technical and financial reports. 	<ul style="list-style-type: none"> • PS, MAFC
ASDP Basket Fund Steering Committee	<ul style="list-style-type: none"> • Take decisions on the quarterly resource transfers based on work plans, budgets, quarterly financial reports, and technical reports. • Monitor the performance and progress of all aspects of ASDP implementation through financial and physical reports, performance and outcome monitoring reports, etc. • Discuss the audit reports and decide on possible implications and actions for ASDP funding to implementing entities. 	<ul style="list-style-type: none"> • PS, MAFC
Committee of ASLM Directors	<ul style="list-style-type: none"> • Review sector implementation reports and bi-annual reviews on programme implementation and submit to the ICC. • Responsible for assembling and supervising TWG to implement inter-sectoral activities. • Supervise and manage technical and financial implementation of the ASDP. 	<ul style="list-style-type: none"> • DPP, MAFC
ASLMs	<ul style="list-style-type: none"> • Prepare reports on national component. • Review reports on local component and provide feedbacks. • Check the quality and consistency of the reports. • Consolidate and submit to the BF-SC. • DPPs lead the M&E functions such as assessing the performance of the DADPs through annual performance appraisals. 	<ul style="list-style-type: none"> • DPPs
PMO-RALG (specific tasks)	<ul style="list-style-type: none"> • Receive and review reports from RSs, collate and forward them to the ASLMs. • Prepare comprehensive reports. • Report to the LGCDG Technical Committee and Steering Committee. 	<ul style="list-style-type: none"> • DSC
National Bureau of Statistics	<ul style="list-style-type: none"> • Conduct census/surveys such as the National Sample Census of Agriculture in collaboration with respective line Ministries. 	<ul style="list-style-type: none"> • Director General, NBS
ASDP Secretariat	<ul style="list-style-type: none"> • Link the M&E system of the ASLMs and estimate sector's performance at a national level. • Collect and collate data needed to monitor ASDP implementation, analyze and comment on the monitoring results, and submit regular monitoring reports to the ICC. • Identify related capacity development needs. • Coordinate capacity building activities that support better M&E understanding and practices for planners and agricultural staffs in the ASLMs. 	<ul style="list-style-type: none"> • Programme Coordinator, ASDP

ASDP M&E Thematic Working Group	<ul style="list-style-type: none"> • Finalize short-listed indicators and prepare for the baseline survey/baseline data collection • Disseminate M&E framework • Develop and disseminate agricultural M&E Guidelines. • Improve agricultural routine data system. 	<ul style="list-style-type: none"> • Chairman of the TWG
Research and Training Institutes	<ul style="list-style-type: none"> • Provide services and information on technologies and training for ASDP M&E 	<ul style="list-style-type: none"> • DRT
Regional Secretariats	<ul style="list-style-type: none"> • Provide technical facilitation to councils on report preparation. • Evaluate LGA reports and provide feedback. • Collate LGA plans and reports and submit to PMO-RALG and sector ministries. • Monitor DADPs implementation and prepare supervision reports. • Organize annual DADP review meetings. • Facilitate the implementation of participatory M&E. 	<ul style="list-style-type: none"> • RAS
Districts	<ul style="list-style-type: none"> • Prepare reports and submit to RSs. • Monitor DADP activities implemented in the district. • Facilitate the implementation of participatory M&E. 	<ul style="list-style-type: none"> • DED
Wards	<ul style="list-style-type: none"> • Collate reports and submit to districts. • Monitor village activities. • Facilitate the implementation of participatory M&E. 	<ul style="list-style-type: none"> • WEO
Villages/mtaa	<ul style="list-style-type: none"> • Prepare reports and submit to ward. • Conduct Participatory M&E. 	<ul style="list-style-type: none"> • VEO
Development Partners	<ul style="list-style-type: none"> • Monitor agricultural sector policies and programme implementation. • Participate in ASDP reviews and TWGs. 	<ul style="list-style-type: none"> • Chairman of A-WG
Civil Societies	<ul style="list-style-type: none"> • Monitor the implementation and progress of ASDP. • Provide information for ASDP M&E. 	<ul style="list-style-type: none"> • Chairman of TANGO









6. ACTION PLANS

The chapter presents an action plan, or a blue print, to operationalize the M&E framework.

6.1 Timeframe for the Action Plans

Table 6.1 demonstrates the time frame for the operationalization of the ASDP M&E framework. The time frame covers the three-year period (from 2007/08 to 2009/10), however some of the actions will require a longer period of time.

Table 6.1 Timeframe for the Action Plans (as of June 2007)

Actions	2007/08	2008/09	2009/10
(1) Disseminate the M&E framework			
(2) Conduct baseline data collection for the short-listed indicators			
(3) Prepare M&E guidelines			
(4) Disseminate M&E guidelines			
(5) Assist the ASDP Secretariat in report preparation			
(6) Improve the routine data system			

6.2 Action Plans

6.2.1 Disseminate the ASDP M&E Framework

Time of implementation	July 2007 – September 2007
Responsible for implementation	The ASDP M&E Working Group
Objectives	<ul style="list-style-type: none"> To establish an effective and feasible M&E framework To sensitize the ASDP stakeholders on the M&E Framework
Background	An M&E framework was formulated as presented in the ASDP Government Programme Document (URT 2006b), but there was a need to develop an effective and feasible framework. In December 2006, the ASDP M&E Working Group was formed to finalize the framework. It is necessary to disseminate the framework finalized by the Working Group.
Major tasks to be carried out	<ol style="list-style-type: none"> 1) Obtain the approval of the Committee of ASLM Directors on the ASDP M&E framework. 2) Organize a workshop for wider stakeholders. 3) Revise the framework based on comments from stakeholders workshop. 4) Print and circulate the final framework document.
Areas of capacity building	<ul style="list-style-type: none"> Organizing stakeholders workshop Incorporating stakeholders' comments
Expertise needed	--
Preconditions	<ul style="list-style-type: none"> Effective involvement of all the departments concerned in ASLMs Consensus from DPs supporting the ASDP on the M&E framework

6.2.2 Conduct baseline data collection for the short-listed indicators

Time of implementation	July 2007 – December 2007
Responsible for implementation	The ASDP M&E Working Group and officers of Statistics Sections of ASLMs in collaboration with NBS.
Objectives	To obtain baseline data for the short-listed indicators
Background	The ASDP M&E Working Group has developed a set of performance indicators to measure impacts, outcomes and outputs of the ASDP and short-listed them by using the SMARTU criteria. Baseline data on the short-listed indicators need to be collected urgently.

Major tasks to be carried out	<ol style="list-style-type: none"> 1) Refine the short-listed indicators, particularly their definitions. 2) Undertake field-testing of the short-listed indicators at various levels and revise them, if necessary. 3) Collect baseline data. 4) Prepare a draft baseline report. 5) Finalize the draft baseline report. 6) Submit the final baseline report to the Committee of ASLM Directors for their approval.
Areas of capacity building	<ul style="list-style-type: none"> • Baseline survey/baseline data collection
Expertise needed	<ul style="list-style-type: none"> • Statisticians • M&E experts
Preconditions	<ul style="list-style-type: none"> • Assignment of ASLM officers in charge of statistics, MIS and M&E • Collaboration of NBS • Availability of baseline information in a relatively short period of time

6.2.3 Prepare M&E Guidelines

Time of implementation	August 2007 – March 2008
Responsible for implementation	The ASDP M&E Working Group in collaboration with DPP offices of ASLMs
Objectives	To provide a step-by-step guide on how to conduct M&E in the ASDP
Background	In order to operationalize ASDP M&E framework, it is important to develop guidelines, which specifies step-by-step tasks of each stakeholder.
Major tasks to be carried out	<ol style="list-style-type: none"> 1) Determine contents of the guidelines to be formulated, as well as inputs needed to prepare such guidelines. Also consult other guidelines such as the ASDP National Implementation Guidelines and the DADP Guidelines and decide whether to provide the M&E guidelines as a separate document or an annex to them. Expected contents may include: <ul style="list-style-type: none"> - Purposes of M&E; - Methods of tracking funds and physical progress; - Methods of monitoring planning and implementation practices; - Methods of measuring impacts, outcomes and outputs; and - Various formats, e.g., M&E planning worksheets, quarterly and annual reports, comprehensive reports both at national and LGA levels, etc. 2) Prepare for tender to hire a consultant(s) for the following tasks. <ul style="list-style-type: none"> - Review other guidelines related to the ASDP, both already developed and being developed (i.e., drafts). - Conduct interviews with ASDP stakeholders, if necessary. - Prepare draft guidelines. - Present the draft guidelines to the M&E Working Group for their comments. - Finalize the draft guidelines based on the comments. 3) Supervise the consultant's work. 4) Submit the final guidelines to the Committee of ASLM Directors for their approval. 5) Translate the final guidelines into Swahili (this may be contracted out). 6) Print and circulate the final guidelines in both English and Swahili.
Areas of capacity building	<ul style="list-style-type: none"> • Preparation for tender (including TOR writing) • Supervision of the work of consultants • Report preparation • M&E
Expertise needed	<ul style="list-style-type: none"> • M&E specialist
Preconditions	<ul style="list-style-type: none"> • Assignment of ASLM officers in charge of M&E, statistics and MIS • Substantial consultation with other ASDP Thematic Working Groups • Endorsement obtained from DPs supporting the ASDP

6.2.4 Disseminate M&E Guidelines

Time of implementation	April 2008 – June 2008
Responsible for implementation	The ASDP M&E Working Group / DPPs
Objectives	To provide a step-by-step guide on how to conduct M&E in the ASDP
Background	Once M&E Guidelines have been completed, it is necessary to disseminate them for implementation.
Major tasks to be carried out	<ol style="list-style-type: none"> 1) Determine the targets, scale and methods of dissemination. Note: If it is held on a large scale, it may be necessary to conduct a trial workshop. The workshop could be designed differently for M&E of the national component and that of the local component of the ASDP. 2) Prepare workshop materials. 3) Train facilitators on the workshop materials and the M&E guidelines. 4) Conduct workshops at national and local levels. 5) Prepare a monitoring report for feedback to the guidelines. 6) Identify parts of the guidelines that require revision. 7) Prepare and submit a comprehensive monitoring report to the Committee of Directors.
Areas of capacity building	<ul style="list-style-type: none"> • Preparation ToR • Facilitation • Report preparation • M&E
Expertise needed	<ul style="list-style-type: none"> • M&E specialist • Facilitators
Preconditions	<ul style="list-style-type: none"> • Substantial consultation with other ASDP Thematic Working Groups (It is desirable to conduct workshops concurrently with the dissemination of their guidelines where possible, not as separate activity for M&E only.)

6.2.5 Assist the ASDP Secretariat in report preparation

Time of implementation	July 2007 – June 2009 (maybe shorter or longer depending on the situation)
Responsible for implementation	The ASDP M&E Working Group or the Technical Advisor to the ASDP Secretariat
Objectives	To reinforce the M&E function of the ASDP Secretariat
Background	Besides coordination and facilitation, an important function of the ASDP Secretariat is to provide progress reports to the Inter-Ministerial Coordinating Committee (ICC). However, the post of an M&E Officer has been long unfilled and, therefore, the submission of progress reports tends to be behind the schedule. It is necessary for the Committee of Director to take measures immediately to support the ASDP Secretariat.
Major tasks to be carried out	<ol style="list-style-type: none"> 1) Investigate the current situation of progress report preparation at the ASDP Secretariat to identify necessary measures to be taken. 2) Provide a format for comprehensive progress reports that should cover both the national and local components of the ASDP. This format could also be included in the guidelines to be prepared in Action (3) above. 3) Give assistance in report writing, if necessary. 4) Review a draft report and make comments for improvement.
Areas of capacity building	<ul style="list-style-type: none"> • Report preparation • M&E
Expertise needed	--
Preconditions	<ul style="list-style-type: none"> • The recognition of the Committee of ASLM Directors concerning the current capacity of the ASDP Secretariat and their decision making • The request of the ASDP Secretariat for this kind of assistance

6.2.6 Improve the agricultural routine data system

Time of implementation	January 2008 – June 2010 (and onward)
Responsible for implementation	<ul style="list-style-type: none"> • Divisions concerned with M&E, statistics and MIS in ASLMs • LGAs
Objectives	To establish an effective, feasible and harmonized M&E routine system
Background	Currently, ASLMs are not receiving reports/information regularly due to institutional setup. It has an adverse impact on ASLMs' decision-making and makes the M&E of the ASDP difficult. Therefore, it is an urgent task to improve the institutional setup.
Major tasks to be carried out	<ol style="list-style-type: none"> 1) Select and agree among ASLMs on a set of information/data to be collected by means of monthly reports. 2) Develop nationally standardized formats of monthly/quarterly reports at each level (villages/wards/councils/regions and ASLMs). 3) Clarify the reporting flow from villages to ASLMs. 4) ASLMs DPPs sign MoU on rectifying the institutional setup and linkages 5) Disseminate the improved routine data system nation-wide. 6) Develop a harmonized database system for ASLMs (if necessary).
Areas of capacity building	<ul style="list-style-type: none"> • M&E, statistics and MIS at all levels • PlanRep2/LGMD
Expertise needed	<ul style="list-style-type: none"> • The same as the areas of capacity building mentioned above <p>Note: In response to the official request from GoT, JICA is currently examining possible technical cooperation to develop an effective routine data collection and reporting system as a part of the ASDP M&E system.</p>
Preconditions	<ul style="list-style-type: none"> • Agreement of ASLMs on harmonization of their routine data systems • Effective coordination among ASLMs • Assignment of ASLM officers in charge of M&E, statistics and MIS

REFERENCES

- ASLM Working Group for Monitoring and Evaluation of ASDP, Report of Field Visit to Dodoma 11th to 15th December 2006.
- Emoto, Satoko, (Final Draft) Study on ASLMs' Monitoring and Evaluation (M&E) Capacity for District Agricultural Development Plans (DADPs) implemented within the Agricultural Sector Development Programme (ASDP), July 2006.
- FAO-World Bank, ASDP Working paper on Monitoring and Evaluation, Third Draft, July 2003.
- Ramadhani, Salum, and Daniel Ticehurst. Monitoring and Evaluation Framework: Draft Proposal for discussion", July 5, 2005
- United Republic of Tanzania, Agricultural Development Support Program (ASDP), Joint Implementation Review April 10-24, 2007, Aide-Memoire, May 2007.
- United Republic of Tanzania, Agricultural Sector Development Programme (ASDP): Guidelines for District Agricultural Development Planning and Implementation, November 2006a
- United Republic of Tanzania, A Memorandum of Understanding for the Establishment of the Agricultural Sector Development Programme Basket Fund Between The Government of the United Republic of Tanzania and Development Partners, 27 June 2006b.
- United Republic of Tanzania, The Agricultural Sector Development Programme (ASDP) Support Through Basket Fund Government Programme Document, 25th May 2006c.
- United Republic of Tanzania, President Office Regional Administration and Local Government, *Local Government Capital Development Grant (LGCDG) System Implementation and Operations Guide*, July 2005a.
- United Republic of Tanzania, District Agricultural Development Plans Support Programme July 2005-June 2012, A Sub-Component of the Agricultural Sector Development Programme (ASDP): Volume II: Annexes, Annex 2 M&E Current Practices, Issues and Recommendations, Draft 9th May 2005b.
- United Republic of Tanzania, The Agricultural Sector Development Programme Framework and Process Document, March 2003.
- United Republic of Tanzania, The Agricultural Sector Development Strategy, October 2001.
- Wambura, Charles and Michio Watanabe, Fact Finding Study on the Uses of PlanRep/LGMD and Routine Data Collection System in Tanga Region, October 2006.

ANNEX 1. Long-listed Indicators (Draft)

Indicators in bold are short-listed indicators.

Impact indicators

Component	Indicator	Data source
Contribute to national economy		
Impact	Real GDP growth rate per annum (Agricultural sector, Livestock Sub-Sector) [MKUKUTA]	NBS
Contribute to household income		
Impact	Headcount ratio – basic needs poverty line [MKUKUTA]	NBS (HBS)
Contribute to export earnings		
Impact	Value of agricultural exports	TRA

1. Rural poverty reduced and household food security in rural areas improved

Component	Indicator / Statement	Data source
Outcome	Proportion of households who take no more than one meal per day [MKUKUTA]	
1.1 Food security policies developed		
Output	Food security policy in place	
Output	Number of councils with by-laws which sets the minimum acreage of food crops for each household	
1.2 Plans for addressing household food insecurity promoted		
Output	Number of plans addressing household food insecurity	
Output	Number of households that have storage facilities	

2. Farm income increased

Component	Indicator	Data source
Outcome	Average consumption expenditure levels in rural areas	NBS (HBS)

3. Agricultural production increased and productivity improved

Component	Indicator	Data source
Outcome	Food self-sufficiency ratio [MKUKUTA]	MAFC

Outcome	Proportion of districts reported to have food shortages [MKUKUTA]	
Outcome	Farmers agricultural production and productivity increased [MKUKUTA]	

4. Agricultural profitability improved

Component	Indicator / Statement	Data source
Outcome	Share of farm-gate prices to wholesale, retail and export prices	

5. Private investment in agricultural sector enhanced

Component	Indicator / Statement	Data source
Outcome	Flow of private funds into agricultural and livestock sectors	TIC
5.1 Policies and regulations that attract private investment in place (tax, budget allocation, information, laws)		
Output	Number of agricultural investment policies and regulations in place	
Output	Number of procedures and processes for investors reviewed	
Output	Number of agricultural investment incentives offered	
5.2 Effective procedures and processes to acquire land for agricultural investment in place		
Output	Proportion of land applications approved within 90 days	
Output	Number of LGAs in which agricultural land survey has been completed	
Output	Number of agricultural land survey experts in each district	

6. Physical agricultural infrastructure improved

Component	Indicator	Data source
Outcome	Proportion of households using physical agricultural infrastructure (dams, irrigation, wells, storage)	
Outcome	Volumes of marketed agricultural products	
6.1 Constructed or rehabilitated demand-driven agricultural production infrastructure		
Output	Number of agricultural production infrastructure existing and in operation (dams, charcos, irrigation schemes, dips, oxenization centers and veterinary clinics)	LGAs
Input	% of budget (GoT and DPs) on agricultural production infrastructure	
6.2 Constructed or rehabilitated demand-driven agricultural marketing infrastructure		
Output	Number of agricultural marketing infrastructure and machinery existing and in operation (livestock primary markets, livestock secondary markets, livestock holding grounds, feeder roads, abattoirs, integrated market centers for grains, etc.)	LGAs
Input	% of budget (GoT and DPs) on agricultural marketing infrastructure	

7. Agricultural services improved

Component	Indicator / Statement	Data source
Outcome	Proportion of farmers satisfied with public and or private agricultural services (Extension, information, research, finance)	
Outcome	Proportion of households accessing public and or private agricultural services (Extension, research)	
Outcome	Proportion of smallholder households using improved technologies (improved seeds, pesticides/fungicides, chemical fertilizers, irrigated farming, improved beef, improved dairy cow and erosion control)	NBS (NSCA)
Outcome	% of smallholders who accessed formal credit (commercial banks and cooperatives (SACCOS/SACAS)) for agricultural purposes [MKUKUTA]	
Outcome	Amount of loan provided by commercial banks and cooperatives in the agricultural sector	
Outcome	Proportion of smallholder households using mechanization (power tillers, tractors, combine harvesters and oxenization)	NBS (NSCA)
7.1 Client-oriented agricultural services (Extension, information, research, finance) in place		
Output	Number of client-oriented programmes conducted by research institutes increased	
Output	Number of active private agricultural service providers	
Output	Number of farmers trained on new technologies	
Output	Number of technological packages promoted and disseminated (new varieties of seeds, pesticides, improved breeds, new animal drugs)	
Input	% of budget (GoT and DPs) on agricultural research and technology development	
7.2 Demand-driven agricultural extension system strengthened		
Output	Ratio of farmers to extension officers	
Output	Number of extension officers trained on improved technologies	LGAs
Output	Number of private agricultural service providers trained	
Input	% of budget (GoT and DPs) for A-EBG. (Agricultural Extension Block Grant)	
7.3 Demand-driven agricultural training strengthened		
Output	Number of farmers trained	
Output	Number of training institutes that have reviewed and/or improved their curricula	
Input	% of budget (GoT and DPs) on agricultural training institutes	
7.4 Financial services improved		
Output	Number of rural micro finance institutions serving farmers	LGAs
Output	Number of members of rural micro finance institutions (SACCOS/SACAS) trained	
Input	% of budget (GoT and DPs) for micro finance outreach programme	

8. Agricultural marketing system strengthened

Component	Indicator / Statement	Data source
Outcome	Value of agricultural product marketed increased (through processing)	
Outcome	Ratio of processed exported agricultural products to total exported agricultural products	TRA
Outcome	Proportion of farmers accessing market information	
Outcome	Proportion of smallholder households participating in contracting production and out-growers schemes [MKUKUTA]	LGAs
8.1 Agricultural marketing institutions improved		
Output	Number of agricultural marketing regulations and legislation in place	MITM
Output	Number of standards reviewed and implemented	
Input	% of MITM budget for marketing and processing	
8.2 Cross-border trade legalized and promoted		
Output	Number of barriers to cross-border trade removed	
Output	Average number of days by product it takes to complete export procedures	
8.3 Market information improved		
Output	Number of client-oriented information systems and centers in place	
Output	Number of markets where wholesale and retail prices are collected	MITM
Output	Number of media that provide market information	
8.4 Value chain improved		
Output	Proportion of agricultural and livestock products with value chain identified (traceability)	
8.5 Marketing skills strengthened		
Output	Number of persons trained on agribusiness	
8.6 Partnership promoted		
Output	Number of sensitization seminars on out-grower and contract-farming schemes conducted	
Output	Proportion of villages covered by telephone network	
Input	% of budget allocated for out-grower and contract-farming schemes outreach programme	
8.7 Access to input improved		
Output	Number of stockists trained	
Output	Number of licensed stockists	

9. Institutional framework strengthened

Component	Indicator / Statement	Data source
Outcome	<i>Proportion of LGAs that qualify to receive top-up grants</i>	PMO-RALG
Outcome	<i>Proportion of LGAs that qualify to receive performance bonus</i>	PMO-RALG
Outcome	Increased performance of stakeholders in implementation of the ASDP	
9.1 ASDP coordination framework established and integrated		
Output	<i>Number of Inter-Ministerial Coordination Committee (ICC) meetings held</i>	ASDP Secretariat
Output	Number of ASDP Basket Fund Steering Committee meetings held	
Output	Number of ASLMs Directors Committee meetings held	
Output	Number of activities carried out by ASDP Secretariat referencing ToR	
Input	Number of officers in the ASDP Secretariat	
Input	% of budget allocated to the ASDP Secretariat	
9.2 Capacity of ASLMs, regional secretariat, LGAs strengthened		
Output	Ratio of posts filled by qualified staff	
Output	Number of officers trained on ASDP	
Output	Number of monitoring reports submitted on time	
Output	<i>Proportion of quarterly progress reports submitted on time</i>	Regions/ASLMs
Output	% of LGA department (DALDO) having at least one vehicle	
Output	% of WAE0 having a motorbike	
Output	% of VAE0 having a bicycle	
Input	% of budget allocated for A-CBG (Agricultural Capacity Building Grant)	
9.3 Farmers organizations promoted		
Output	Number of farmer groups trained	
Output	Number of farmer groups provided with funds, equipment and materials	
Input	% of budget allocated for farmers field school (FFS) programme	
9.4 Civil society organizations promoted		
Output	Number of civil society organizations sensitized on ASDP	
Input	% of budget allocated for civil society outreach programme	

10. Cross-cutting and cross sectoral issues mainstreamed

Component	Indicator / Statement	Data source
Outcome	Existence of other sectors' plans supporting agriculture developed and implemented	
Outcome	Existence of other sectors' plans in agricultural plans	
Outcome	Proportional of HIV/AIDS affected households that have adopted coping strategies	
10.1 Cross sectoral issues of agriculture and livestock development addressed		
Output	Number of households that have access to potable water within 400m	
Output	Number of villages covered by electricity services	
10.2 Spread and impact of HIV/AIDS and malaria minimized		
Output	Number of seminars to enhance awareness on HIV/AIDS and malaria	
10.3 Gender issues mainstreamed in agricultural development plans		
Output	Number of seminars to enhance awareness on gender	
Output	Proportion of female members of Planning and Finance Committee	LGAs
Output	Number of agricultural technologies developed to reduce the workload of women	
10.4 Environmental management improved		
Output	Number of seminars on environmental management conducted	
Output	Number of soil and water conservation technologies developed	
Output	Number of projects under ASDP with environmental impact assessment plans	

ANNEX 2. Short-listed Indicators (Revised Draft)**IMPACT INDICATORS**

Impact indicator 1	Real GDP growth rate per annum (Agricultural sector, crop and livestock sub-sectors)
Definition	Difference between GDP (of the particular sector) in year x+1 and GDP in year x (at constant prices), expressed as percentage of the GDP in year x.
Rationale	The indicator is used to monitor the growth of sectors of the economy in the country.
Frequency of reporting	Annual
Impact statement concerned	Contribute to national economy
Data sources	NBS National Accounts
Responsibility for data collection	NBS
Disaggregation	National
Risk	
Comments	This is a MKUKUTA indicator. Although the data do not seem to be very accurate, there is no alternative data source for this indicator.

Table IM1: Real GDP growth rates per annum (%) (At constant 1992 prices)

	Actual					Target				
Year	2002	2003	2004	2005	2006	2007	2008	2009	2010	2012
Agriculture (total)	5.0	4.0	5.8	5.1	4.1					
Crops	5.3	3.6	6.0	5.2	4.0					
Livestock	3.5	5.0	4.8	4.2	4.1					

Source: Ministry of Planning, Economy and Empowerment (MPPE), *The Economic Survey 2006* (<http://www.tanzania.go.tz/economicsurvey1/2006/tables/table4.html>).

Impact indicator 2	Headcount ratio in rural areas – basic needs poverty line
Definition	The proportion of the population who live in households for which the consumption expenditure falls below an agreed poverty line for basic needs requirements.
Rationale	The indicator allows for monitoring the proportion of the national population that is considered poor using the national standards.
Frequency of reporting	Periodical
Impact statement concerned	Contribute to household income
Data sources	Household Budget Survey
Responsibility for data collection	NBS
Disaggregation	Regional, National
Risk	
Comments	This is a MKUKUTA indicator. The survey is supposed to be conducted every five years, but there have been longer intervals.

Table IM2: Headcount ratio in RURAL areas – basic needs poverty line by region (%)

Region	Actual	Target	
	2000/01	2007/08	2012/13
Arusha	42.8		
Coast	48.2		
Dar es Salaam	N/A		
Dodoma	36.3		
Iringa	30.1		
Kagera	29.3		
Kigoma	38.5		
Kilimanjaro	31.9		
Lindi	56.9		
Manyara*	N/A		
Mara	45.8		
Mbeya	23.2		
Morogoro	32.1		
Mtwara	39.4		
Mwanza	48.3		
Rukwa	31.8		
Ruvuma	43.6		
Shinyanga	44.1		
Singida	57.7		
Tabora	27.4		
Tanga	37.9		
National	38.7		

Notes: N/A = Not available. *Manyara Region was a part of Arusha Region at the time of the survey. The poverty estimates are calculated using price adjustments computed separately for each region.

Source: NBS, Household Budget Survey 2000/01, July 2002, Table 7.2, p. 80, and Table C30, p. 188.

Impact indicator 3	Value of agricultural export
Definition	The value (in US dollar) of the export of agricultural products from Tanzania to the rest of the world.
Rationale	An improvement in productivity and quality in agriculture is expected to lead to an increase in the value of exports of agricultural products and contributes to foreign currency earnings.
Frequency of reporting	Annual
Impact statement concerned	Contribute to export earnings
Data sources	TRA
Responsibility for data collection	TRA
Disaggregation	National
Risk	
Comments	The same product categories by HS code shown in “Annex to Table IM3” should be used in the subsequent years.

Table IM3: Value (fob) of agricultural exports (US\$ million)

		Agricultural Exports Total
Actual	2002	323.9
	2003	364.0
	2004	428.2
	2005	566.4
	2006	505.0
Target	2007	
	2008	
	2009	
	2010	
	2011	

Source: Calculated based on data obtained from TRA Data Warehouse. For commodities included in the agricultural exports, see the annex table below.

Annex to Table IM3: Commodities included in “agricultural exports”

HS Code	Description	HS Code (4 or 6 digits) of Commodities included
Section 1: Animal and Animal Products		
01	Live animals	0101-0105
02	Meat and edible meat offal	0201-0207, 0209, 021011-021020
03	Fish and crustaceans, molluscs and other aquatic invertebrates	Not included
04	Dairy produce; birds' eggs; natural honey; edible products of animal origin, not elsewhere specified or included	All: 0401-0410
05	Products of animal origin, not elsewhere specified or included	0502-0506, 051110, 051199
Section 2: Vegetable Products		
06	Live trees and other plants; bulbs, roots and the like; cut flowers and ornamental foliage	All: 0601-0604
07	Edible vegetables and certain roots and tubers	All: 0701-0714
08	Edible fruit and nuts; peel of citrus fruit or melons	All: 0801-0814
09	Coffee, tea, maté and spices	All: 0901-0910
10	Cereals	All: 1001-1008

11	Products of the milling industry; malt; starches; inulin; wheat gluten	All: 1101-1109
12	Oil seeds and oleaginous fruits; miscellaneous grains, seeds and fruit; industrial or medicinal plants; straw and fodder	1201-1211, 121291-121299, 1213-1214
13	Lac; gums, resins and other vegetable saps and extracts	All: 1301-1302
14	Vegetable plaiting materials; vegetable products not elsewhere specified or included	All: 1401-1404
Section 3: Animal or Vegetable Fats and Oils and their Cleavage Products, Prepared Edible Fats, Animal or Vegetable Waxes		
15	Animal or vegetable fats and oils and their cleavage products; prepared edible fats; animal or vegetable waxes	1501-1503, 1505-1522
Section 4: Prepared Foodstuffs, Spirits and Vinegar, Tobacco and Manufactured Tobacco Substitutes		
16	Preparations of meat, of fish or of crustaceans, molluscs or other aquatic invertebrates	1601-1603
17	Sugars and sugar confectionery	All: 1701-1704
18	Cocoa and cocoa preparations	All: 1801-1806
19	Preparations of cereals, flour, starch or milk; pastrycooks' products (bakers wares)	All: 1901-1905
20	Preparations of vegetables, fruit, nuts or other parts of plants	All: 2001-2009
21	Miscellaneous edible preparations	All: 2101-2106
22	Beverages, spirits and vinegar	All: 2201-2209
23	Residues and waste from the food industries; prepared animal fodder	All: 2301-2309
24	Tobacco and manufactured tobacco substitutes	All: 2401-2403
Section 7: Plastics and Articles Thereof; Rubber and Articles Thereof		
39	Plastics and articles thereof	Not included
40	Rubber and articles thereof.	4001
Section 8: Raw Hides and Skins, Leather, Furskins and Articles Thereof, Saddlery and Harness, Travel Goods, Handbags and Similar Containers, Articles of Animal Gut (Other than Silk-Worm Gut)		
41	Raw hides and skins (other than furskins) and leather	All: 4101-4115
42	Articles of leather; saddlery and harness; travel goods, handbags and similar containers; articles of animal gut (other than silk-worm gut)	Not included
43	Furskins and artificial fur; manufactures thereof	4301-4302
Section 11: Textiles and Textile Articles		
50	Silk	5001-5003
51	Wool, fine or coarse animal hair; horsehair yarn and woven fabric	5101-5105
52	Cotton	5201-5203
53	Other vegetable textile fibers; paper yarn and woven fabrics of paper yarn	5301-5305
Chapters 54-63 of this section are not shown here since they are man-made fibers, textiles and apparels.		

Note: A complete set of HS codes can be obtained from World Business Contact Center, *HS Codes: Harmonization System Codes - Commodity Classification* (<http://www.hs-codes.com/>).

OUTCOME INDICATORS

Outcome indicator 1	Food self-sufficiency ratio
Definition	The percentage ratio of gross domestic production to gross domestic food requirements.
Rationale	<p>The indicator measures whether national food production meets gross food requirements. The same also applies at the regional level where the indicator tells the extent to which a region's annual food production satisfies its population needs. At 100% self-sufficiency ratio (SSR) the food produced in the current year will be equal to food required during the next consumption year. A situation where food produced is in the range of 100 - 120% is considered self-sufficient. When the SSR is 120% and above the situation is considered surplus.</p> <ul style="list-style-type: none"> • SSR<100% Food deficit • 100%≤SSR<120% Self-sufficient • SSR≥120% Surplus
Frequency of reporting	Annual
Outcome statement concerned	Agricultural production increased and productivity improved
Data sources	Crop Monitoring and Early Warning, National Food Security Division, MAFC
Responsibility for data collection	MAFC
Disaggregation	National, regional
Risk	
Comments	<p>This is a MKUKUTA indicator.</p> <p>MLD estimates national total production of meat (beef, mutton, chicken and pork combined), milk (mainly of cow; goat milk is negligible) and eggs based on livestock population (of the Agriculture Census). However, the Ministry has not established a system to derive the self-sufficiency rate of livestock products and, therefore, the required data do not exist.</p>

Table OC1: Food self sufficiency ratio by region (%)

Region	Actual			Target			
	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12
Arusha	58	111	98				
Coast	106	119	104				
Dar es Salaam	9	15	13				
Dodoma	83	80	112				
Iringa	122	128	146				
Kagera	132	135	117				
Kigoma	128	128	126				
Kilimanjaro	91	113	97				
Lindi	96	139	123				
Manyara*	102	126	118				
Mara	93	108	109				
Mbeya	153	148	140				
Morogoro	126	129	119				
Mtwara	152	168	142				
Mwanza	96	99	110				

Rukwa	148	149	127				
Ruvuma	135	147	138				
Shinyanga	67	72	101				
Singida	85	94	97				
Tabora	93	107	95				
Tanga	115	141	110				
National	102	112	109				

Source: Crop Monitoring and Early Warning Section; NFSD, MAFC.

Notes: 1) Gross domestic production (GDP) is determined based on 12 crops: maize, sorghum, finger millet, bulrush millet, rice, wheat, beans, other pulses, bananas, cassava, sweet potatoes, and irish potatoes. GDP is the aggregation of the production of these crops. (Those of bananas, cassava and potatoes are divided by 3 before aggregation in order to adjust water contents.)

2) Gross domestic requirements (GDR) are computed based on per capita consumption per day per person which is 650 grams (i.e., 237 kg/year/person). It includes seed and food uses, post-harvest losses and trade. No carryover stock from previous years is taken into account. The reason why GDR in 2003/04 is lower than that in 2002/03 is that new population estimate was made in that year, which was lower than the previous prediction.

Outcome indicator 2	Average consumption expenditure levels in rural areas
Definition	Average levels of consumption expenditure for 28 days.
Rationale	It shows the general levels of household income in rural areas, which is expected to increase as a result of an increase in production, productivity and profitability. (Consumption expenditure provides a more reliable measure of household income.)
Frequency of reporting	Periodical
Outcome statement concerned	Farm income increased
Data sources	Household budget survey
Responsibility for data collection	NBS
Disaggregation	Region, National
Risk	Sampling errors can sometime be large in some regions.
Comments	<ul style="list-style-type: none"> - When the National Panel Survey (NPS) is conducted (expected to start in 2008), the data might become available on an annual basis. - In the survey, a diary was kept in each household to record items purchased and consumed each day for one calendar month. Then it was standardized to 28 days. This method was adopted in 1991/92 HBS as well as in 2000/01 HBS. - This indicator may provide the same information as Impact Indicator 2 because the headcount ratio below poverty line is also estimated using mean consumption expenditure per adult equivalent.

Table OC2: Mean consumption expenditure in rural areas for 28 days by region (per adult equivalent) (Tshs, adjusted with regional price index)

Region	Actual	Target	
	2000/01	2007/08	???
Arusha	9,417		
Coast	9,537		
Dar es Salaam	N/A		
Dodoma	10,176		
Iringa	11,527		
Kagera	11,068		
Kigoma	9,243		
Kilimanjaro	11,060		
Lindi	8,399		
Manyara*	N/A		
Mara	8,927		
Mbeya	13,167		
Morogoro	10,344		
Mtwara	10,105		
Mwanza	10,252		
Rukwa	9,590		
Ruvuma	9,718		
Shinyanga	8,886		
Singida	7,911		
Tabora	10,437		
Tanga	9,903		
National	10,064		

Notes: N/A = Not available. *Manyara Region was a part of Arusha Region at the time of the survey.
Source: NBS, Household Budget Survey 2000/01, July 2002, Table C27, p. 179.

Outcome indicator 3	Proportion of smallholder households using improved technologies
Definition	Proportion of smallholder households using improved technologies – improved seeds, chemical fertilizer, irrigation, agro-forestry, improved cattle, etc.
Rationale	It describes the farming husbandry and technical interventions best practices recommended and used.
Outcome statement concerned	Agricultural Services improved
Data sources	National Sample Census of Agriculture
Frequency of reporting	Periodical
Responsibility for data collection	NBS
Disaggregation	District, Region, National
Risk	
Comments	When the National Panel Survey (NPS) is conducted (which is expected to start in 2008), the data might become available on an annual basis.

The baseline data should be collected at district level from NSCA 2002/03 regional reports.

Table OC3: Proportion of smallholder households using improved technologies during the 2002/03 agriculture year by region (%)

	Improved Seeds	Pesticides/Fungicides	Chemical Fertilizers	Irrigated farming ^{*)}	Improved beef	Improved dairy	Erosion Control
Arusha	26	19	14	15	2	20	19
Coast	15	12	3	4	6	29	1
DSM	57	17	13	10	5	85	6
Dodoma	11	3	1	3	1	3	10
Iringa	18	52	36	20	1	11	21
Kagera	11	8	1	4	0	15	6
Kigoma	7	7	8	9	0	2	10
Kilimajaro	51	31	35	23	3	48	31
Lindi	8	17	1	2	4	58	1
Manyara	14	6	1	4	1	5	15
Mara	23	12	2	3	0	4	10
Mbeya	14	17	32	13	2	16	17
Morogoro	15	8	7	8	0	14	3
Mtwara	4	23	3	2	0	3	1
Mwanza	38	17	3	4	0	2	8
Rukwa	5	11	6	10	0	2	9
Ruvuma	14	35	48	13	1	32	6
Shinyanga	32	22	3	2	0	2	4
Singida	15	4	1	4	1	1	9
Tabora	19	20	20	7	0	0	2
Tanga	13	5	3	9	0	20	11
Total	18	17	12	8	2	20	10

Note: ^{*)} Irrigated farming includes various water sources (i.e., rivers, lakes, dams, wells, boreholes, canals and pipe water) and methods used to obtain water (gravity, hand buckets, hand pumps, motor pumps and others).

Source:URT, National Sample Census of Agriculture 2002/2003, Volume II: Crop Sector – National Report (Appendix II: 8.1, 11.1, 11.3, 12.2, 12.3, 12.5, 12.6 and 14.1), and Volume III: Livestock Sector – National Report (calculated using Appendix II: 18.2).

Outcome indicator 4	Flow of private funds into the agricultural and livestock sectors
Definition	The amount (Tanzania Shilling) of private investment to the agricultural and livestock sectors
Rationale	To measure medium and large investors investment supporting agriculture industry
Frequency of reporting	Annual
Outcome statement concerned	Private investment in the agricultural sector enhanced
Data sources	Tanzania Investment Center reports
Responsibility for data collection	Tanzania Investment Center / PSD, MAFC
Disaggregation	Region, National
Risk	
Comments	Information available at TIC is on those investments whose amounts are larger than US\$100,000 and US\$300,000 for domestic and foreign investors, respectively. Thus, investments smaller than the above mentioned amounts are not included.

**Table OC4a: Flow of private funds into the agricultural sector by region:
Registered investments by TIC (Tsh million)**

Region	Actual		Target				
	2005	2006	2007	2008	2009	2010	2011
Arusha	250,271.00						
Coast	6,050.00						
Dodoma	0						
Iringa	580.00						
Kagera	3,420.00						
Kigoma	84,595.00						
Kilimanjaro	6,342.00						
Lindi	0						
Manyara	0						
Mara	0						
Mbeya	0						
Morogoro	62,300.00						
Mtwara	0						
Mwanza	0						
Rkuwa	0						
Ruvuma	0						
Shinyanga	0						
Singida	0						
Tabora	0						
Tanga	21,057.00						
Dar es Salaam	23,370.00						
National	457,985.00						

Source: TIC (obtained through Private Sector Development Unit, DPP, MAFC).

**Table OC4b: Flow of private funds into the livestock sector by region:
Registered investments by TIC (Tsh million)**

Region	Actual		Target				
	2005	2006	2007	2008	2009	2010	2011
Arusha	0						
Coast	2,097.15						
Dodoma	0						
Iringa	3,171.00						
Kagera	0						
Kigoma	0						
Kilimanjaro	0						
Lindi	0						
Manyara	0						
Mara	0						
Mbeya	0						
Morogoro	0						
Mtwara	0						
Mwanza	0						
Rkuwa	0						
Ruvuma	0						
Shinyanga	0						
Singida	0						
Tabora	0						
Tanga	0						
Dar es Salaam	0						
National	5,268.15						

Source: TIC (obtained through Private Sector Development Unit, DPP, MAFC).

Outcome indicator 5	Proportion of smallholder households using mechanization
Definition	Proportion of smallholder households using mechanization - Tractors (including power tillers), oxen, and Ox- carts.
Rationale	Mechanization is a necessary condition for farmers to improve productivity. These indicators show the degree of agricultural mechanization.
Frequency of reporting	Periodical
Outcome statement concerned	Agricultural services improved
Data sources	National Sample Census of Agriculture
Responsibility for data collection	NBS
Disaggregation	District, Region, National
Risk	
Comments	When NPS is implemented (which is expected to start in 2008), the data might become available on an annual basis.

The baseline data should be collected at district level from NSCA 2002/03 regional reports.

Table OC5: Proportion of farm households using agricultural mechanization during the 2002/03 agriculture year by region

	Oxen	Ox Cart	Tractor
Arusha	55.8	8.2	9.6
Coast	0.0	0.2	0.6
Dar es Salaam	1.4	0.0	1.0
Dodoma	18.2	4.6	2.8
Iringa	31.7	3.8	1.9
Kagera	1.5	0.3	0.1
Kigoma	0.3	0.2	0.0
Kilimanjaro	5.4	0.6	17.4
Lindi	0.0	0.0	0.2
Manyara	59.0	22.8	13.1
Mara	49.0	1.0	0.4
Mbeya	28.8	4.2	0.8
Morogoro	2.2	2.4	11.7
Mtwara	0.0	0.0	0.4
Mwanza	28.5	5.6	0.2
Rukwa	46.1	4.4	0.0
Ruvuma	0.7	0.0	0.2
Shinyanga	66.5	18.2	1.5
Singida	50.7	8.3	0.2
Tabora	38.4	10.5	0.8
Tanga	0.2	0.1	0.8
Total	24.0	4.9	2.8

Source:URT, National Sample Census of Agriculture 2002/2003, Volume II: Crop Sector – National Report (Appendix II: 12.9 (Number of crop growing households that used above mentioned mechanization, p. 254) and 12.1 (Total number of households, p. 249)).

Outcome indicator 6	Ratio of processed exported agricultural products to total exported agricultural products
Definition	(Value of processed exported agricultural products) / (Value of exported agricultural products).
Rationale	Currently many agricultural products have been exported without being processed. As a result, little value has been added domestically. The government has been eager to increase the export of processed agricultural products in order to increase the value-added within the country.
Frequency of reporting	Annual
Outcome statement concerned	Agricultural marketing system strengthened
Data sources	TRA
Responsibility for data collection	TRA
Disaggregation	National
Risk	
Comments	The same product categories by HS code for agricultural products and processed agricultural products shown in “Annex to Table OC6” should be used in subsequent years.

Table OC6: Ratio of processed exported agricultural products to total exported agricultural products

		Total processed exported agricultural products (US\$ million)	Total exported agricultural products (US\$ million)	Ratio of processed/total (%)
Actual	2002	58.6	323.9	18.1
	2003	57.2	364.0	15.7
	2004	78.6	428.2	18.4
	2005	105.4	566.4	18.6
	2006	108.7	505.1	21.5
Target	2007			
	2008			
	2009			
	2010			
	2011			

Source: Calculated based on data obtained from TRA Data Warehouse. For commodities included in the processed exported agricultural products, see the annex table below. For those included in the exported agricultural products, see Annex to Table IM3 above.

Annex to Table OC6: Commodities included in “processed exported agricultural products”

HS Code	Description	HS Code (4, 6 or 8 digits) of commodities included
Section 1: Animal and Animal Products		
01	Live animals	None
02	Meat and edible meat offal	None
03	Fish and crustaceans, molluscs and other aquatic invertebrates	Not included in agric. exports
04	Dairy produce; birds' eggs; natural honey; edible products of animal origin, not elsewhere specified or included	0401-0406, 04090010
05	Products of animal origin, not elsewhere specified or included	None

Section 2: Vegetable Products		
06	Live trees and other plants; bulbs, roots and the like; cut flowers and ornamental foliage	None
07	Edible vegetables and certain roots and tubers	0710-0711
08	Edible fruit and nuts; peel of citrus fruit or melons	0811-0813
09	Coffee, tea, maté and spices	090121-090190, 090230, 090240, 090412, 090420, 090620
10	Cereals	None
11	Products of the milling industry; malt; starches; inulin; wheat gluten	All: 1101-1109
12	Oil seeds and oleaginous fruits; miscellaneous grains, seeds and fruit; industrial or medicinal plants; straw and fodder	None
13	Lac; gums, resins and other vegetable saps and extracts	None
14	Vegetable plaiting materials; vegetable products not elsewhere specified or included	None
Section 3: Animal or Vegetable Fats and Oils and their Cleavage Products, Prepared Edible Fats, Animal or Vegetable Waxes		
15	Animal or vegetable fats and oils and their cleavage products; prepared edible fats; animal or vegetable waxes	1501-1503, 1505-1522
Section 4: Prepared Foodstuffs, Spirits and Vinegar, Tobacco and Manufactured Tobacco Substitutes		
16	Preparations of meat, of fish or of crustaceans, molluscs or other aquatic invertebrates	1601-1603
17	Sugars and sugar confectionery	All: 1701-1704
18	Cocoa and cocoa preparations	1803-1806
19	Preparations of cereals, flour, starch or milk; pastrycooks' products (bakers wares)	All: 1901-1905
20	Preparations of vegetables, fruit, nuts or other parts of plants	All: 2001-2009
21	Miscellaneous edible preparations	All: 2101-2106
22	Beverages, spirits and vinegar	All: 2201-2209
23	Residues and waste from the food industries; prepared animal fodder	All: 2301-2309
24	Tobacco and manufactured tobacco substitutes	2402-2403
Section 7: Plastics and Articles Thereof; Rubber and Articles Thereof		
39	Plastics and articles thereof	Not included in agric. exports
40	Rubber and articles thereof.	None
Section 8: Raw Hides and Skins, Leather, Furskins and Articles Thereof, Saddlery and Harness, Travel Goods, Handbags and Similar Containers, Articles of Animal Gut (Other than Silk-Worm Gut)		
41	Raw hides and skins (other than furskins) and leather	4104-4115
42	Articles of leather; saddlery and harness; travel goods, handbags and similar containers; articles of animal gut (other than silk-worm gut)	Not included in agric. exports
43	Furskins and artificial fur; manufactures thereof	4302
Section 11: Textiles and Textile Articles		
50	Silk	None
51	Wool, fine or coarse animal hair; horsehair yarn and woven fabric	5105
52	Cotton	5203
53	Other vegetable textile fibers; paper yarn and woven fabrics of paper yarn	None
Chapters 54-63 of this section are not shown here since they are man-made fibers, textiles and apparels.		

Note: A complete set of HS codes can be obtained from World Business Contact Center, *HS Codes: Harmonization System Codes - Commodity Classification* (<http://www.hs-codes.com/>).

Outcome indicator 7	Proportion of smallholder households participating in contracting production and out-growers schemes
Definition	Smallholder households who participate in contracting production and out-growers schemes, as percentage of all smallholder households. <u>Contract production</u> is defined as a partnership between smallholder households and an agribusiness company for the production of commercial products detailed in formal contracts. An <u>out-growers scheme</u> is defined as a partnership between smallholder households and an agribusiness company for the production of commercial products that may not involve formal contracts. The company may provide smallholders some services, such as input credits, tillage, spraying and harvesting. The smallholder provides land and labor in return for the extension/input package.
Rationale	Contract farming and out-growers schemes are one of the important aspects of strengthened agricultural marketing system.
Frequency of reporting	Annual
Outcome statement concerned	Agricultural marketing system strengthened
Data sources	LGAs (DADPs)
Responsibility for data collection	LGAs
Disaggregation	District, Regional, National
Risk	
Comments	Although this is a MKUKUTA indicator, and the MKUKUTA Monitoring Master Plan and Indicator Information (Dec. 2006, p.78) puts National Sample Census of Agriculture (NSCA) as a data source, but NSCA2002/03 does not contain information on this indicator. Thus, the data need to be collected from LGAs.

The data should be prepared by each LGA. Each LGA should submit this information in its DADP.

Table OC7: Proportion of smallholder households participating in contracting production and out-growers schemes

	Actual		Target				
	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12
Number of smallholder households in contracting production and out-growers schemes							
Total number of smallholder households in the district							
Ratio (%)							

Note: The following definitions are used in accordance with the National Sample Census of Agriculture 2002/03 (Volume II: Crop Sector - National Report, p. 302).

Smallholder household: Should have between 25 square meters and 20 hectares under production, and/or between 1 and 50 head of cattle, and/or between 5 and 100 head of sheep/goats/pigs, and/or between 50 and 1000 chickens/turkeys/ducks/rabbits.

Household: A group of people who occupy the whole or part of one or more housing units and makes joint provisions for food and/or other essentials for living.

Outcome indicator 8	Proportion of LGAs that qualify to receive top-up grants
Definition	LGAs qualify to receive enhanced DADP when the following minimum conditions are met. 1. District qualifies for Capital Development Grant 2. Position of DALDO filled 3. Council has a DADP 4. Evidence of commitment to the participatory process 5. Evidence of a commitment to reform agricultural extension services.
Rationale	This indicator assesses the degree of fulfillment of LGCDG conditions, which is a part of LGAs' performance.
Frequency of reporting	Annual
Outcome statement concerned	Institutional framework strengthened
Data sources	PMO-RALG
Responsibility for data collection	PMO-RALG
Disaggregation	National
Risk	
Comments	As the ASDP is implemented, there is a possibility that the minimum conditions be altered. In that case, consistency of the data may be violated.

Table OC8: Proportion of LGAs that qualify to receive top-up grants

		Actual		Target				
		2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12
Number of LGAs that qualify to receive top-up grants	A. Met	49	62					
	B. Provisional	29	45					
	C. Number of LGAs	121	121					
Proportion (%)	Met (A/C)	40	51					
	Provisional (B/C)	24	37					

Sources:

2005/06 - URT (PMO-RALG), Local Government Capital Development Grant System: Annual Assessment of Local Government Authorities, 2006, Annex 1, pp. 36-43.

2006/07 - URT (PMO-RALG), Annual Assessment of Minimum Conditions and Performance Measures for Local Councils under the LGCDG System for Financial Year 2007/8: National Synthesis Report, 2007, Annex 1, pp. 55-58.

Outcome indicator 9	Proportion of LGAs that qualify to receive performance bonus
Definition	The amount of performance bonus is assessed based on the following criteria. 1. DADP prepared and implemented according to guidelines and as part of DDP (35 points) 2. District Agricultural Services Reform and contracting (20 points) 3. Agricultural investments follow standards of compliance and technical audit conducted.(30 points) 4. Policy and regulatory (15 points)
Rationale	It assesses the performance of councils from the aspects of consistency with ASDP.
Frequency of reporting	Annual
Outcome statement concerned	Institutional framework strengthened
Data sources	LGCDG System
Responsibility for data collection	PMO-RALG
Disaggregation	National
Risk	
Comments	In 2006/07, only a part of the performance measures were used in the assessment. The assessment criterion may be changed in the future because a much larger number of LGAs than previously anticipated were qualified for performance bonus. A more rigorous standard may be applied, which may affect data consistency.

Table OC9: Proportion of LGAs that qualify to receive performance bonus

	Actual		Target				
	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12
Number of LGAs that quality to receive performance bonus	NA	88					
Total Number of LGAs	NA	121					
Proportion (%)	NA	73					

Source:URT (PMO-RALG), Annual Assessment of Minimum Conditions and Performance Measures for Local Councils under the LGCDG System for Financial Year 2007/8: National Synthesis Report, 2007, Annex 1, pp. 55-58.

OUTPUT INDICATORS

Output indicator 1	Number of agricultural production infrastructure
Definition	Number of agricultural production infrastructure existing and in operation (as of 30 th June of each year) – Dams, charcos, irrigation schemes, dips, oxenization centers, and veterinary clinics
Rationale	It indicates capability of ASLMs and LGAs to improve and expand agricultural production infrastructure.
Frequency of reporting	Annual
Output statement concerned	Constructed and/or rehabilitated demand-driven agricultural production infrastructure enhanced
Data sources	LGAs (DADPs)
Responsibility for data collection	LGAs
Disaggregation	District, Regional, National.
Risk	
Comments	

Each LGA should submit this information in its DADP.

Table OP1: Number of agricultural production infrastructure existing and in operation

		Actual		Target				
	Total	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12
Dams (excluding hydro-power dams)	Existing							
	In operation							
Charcos (for livestock)	Existing							
	In operation							
Irrigation scheme	Existing							
	In operation							
Dips	Existing							
	In operation							
Oxenization centers	Existing							
	In operation							
Veterinary clinics	Existing							
	In operation							

Note: Infrastructure owned by both the private and public sectors is included.

Output indicator 2	Number of agricultural marketing infrastructure and machinery
Definition	Number of agricultural marketing infrastructure and machinery existing and in operation (as of 30 th June of each year)
Rationale	It indicates capability of ASLMs and LGAs to improve and expand agricultural marketing infrastructure and machinery
Frequency of reporting	Annual
Output statement concerned	Constructed or rehabilitated demand-driven agricultural marketing infrastructure enhanced
Data sources	LGAs (DADPs)
Responsibility for data collection	LGAs
Disaggregation	District, Regional, National
Risk	
Comments	

Each LGA should collect this information and submit in its DADP.

Table OP2: Number of agricultural marketing infrastructure existing and in operation

	Total	Actual		Target				
		2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12
Livestock primary markets	Existing							
	In operation							
Livestock secondary markets	Existing							
	In operation							
Livestock holding grounds	Existing							
	In operation							
Feeder roads (km)	Existing							
	In operation							
Abattoirs	Existing							
	In operation							
Integrated market centers for grains	Existing							
	In operation							
Pulperies (coffee, cacao, etc.)	Existing							
	In operation							
Hides and skin bandas	Existing							
	In operation							
Milling machines (rice and maize)	Existing							
	In operation							
Oil extracting machines	Existing							
	In operation							

Note: Infrastructure owned by both the private and public sectors is included.

Output indicator 3	Number of extension officers trained on improved technologies
Definition	Number of extension officers trained on improved technologies on crop, livestock, and marketing and processing.
Rationale	It is a proxy indicator for farmers' adoption of improved agricultural technologies.
Frequency of reporting	Annual
Output statement concerned	Demand-driven agricultural extension system strengthened
Data sources	LGAs (DADPs)
Responsibility for data collection	LGAs
Disaggregation	District, Region, National
Risk	
Comments	Extension officers receive training not only at MATIs/LITIs but also at different occasions such as those offered by NGOs. Thus, districts are a better place than MATIs/LITIs to obtain this information.

Each LGA should collect this information and submit in its DADP.

Table OP3: Number of extension officers trained on improved technologies

	Actual		Target				
	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12
Crop							
Livestock							
Marketing and processing							

Note: Do not double-count the officers who attended more than one training course.

Improved technologies include the following.

Crop: Improve seeds, herbicides, pesticides, fungicides, crop storage, fertilizer, spacing, erosion control, irrigation, vermin/rodent control, agro-forestry, etc.

Livestock: Improved bulls, pasture establishment, feed and proper feeding, housing, proper milking, disease control dipping/spraying, head/flock size and selection, calf rearing, Artificial Insemination, etc.

Marketing and processing: Grading, packing, labeling, contract farming, weight and measure, outreach farming, access to information, etc.

Output indicator 4	Rural micro finance institutions serving farmers
Definition	Number of SACCOS and the amount of their loans for agriculture and livestock
Rationale	Rural micro finance is very important for farmers to improve productivity. This indicator addresses farmers' accessibility to credit.
Frequency of reporting	Annual
Output statement concerned	Financial services improved
Data sources	LGAs
Responsibility for data collection	Corporate Development Officer, LGAs
Disaggregation	District, Region, National
Risk	
Comments	<p>This indicator focuses on SACCOS because SACCOS is the most important micro finance institution for farmers. SACAS is under the jurisdiction of the Ministry of Home Affairs, and it is more difficult to collect data.</p> <p>As for the number of SACCOS, it is also available from Cooperative Development Division, MAFC, although some regions/LGAs fail to submit data regularly.</p>

The following information is collected from each district and should be submitted in DADPs.

Table OP4: Number of SACCOS and amount of loans for agriculture and livestock in the district

	Actual		Target				
	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12
Number of SACCOS							
Amount of loans for agriculture							
Amount of loans for livestock							
Amount of loans for business (e.g., marketing and processing)							

Output indicator 5	Number of agricultural marketing regulations and legislation in place
Definition	Number of agricultural marketing acts which create an enabling environment for commercialization in place.
Rationale	To harmonize the existing fragmented and inconsistent laws in agricultural marketing to standardize marketing activities.
Frequency of reporting	Annual
Output statement concerned	Agricultural marketing institutions improved
Data sources	MAFC, MLD, MITM
Responsibility for data collection	MITM
Disaggregation	National
Risk	
Comments	

Table OP5: Number of agricultural marketing regulations and legislation in place

	Actual				Target				
	2003 /04	2004 /05	2005 /06	2006 /07	2007 /08	2008 /09	2009 /10	2010 /11	2011 /12
Regulation	1	0	1	0					
Legislation	6	3	1	1					

Notes: The regulations and legislation approved in each year are as follows.

2003/04 - Tobacco Products Regulation, Tanzania Food and Drug Act, Seed Act, Fisheries Act, Cooperative Act, Fair Completion Act and Animal Disease Act

2004/05 - Dairy Industry Act, Antidumping Act and Veterinary Act

2005/06 - Warehouse Receipts Regulation and Warehouse Act

2006/07 - Veterinary Act

Source: DPP/DCM, MITM.

Output indicator 6	Number of markets where wholesale or retail prices are collected and disseminated
Definition	Number of places (markets) where wholesale or retail prices information on agricultural produce are collected and disseminated.
Rationale	It indicates the availability of market information to stakeholders.
Frequency of reporting	Annual
Output statement concerned	Market information improved
Data sources	MITM
Responsibility for data collection	MITM
Disaggregation	District, Regional, National
Risk	
Comments	

Table OP6: Number of markets where wholesale or retails prices are collected

	Actual				Target				
	2003/ 04	2004/ 05	2005/ 06	2006/ 07	2007/ 08	2008/ 09	2009/ 10	2010/ 11	2011/ 12
Crop (wholesale)	20	20	20	20					
Livestock (retail)	5	5	5	14					
Crop and livestock (retail)	63	63	63	73					

Output indicator 7	Number of Inter-Ministerial Coordination Committee (ICC) meetings held
Definition	Number of ICC meetings organized and held during the year under ASDP
Rationale	This indicator shows the extent to which the ASLMs are brought together through ICC meetings during the implementation of ASDP.
Frequency of reporting	Annual
Output statement concerned	ASDP coordination framework established and integrated
Data sources	ICC minutes
Responsibility for data collection	ASDP Secretariat
Disaggregation	National
Risk	
Comments	

Table OP7: Number of ICC meetings held

	Actual		Target			
	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12
Number of meetings held	2	1				
Number of meetings supposed to be held	4	4	4	4	4	4

Output indicator 8	Proportion of agricultural comprehensive quarterly progress reports submitted on time
Definition	Proportion of agricultural comprehensive quarterly progress reports received 1) by regions from LGAs within two weeks time after the end of each quarter, 2) by PMO-RALG from regions within one month time after the end of each quarter, 3) by MAFC/MLD/MITM from PMO-RALG within one and a half months time after the end of each quarter.
Rationale	The indicator indicates the effectiveness of reporting flows from LGAs to ASLMs, which is a part of institutional strengthening.
Frequency of reporting	Annual
Output statement concerned	Capacity of ASLMs, regional secretariat, LGAs strengthened
Data sources and verification	Regions, ASLMs
Responsibility for data collection	Regions, ASLMs
Disaggregation	District, Regional, National
Risk	Resource availability for recording the receipts of reports
Comments	The consolidated report will be in place shortly. Thus, we cannot collect baseline information for this indicator. PMO-RALG started preparing comprehensive quarterly progress reports after the ASDP Basket Fund was established in June 2006 and produced only one summary progress for the 1 st , 2 nd and 3 rd quarters combined in 2006/07 due mainly to late fund disbursement in the first half of the financial year. However, MITM considers that the reports for the 1 st and 2 nd quarters were submitted late. It is necessary to make clear whether such a case is regarded as late submission or as no submission.

For data collection in the future, the following formats may be used.

Table OP8a: Number of District Agricultural Comprehensive Quarterly Progress Report received by Regions

		Actual	Target				
Quarter		2006/07	2007/08	2008/09	2009/10	2010/11	2011/12
Number of districts							
1st	Late						
	On time						
2nd	Late						
	On time						
3rd	Late						
	On time						
4th	Late						
	On time						
Total	Late						
	On time						

Notes: "On time" means two weeks within the end of each quarter.

Table OP8b: Number of Regional Agricultural Comprehensive Quarterly Progress Report received by PMO-RALG

		Actual	Target				
		2006/07	2007/08	2008/09	2009/10	2010/11	2011/12
Number of Regions							
1st	Late						
	On time						
2nd	Late						
	On time						
3rd	Late						
	On time						
4th	Late						
	On time						
Total	Late						
	On time						

Note: "On time" means one month within the end of each quarter.

Table OP8c: Number of National Agricultural Comprehensive Quarterly Progress Reports received by MAFC/MLD/MITM

			Actual	Target				
Quarter			2006/07	2007/08	2008/09	2009/10	2010/11	2011/12
DPP (M&E unit, MAFC and MLD), DCM (MITM)	1st	Late						
		On time						
	2nd	Late						
		On time						
	3rd	Late						
		On time						
	4th	Late						
		On time						
	Total	Late						
		On time						

Note: "On time" means one month and a half within the end of each quarter.

Output indicator 9	Proportion of female members of Planning and Finance Committee
Definition	Proportion of female members of Planning and Finance Committee in each district.
Rationale	It indicates the level of involvement of women in planning, implementation and decision making process.
Output statement concerned	Gender issues mainstreamed in agricultural development plans
Data sources	LGAs (DADPs)
Frequency of reporting	Annual
Responsibility for data collection	LGAs
Disaggregation	District, Regional, National
Risk	
Comments	

These data should be collected by LGAs and submitted through DADPs.

Table OP9: Number of Planning and Finance Committee members of the District by gender

	Actual		Target				
	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12
Male							
Female							
Total							
Ratio							

ANNEX 3. Terms of Reference of the Working Group

Terms of Reference for the ASLMs and DPs Working Group for the M&E of the ASDP

1. Introduction

The Government of Tanzania (GoT) and Development Partners (DPs) have been consolidating their efforts toward implementation of the Agriculture Sector Development Programme (ASDP). The Programme supports the operationalization of the Agricultural Sector Development Strategy (ASDS) that is a key element of the National Strategy for Growth and Reduction of Poverty (NSGRP or MKUKUTA). Since 2003, the GoT has distributed development grants to the Local Government Authorities (LGAs) for implementation of the District Agricultural Development Plans (DADPs). Since 2006, with the launch of the ASDP Basket Fund, the ASDP has been formally implemented.

With the implementation of the ASDP, it is necessary to establish an effective and feasible M&E framework. Currently an M&E framework has been formulated as presented in the annexes of the Government Programme Document, but there still needs to finalize the framework. In August 2006, the Ministry of Agriculture, Food Security and Cooperatives (MAFC) established a working group to strengthen and improve its data collection and M&E system. One of the purposes was to effectively monitor the implementation of the ASDP/DADPs and evaluate its outcomes/impacts. More recently, DPs have also established a working group to examine the current M&E framework for the ASDP and to identify needs, if any, for further improvement.

Both the MAFC and DPs have agreed to consolidate their M&E working groups, rather than having separate ones. The consolidated working group is expected to contribute to establishing an effective, feasible and harmonized M&E framework for the ASDP.

2. Objective

Primary objectives of the consolidated M&E working group are to:

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

3. Tasks

(1) Establish a consolidated working group by involving all ASLMs

Currently only MAFC has established a working group for the strengthening of M&E among the Agricultural Sector Lead Ministries (ASLMs). However, other ASLMs are also involved in the implementation of the ASDP, and it is important to involve all the ASLMs in this effort and to ensure that the M&E framework for the ASDP is consistent with that of each ASLM.

The PMO-RALG is also a part of the ASLMs, but its function is different from others in the sense that it oversees all LGAs in the country. Even if the MAFC/MLD/MITM have developed a revised M&E framework, they are unable to implement it without the consent of the PMO-RALG. In addition, the PMO-RALG has established its own system regarding data collection, reporting, feedback, etc., and it is very important that the M&E framework for the ASDP is harmonized with that of the PMO-RALG. Therefore, the involvement of the PMO-RALG in this consolidated working group is essential.

(2) Finalize M&E framework for the ASDP

The process toward the finalization of the M&E framework for the ASDP will be broadly divided into two: 1) to review the current M&E framework and revise it, if necessary and 2) to examine whether the revised M&E framework is feasible and effective in light of the current GoT system (particularly LGAs). These tasks will be undertaken concurrently since they affect reciprocally.

The review and revision of the current M&E framework will cover, but not be limited to, the following areas:

- Indicators (including the availability of baseline information),
- Data collection method for each indicator,
- Reporting mechanism from villages, districts to regions and ASLMs,
- Evaluation and feedback mechanism, and
- Division of responsibilities of roles and functions.

The review will be made from the viewpoints of harmonization with the M&E framework of each ASLM (including the PMO-RALG), adequacy, and consistency with the PMMP indicators. In addition the review will strive to harmonize specific DPs requirements.

On the other hand, examination of the effectiveness and feasibility of the M&E framework will be undertaken primarily by:

- Interviewing ASLMs officers engaged/involved in M&E, and
- Interviewing district and field officers engaged/involved in M&E through field visits.

While it is possible to develop an M&E framework at the central government level, it is very important to examine its feasibility and effectiveness in the district and field levels because data collection, monitoring and reporting are undertaken primarily by project beneficiaries and district and field officers.

(3) Formulate a blueprint that delineates steps to operationalize the M&E framework for the ASDP

A blueprint is a plan which delineates concrete steps to operationalize the framework. In the course of reviewing and revising the M&E framework, challenges (constraints) for the implementation of the M&E will be identified. These challenges are summarized in the blueprint. Measures to tackle these challenges should also be examined. They may involve interventions such as institutional refinement and capacity development of concerned district and field officers. Some of these measures may require a longer-term approach and/or external assistance.

In sum, the blueprint may include, but not be limited to, the following:

- Steps to operationalize the M&E framework,
- Challenges,
- Measures to be taken, and
- Needs for external assistance.

4. Member of the working group

The working group is expected to be composed of the following members.

- Members (Representatives) of the MAFC M&E Working Group
- Representatives from MLD
- Representatives from MITM
- Representatives from PMO-RALG
- Representatives from DPs (FAO, Irish Aid, World Bank and JICA).
- Members of JICA-RADAG

5. Timeframe

Given that the financial year 2006/07 has already been started and that the fund for the DADPs has started to be disbursed, it is necessary to finalize the M&E framework as soon as possible. The figure below presents the timeframe of the above-mentioned tasks. A workshop will be held to present the finalized M&E framework to all the stakeholders.

	2006		2007		
	Nov.	Dec.	Jan.	Feb.	Mar.
Establish a consolidated working group	■				
Review and revise current M&E framework		■	■	■	
Monitoring of LGAs (including interviews with ASLMs)		■	■	■	
Finalize M&E framework for the ASDP				■	■
Workshop to present the finalized M&E framework					▲
Formulate a blueprint for M&E framework					■

6. Expected Outputs

The working group is expected to produce following outputs:

- Agreed indicators for M&E of the ASDP,
- A finalized M&E framework for the ASDP, and
- A blueprint that delineates steps to operationalize the M&E framework for the ASDP.

7. Other Considerations

(1) Permanent establishment of the M&E working group

While the immediate purpose of this consolidated working group is to finalize the M&E framework for the ASDP, it is not possible to make the M&E framework completely effective and feasible in the short run. It is expected to take years. In addition, M&E will need to be conducted regularly over the coming years. For these reasons, the consolidated M&E working group may continually oversee the implementation of the ASDP and suggest revisions as a need arises. DPs M&E for the ASDP should also be harmonized under this working group.