

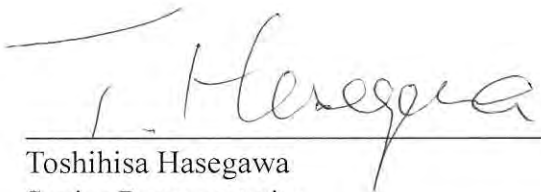
2. M/M (合同評価報告書)

**MINUTES OF MEETINGS  
BETWEEN  
JAPAN INTERNATIONAL COOPERATION AGENCY  
AND  
THE AUTHORITIES CONCERNED OF  
THE GOVERNMENT OF THE UNITED REPUBLIC OF TANZANIA  
ON THE MID TERM REVIEW FOR  
THE PROJECT FOR TECHNICAL COOPERATION IN STRENGTHENING  
PARTICIPATORY PLANNING AND COMMUNITY DEVELOPMENT CYCLE  
FOR GOOD LOCAL GOVERNANCE**

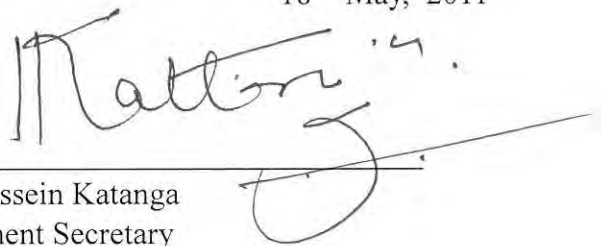
The Joint Midterm Review Team (hereinafter referred to as “the Team”), organized by Japan International Cooperation Agency (hereinafter referred to as “JICA”), headed by Mr. Shiro Akamatsu, and Prime Minister’s Office Regional Administration and Local Government, headed by Mr. Denis Bandisa, has carried out the Midterm Review of the Project for Technical Cooperation in Strengthening Participatory Planning and Community Development Cycle for Good Local Governance (hereinafter referred to as “the Project”) between 26<sup>th</sup> April to 20<sup>th</sup> May, 2011.

During the review period, the Team had series of discussions with the authorities concerned of the Government of the United Republic of Tanzania as well as the community people at target villages. Based on these discussions and related documents /questionnaire provided to the Team, the Team developed the Joint Midterm Review Report attached hereto and presented to the 3<sup>rd</sup> Joint Coordinating Committee. The members of JCC have reviewed the report and agreed to accept the contents and assured its commitment to work on the recommendations mentioned in the Report.

Dar es Salaam, Tanzania  
18<sup>th</sup> May, 2011



Toshihisa Hasegawa  
Senior Representative  
Tanzania Office  
Japan International Cooperation Agency



Mr. Hussein Katanga  
Permanent Secretary  
Prime Minister’s Office  
Regional Administration and Local Government  
The United Republic of Tanzania

**JOINT MIDTERM REVIEW REPORT**  
**ON**  
**TECHNICAL COOPERATION IN STRENGTHENING**  
**PARTICIPATORY PLANNING**  
**AND COMMUNITY DEVELOPMENT CYCLE**  
**FOR GOOD LOCAL GOVERNANCE**

**May 2011**

**Joint Midterm Review Team**



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## Abbreviations

ASDP	Agricultural Sector Development Programme
CAS	Country Assistance Strategy
CCM	Chama Cha Mapinduzi (Revolutionary Party)
CDC	Community Development Cycle
CDTI	Community Development Training Institute
CMT	Council Management Team
CRP	Community Resource Person
D by D	Decentralization by Devolution
DC	District Council
DED	District Executive Director
DF	District Facilitator
DPP	Director of Policy and Planning
JCC	Joint Coordinating Committee
JICA	Japan International Cooperation Agency
LGAs	Local Government Authorities
LGCBG	Local Government Capacity Building Grant
LGCDG	Local Government Council Development Grant
LGDG	Local Government Development Grant
LGRP	Local Government Reform Program
LGRP2	Local Government Reform Program II
LGTI	Local Government Training Institute
MAFC	Ministry of Agriculture, Food Security and Cooperative
NF	National Facilitator
O&OD	Opportunity and Obstacles to Development
PCM	Project Cycle Management
PDM	Project Design Matrix
PLSD	Participatory Local Social Development
PMO-RALG	Prime Minister's Office, Regional Administration and Local Government
PO	Plan of Operation
RAS	Regional Administrative Secretary
R/D	Record of Discussion
RS	Regional Secretariat
RTF	Regional Task Force
R&B	Review and Backstop
TASAF	World Bank's Tanzania Social Action Fund
TDV	Tanzanian Development Vision
TTF	Training Task Force
TWG	Technical Working Group
WF	Ward Facilitator

## 1. Introduction

### 1-1. Background

“Technical Cooperation in Strengthening Participatory Planning and Community Development Cycle for Good Local Governance” (hereinafter referred as “the Project”) is a bilateral technical cooperation project between Japanese Government through Japan International Cooperation Agency (hereinafter referred as JICA) and Tanzanian Government through Prime Minister’s Office, Regional Administration and Local Government (hereinafter referred as PMO-RALG). The Project started in October 2009 with the duration of 3 and half years. As the half of the project period had passed, the Midterm Review was carried out jointly by the Midterm Review Team consisted of the representatives from both governments, in accordance with the Evaluation Guideline of JICA.

### 1-2. Purpose of the Midterm Review

The objectives of the Mid-term Review are as follows:

- (1) To review the inputs, activities and achievements of the Project comparing to the actual Project Design Matrix (PDM) and plan of activities;
- (2) To identify the problems and issues to be addressed for the successful implementation of the Project for the remaining period;
- (3) To evaluate the Project using the five (5) evaluation criteria (Relevance, Effectiveness, Efficiency, Impact and Sustainability);
- (4) To make recommendations for better implementation of the Project; and
- (5) To discuss the directions of the Project for the remaining period, and agree on the Minutes of Meetings on the results of discussion between both governments.

### 1-3. Members of Joint Review Team

The members of Joint Review Team are as following;

[Japanese members]

Role	Name	Position/organization
Leader	Shiro Akamatsu	Senior Advisor (Rural Development), JICA
Institutionalization Analysis	Yoichiro Kimata	Advisor, Public Administration Division, Governance Group, Industrial Development and Public Policy Department, JICA
Policy Analysis	Miharu Furukawa	Programme Advisor, JICA Tanzania Office
Cooperation Planning	Minako Yamamoto	Representative, JICA Tanzania Office
Evaluation Analysis	Yuki Ohashi	Consultant, Tekizaitekisho LLC

[Tanzanian members]

Role	Name	Position/organization
Leader	Denis I. Bandisa	Assistant Director (Service Delivery), Department of Local Government, PMO-RALG
Member	Anna Ngoo	Principal Economist, Department of Policy and Planning, Ministry of Agriculture, Food Security and Cooperative (MAFC)

#### 1-4. Schedule

The Midterm Review was carried out from April 26 to May 20, 2011. The activities were realized as shown in the following.

Date		Activities
26-Apr	Tue	Departure from Japan (Consultant)
27-Apr	Wed	Arrival in Dar es Salaam (Consultant) Meeting with JICA Tanzania Officers
28-Apr	Thu	Meeting with JICA Tanzania Officers
29-Apr	Fri	Traveling from DSM to Morogoro Meeting with O&OD Team members (PMO-RALG official and JICA Expert) Meeting with Chief Technical Advisor and Governance TA for LGRP2
30-Apr	Sat	Meeting with O&OD Team members (PMO-RALG official and JICA Expert)
1-May	Sun	Traveling from Morogoro to Mahenge
2-May	Mon	Meeting with RTF members of Ulanga District Traveling to Libenanga Village and meeting with WFs and Village Leaders Traveling back to Mahenge Meeting with Coordinator for District Health Services in MoHSW
3-May	Tue	Traveling from Mahenge to Nakafulu Village and meeting with WFs and Village Leaders Traveling from Nakafulu Village to Ifakala Meeting with Ulanga DED
4-May	Wed	Meeting with RTF members of Kilombero District Traveling from Ifakala to Mang'ula B Village and meeting with WFs and Village Leaders Traveling from Mang'ula B Village to Morogoro
5-May	Thu	Traveling from Morogoro to Dar es Salaam Compilation of collected information
6-May	Fri	Compilation of collected information
7-May	Sat	Arrival in Dar es Salaam (members from Japan) Meeting among Japanese Mid-tem Review members
8-May	Sun	Meeting among Mid-tern Review members (Tanzanian and Japanese members)
9-May	Mon	Traveling from Dar es Salaam to Homboza Village and meeting with WFs and Village Leaders Traveling from Homboza Village to Kisarawe DC and meeting with DED and RTF members Traveling from Kisarawe to Kibaha
10-May	Tue	Meeting with Coast RAS Traveling from Kibaha to Maseyu Village and meeting with WFs, Village Leaders and RTF members Traveling from Maseyu Village to Morogoro Meeting with Morogoro RTF Chairpeson
11-May	Wed	Meeting with Morogoro RAS Meeting with DED Morogoro Meeting with Project Coordinator Traveling from Morogoro to Dodoma

		Meeting among Japanese Mid-tem Review members
12-May	Thu	Meeting of the Review Team and O&OD Team Meeting with ASDP National Programme Officer and Secretary in MAFC
13-May	Fri	Meeting of the Review Team and O&OD Team Traveling from Dodoma to Dar es Salaam
14-May	Sat	Meeting among Review members
15-May	Sun	Preparation of Evaluation Report and M/M
16-May	Mon	Meeting of the Review Team and O&OD Team Meeting with a PMO-RALG official for finalization of a draft report and a draft minutes
17-May	Tue	TWG
18-May	Wed	JCC
19-May	Thu	Report to JICA Office Leaving for Japan (members from Japan)
20-May	Fri	Arrival in Japan

## 2. Outline of the Project

### 2-1. Background of the Project

The Government of Tanzania started promoting its decentralization policy since 1996, and has been implementing the Local Government Reform Program (LGRP) as the action plan of the policy since 2000. Also as a part of the policy implementation, the Government has introduced a methodology of participatory planning, "Opportunity and Obstacles to Development (O&OD)", aiming at all Local Government Authorities (LGAs) in the country since 2002. In order to deal with the issues arisen through the introduction of O&OD after some years of implementation, the Japanese Government carried out "the Study on Improvement of Opportunities and Obstacles to Development (O&OD) Planning Process" from June 2006 to March 2008. In the Study, the O&OD planning process was characterized not only as a planning tool but also as a process to promote the strengthening of local governance. On that premise, the importance of (1) capability development of stakeholders, and (2) social preparation in the strengthening the local governance revolving around the O&OD was recommended. In these circumstances, the Tanzanian Government requested to JICA the technical cooperation aiming at the development of optimum O&OD model, and JICA started the "Technical Cooperation in Strengthening Participatory Planning and Community Development Cycle for Good Local Governance" from October 2009 to April 2013, for 3 and half years.

### 2-2. Summary of the Project

The following is the summary of the Project described in the actual PDM (version 5). Also the "Concept of Supporting Community Development Process" by the Project is as described in the Figure 1.

[Project Period]

From October 2009 to April 2013 (3.5 years)

[Implementing Agencies]

PMO-RALG

[Target Areas]

2 Regions (Morogoro and Coast)

5 LGAs (Morogoro, Kilombero, Ulanga, Bagamoyo, and Kisarawe)

[Overall Objective]

Through verifying O&OD implementation model at identified regions, O&OD process is improved to function as an effective methodology towards eventual achievement of real local autonomy/ local good governance through participatory local social development process.

[Project Purpose]

Optimum Implementation Models for effective functioning of O&OD process at community/ward/district level are developed through a course of verification procedure.

[Output]

1. A functional training system is established for facilitators.
2. An optimum implementation model of O&OD at the selected target villages to strengthen community ownership of their development process is elaborated in the course of verification procedure.
3. An optimum model for effective support of the target LGAs in promoting community initiatives is elaborated in the course of verification procedure.
4. Necessary conditions (capacity development, institutional setup, etc) are developed towards the next replication stage of O&OD optimum model



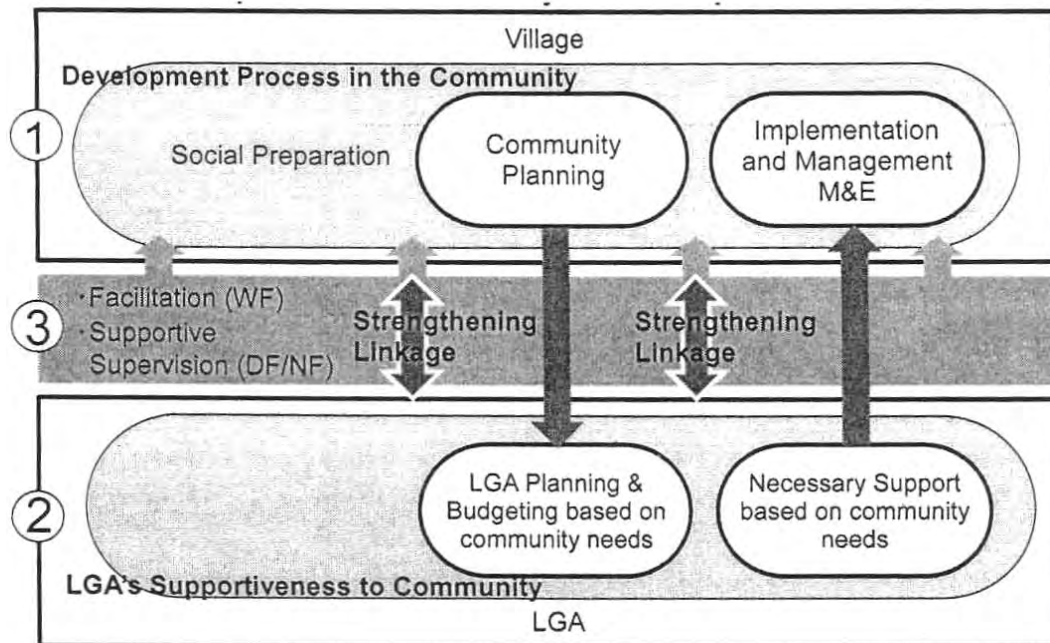


Figure 1: Concept of Supporting Community Development Process

### 3. Methodology of the Midterm Review

#### 3-1. Framework

In accordance with the Evaluation Guideline of JICA, the Midterm Review was realized based on the methodology of Project Cycle Management (PCM). The review was conducted on the basis of actual PDM (version 5) revised in January 28, 2011, taking the following steps;

- Step 1: Prepare the Evaluation Grid and agree on the design of the Review.
- Step 2: Collect information necessary for the Review.
- Step 3: Assess the Project's achievement in reference to the PDM version 5, and compare the actual status of inputs with those specified in the Record of Discussions (R/D).
- Step 4: Analyze the factors that promoted or inhibited the achievement of the Project, including factors relating to both the project design and the project implementation process.
- Step 5: Analyze the Project as a whole based on the five (5) evaluation criteria.
- Step 6: Extract recommendations from the analysis.
- Step 7: Share the preliminary results with stakeholders, and discuss the future directions of the Project.
- Step 8: Agree on the results of the Review by both Tanzanian and Japanese stakeholders.

#### 3-2. Criteria of the Review

The 5 criteria assessed through the above mentioned steps are as described in the Table 1 below.

**Table 1: Aspects of the Review**

Relevance	The extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor.
Effectiveness	A measure of the extent to which an aid activity attains its objectives.
Efficiency	Efficiency measures the outputs -- qualitative and quantitative -- in relation to the inputs.
Impact	The positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended.
Sustainability	Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn.

Source: JICA Guideline for Project Evaluation (June 2010)

### 3-3. Data Collection Methods

The data and information necessary for the Review were gathered by the following methods.

**Table 2: Data Collection Methods and Sources**

Methods	Sources
Document Review	<ul style="list-style-type: none"><li>• Ex-ante Evaluation Report, Progress Report, and other project documents</li><li>• Policy documents of Tanzanian Government</li><li>• Other related documents</li></ul>
Questionnaire	<ul style="list-style-type: none"><li>• Counterpart personnel of PMO-RALG</li><li>• Japanese Experts</li><li>• Ward Facilitators and members of Regional Task Force</li></ul>
Interview	<ul style="list-style-type: none"><li>• Counterpart personnel of PMO-RALG</li><li>• Japanese Experts</li><li>• Ward Facilitators and members of Regional Task Force</li><li>• Community leaders of the target villages</li><li>• JICA Tanzania Office</li><li>• Other stakeholders of the Project</li></ul>

## **4. Results of the Review**

### **4-1. Performance and Implementation Process**

#### **4-1-1. Input**

##### **(1) Input from Japanese side**

Following input has been provided so far by Japanese side. The details of each input are shown in the Annex 3 "Input Provided by Japanese Side".

##### a) Dispatch of Experts

Four (4) Japanese experts in; 1) Chief Advisor/Local Government Planning and Sector Coordination, 2) Participatory Local Social Development (PLSD), 3) Training System Development 1/Local Government Planning and Sector Coordination 2/Coordinator, and 4) Training System Development 2, have been allocated for the implementation of project activities. While an Expert in PLSD is assigned to stay in Tanzania on long-term basis during the project period, other Experts are repeating their visits to Tanzania on short-term basis (1- 3 months at a time).

##### b) Local Expense of the Project

As of April 2011, a total of 715,001,136 Tanzanian Shilling has been disbursed by JICA for the local expense of the Project, which includes the subcontract cost with 5 target LGAs for O&OD Facilitator Training.

##### c) Equipment

The equipment including a vehicle, motorcycles, computers, photocopiers, etc. was provided by JICA, which is worth a total of 186,505,136 Shilling as of the moment of Midterm Review (the amount is included in the total expenditure mentioned above). So far, all of them are in good condition and most of them are used frequently in the project activities.

##### d) Training of Counterpart Personnel

14 persons involved in the Project; 2 National Facilitators (NFs), 10 District Facilitators (DFs) and 2 Regional Task Force (RTF) Chairpersons, have participated in a training course on the PLSD held in Japan. Also, 8 persons; 2 counterpart members of PMO-RALG, 2 Regional Administrative Secretaries (RASs), and 4 District Executive Directors (DED) have participated in the exposure visit to Indonesia: SULAWESI Capacity Development Project.

##### **(2) Input from Tanzanian side**

Following input has been provided by Tanzanian side so far. The details of each item are shown in the Annex 4 "Input Provided by Tanzanian Side".

a) Counterpart Personnel

5 staff members of PMO-RALG are assigned as O&OD team members, including the Acting Director of Local Government as the Project Manager, and Assistant Director in Service Delivery as the Project Coordinator. 3 of them are staff members of Local Government Division, and have been working full time for the Project. Also, 2 staff members of Local Government Training Institute (LGTI) were allocated as counterpart personnel up to May 2010, who played a role of lecture in the training of the Project conducted in the 1<sup>st</sup> year.

In addition to the counterpart personnel, one staff member each from 2 target regions is allocated as a RTF Chairperson, and 9 to 10 staff members each from 5 target districts are assigned as RTF members or Ward Facilitators (WFs).

b) Office Accommodation

A project office has been provided in PMO-RALG which accommodates all team members. Also, one office space in each Coast and Morogoro Regional Secretariats (RSs) has been provided for the implementation of project activities.

c) Budget Allocation

As of March 2011, 10,600,000 Shilling was disbursed by PMO-RALG for O&OD general activities and project activities for the 2<sup>nd</sup> fiscal year of the Project. This amount includes the costs spent for O&OD coordination activities, which is not a part of project activities, such as O&OD Roll-out and Review and Backstop (R&B), although the implementation of such activities has been limited since the beginning of the Project<sup>1</sup>. Also, target RSs and District Councils (DCs) have been providing the cost for the participation of their RTF members and /or Ward Facilitators in the project activities. All the expenses from RSs and DCs sum up to 36,021,325 Shilling as of March 2011, although the amount differs among them.

#### 4-1-2. Achievement of Outputs

Output 1: A functional training system is established for facilitators.

Indicators:

1-1. Complete budget arrangement required for facilitators' training and supportive supervision at 5 districts.

<sup>1</sup> Since beginning of the Project the O&OD roll-out has been conducted in 3 LGAs, under the coordination of O&OD team.



1-2. Completion of training curriculum/training materials.

1-3. Clarify role of stakeholders on training management system (curriculum development, training provision, evaluation and revision etc)

The activities implemented so far in relation to the Output 1 include; 1) to formulate Training Task Force (TTF), 2) to support the financial arrangement of LGAs for the participation in the training (from 2<sup>nd</sup> year), 3) to introduce the project strategy to the PMO-RALG management team and LGAs, 4) to analyze the actual level of capacity of WFs and RTF members, 5) to analyze the actual training system for O&OD facilitators, 6) to develop the recommendations for alternative training system, 7) to develop the 1<sup>st</sup> part of training curriculum/materials for facilitators' training, 8) to arrange the institutional arrangement with LGTI to have 2 lecturers assigned for the training of the Project, 9) to prepare the selection criteria for WFs, 10) to train RTF members on the 1<sup>st</sup> part of the training, and 11) to train WFs on the 1<sup>st</sup> part of training.

The training provided for RTF members and WFs was assessed by the participants after the sessions in different aspects, such as appropriateness of the topics, duration, resource persons, materials, facilities, level of objective accomplishment, among others. Most of the participants evaluated highly in most of the aspects and the results were good in general. Though, there were a few topics which need to be examined deeper, where certain numbers of participants evaluated them as inappropriate or insufficient.

Regarding the Indicator 1-1, the budget arrangement required for target RSs and DCs to be able to participate in the training and supportive supervision in their target villages, the budget required was not arranged for the 1<sup>st</sup> year since the project has started in the middle of fiscal year. From the 2<sup>nd</sup> year they have started providing the fund for supportive supervision, although the amount differs in each RSs and DCs.

As to the Indicator 1-2, the training introduced by the Project consists of 2 parts. The 1<sup>st</sup> part is in the basic concept of the Project and PLSD, which include the social preparation and the baseline survey, and the 2<sup>nd</sup> part is in the community development process, such as planning, implementation, and monitoring and evaluation. The Project Team has completed the preparation of curriculum and materials for the 1<sup>st</sup> part, and it was used for the training conducted in the 1<sup>st</sup> year. The Team has started preparing the curriculum of the 2<sup>nd</sup> part recently, and will conduct the 2<sup>nd</sup> part training in the 3<sup>rd</sup> year. Both part 1 and 2 of the training will be reviewed after the implementation to establish a functional training system by the end of the project period.

In terms of the Indicator 1-3, during the project implementation so far, the roles on training management have been (and will be) played by following actors;

- 1) The curriculum development was done by 2 Expert Team members and 2 staff members of LGTI, who were assigned to the Project during the 1<sup>st</sup> year.
- 2) The training was conducted for 17 RTF members and 30 WFs by the same 2 staff members of LGTI together with 2 Expert Team members and 1 counterpart member.
- 3) The evaluation and revision will be done by the Project Team.

However, this is an arrangement for the training conducted in the 1<sup>st</sup> year, and the roles of stakeholders on training management for the replication of this training is still under consideration.

Output 2: An optimum implementation model of O&OD at the selected target villages to strengthen community ownership of their development process is elaborated in the course of verification procedure.

Indicators:

- 2-1. WFs periodically visit and facilitate people in 10 target villages.
- 2-2. Changes in capacity of target villages and LGAs are measured in the following aspects and documented.
  - 1) People's capacity (knowledge, attitude, skills)
  - 2) Organizational capacity in the target villages (function of CRP<sup>2</sup>, community-based organizations and groups, village council)
  - 3) Linkage between LGAs and target villages through WFs
  - 4) WFs' capacity (knowledge, attitude, skills)
  - 5) Capacity of LGA staff concerned(knowledge, attitude, skills)
  - 6) Function and structure of LGAs for community development
- 2-3. O&OD Optimum model at village level together with policy recommendations are presented based on experience acquired through project activities.

The activities related to this output which are implemented in the first half of the project period are;

- 1) to formulate RTFs in both target regions, 2) to select target 5 LGAs and 10 target villages, 3) to support the budget arrangement for the O&OD process in 5 LGAs, 4) to introduce the supportive supervision system from RTFs to WFs, 5) to have orientation to village leaders about the Project, and 6) to conduct baseline survey in 10 villages. In addition, the Project Team conducted the community leaders' training for target villages to enhance their understandings and social

<sup>2</sup> Community Resource Person (CRP) is a terminology used in the conventional O&OD. In this Project it is recognized as community leaders.

preparation.

Regarding the Indicator 2-1, so far WFs have been visiting target villages based on their action plan prepared in the project activities, mostly to carry out baseline survey. According to the leaders of the target villages interviewed by the Midterm Review Team, the frequency of visit has been increased significantly through the project activities, up to 3 to 4 times a week, while their visit was less than once a month before. In addition, they visit villages with all 3 WFs together, while they worked separately before.

In terms of the Indicator 2-2, the Project Team is still on the way to establish the assessment framework of capacity development to measure the achievement. Therefore, the achievement so far has not been assessed systematically and documented. Meanwhile, in the interview realized by the Midterm Review Team, the following changes in capacity of target villages and LGAs, which has been already produced through the project activities, were described by community leaders, WFs and RTF members. Also the achievement so far in each aspect was assessed by WFs and RTF members through the questionnaire realized by Midterm Review Team<sup>3</sup>. The results are shown in the following Table 3.

**Table 3: Changes in the target villages and LGAs**

Aspects	Observed changes	Results of questionnaire
1) People's capacity (knowledge, attitude, skills)	<ul style="list-style-type: none"> <li>• People's participation in collective actions, village meetings, and other activities in the target villages has been improved remarkably in general, although it can be improved further.</li> <li>• Village people were waiting for support from LGAs before. But the Project encouraged to enhance the people's awareness in people-oriented community development and self-reliance through the discussion among people on contributing in kind, cash and labor to implement their projects such as the construction of school, village office, etc.</li> <li>• By accompanying with WFs and participating in the discussions in the course of baseline survey activities, people deepened their understandings about their village, including population, existing resources, social and economic situations, special needs of elderly and handicapped persons, issues and challenges, etc.</li> <li>• As a result of social preparation process, community planning was realized based on the detailed information and profound analysis of their existing issues. As a product of such activities, they prepared a plan unique to each target village.</li> </ul>	<p><u>Knowledge:</u></p> <p>Fairly strengthened 41%</p> <p>Strengthened a little 54%</p> <p>Not strengthened yet 0%</p> <p><u>Attitude:</u></p> <p>Fairly strengthened 27%</p> <p>Strengthened a little 68%</p> <p>Not strengthened yet 2%</p> <p><u>Skills:</u></p> <p>Fairly strengthened 15%</p> <p>Strengthened a little 76%</p> <p>Not strengthened yet 7%</p>

<sup>3</sup> The questionnaire was answered by 25 out of 30 WFs and 16 out of 21 RTF members involved in the Project.

	<ul style="list-style-type: none"> <li>Analyzing the problem at the level of economic groups and sub-villages (vitongoji), and then accumulating issues up to the village level, sense of ownership and transparency in the decision making have been enhanced.</li> </ul>	
2) Organizational capacity in the target villages (function of CRP, community-based organizations and groups, village council)	<ul style="list-style-type: none"> <li>Community leaders understand their roles as leader, through the “Community Leaders Training”.</li> <li>In some villages they have already started their community projects based on their priority, using resources existed in the villages and contributions of village people themselves, without waiting for the financial assistance of LGAs.</li> <li>The existed social economic groups were reorganized and new groups were established. These groups have been strengthened through the preparation of constitution and registration. Some of them have already started their new activities, gaining new skills and knowledge from WFs.</li> <li>Some of community leaders are potential to become the Community Facilitators who facilitate people's initiatives and link them to WFs for effective collaboration between communities and LGAs.</li> </ul>	<p><u>Function of community leaders:</u></p> <p>Fairly strengthened 39% Strengthened a little 59% Not strengthened yet 0%</p> <p><u>Community based organizations and groups:</u></p> <p>Fairly strengthened 41% Strengthened a little 43% Not strengthened yet 12%</p> <p><u>Village council:</u></p> <p>Fairly strengthened 44% Strengthened a little 51% Not strengthened yet 2%</p>
3) Linkage between LGAs and target villages through WFs	<ul style="list-style-type: none"> <li>Through the coordination of WFs and RTF members, some technical support has been provided by sector officers of DC, such as the technical assistance in the water supply project, the management of village dispensary, and the coordination with other villages for road construction, etc.</li> <li>The information about needs of target community was transferred from WFs to RTF members, and then to the Council Management Team (CMT). As a result, a financial assistance for the construction of latrine is being discussed in the CMT in case of Homboza village in Kisarawe District.</li> </ul>	<p>Fairly strengthened 78% Strengthened a little 17% Not strengthened yet 2%</p>
4) WFs' capacity (knowledge, attitude, skills)	<ul style="list-style-type: none"> <li>Although the frequency of visit of extension officers to village was not high before, now they visit target village frequently as WFs under the Project. And a considerable change is that now they visit sub-villages (vitongoji), economic groups, and even up to the individual households, and spend more time in the villages. In this way, they listen to the village people's opinions, participate in the village activities and work with them, and understand them better. As a result, the relationship between the village people and WFs was improved significantly.</li> <li>They collaborate with other extension officers to provide better support to the villages, by working 3 WFs together, and getting assistance from officers in different sectors.</li> <li>They provide more useful information and advices responding to the request of village people, such as knowledge and skills in agricultural practices, poultry farming, etc.</li> </ul>	<p><u>Knowledge:</u></p> <p>Fairly strengthened 66% Strengthened a little 29% Not strengthened yet 0%</p> <p><u>Attitude:</u></p> <p>Fairly strengthened 69% Strengthened a little 29% Not strengthened yet 2%</p> <p><u>Skills:</u></p> <p>Fairly strengthened 54% Strengthened a little 46% Not strengthened yet 0%</p>



5) Capacity of LGA staff concerned (knowledge, attitude, skills)	<ul style="list-style-type: none"> <li>• RTF members strengthened their knowledge about community development through the training.</li> <li>• While most of DC officers did not have time to visit villages frequently, the RTF members visit target villages for supportive supervision and provide feedbacks about the activities.</li> <li>• Some RTF members provide advices to WFs in their facilitation and approaches in the target villages. For instance, observing the village activities, they recommend to WFs to try the activity again to enhance understanding of village people.</li> <li>• RTF members support WFs to prepare better reports on their activities in the target villages as one of their backstopping functions.</li> </ul>	<p><u>Knowledge:</u></p> <p>Fairly strengthened 37%</p> <p>Strengthened a little 61%</p> <p>Not strengthened yet 0%</p> <p><u>Attitude:</u></p> <p>Fairly strengthened 41%</p> <p>Strengthened a little 59%</p> <p>Not strengthened yet 0%</p> <p><u>Skills:</u></p> <p>Fairly strengthened 44%</p> <p>Strengthened a little 56%</p> <p>Not strengthened yet 0%</p>
6) Function and structure of LGAs for community development	<ul style="list-style-type: none"> <li>• Target LGAs has been providing the support for social preparation at village level, allocating WFs and the cost necessary for their activities.</li> </ul>	<p>Fairly strengthened 34%</p> <p>Strengthened a little 61%</p> <p>Not strengthened yet 5%</p>

As to the Indicator 2-3, the model will be the final product of the activities related to this output.

Output 3: An optimum model for effective support of the target LGAs in promoting community initiatives is elaborated in the course of verification procedure.

Indicators:

- 3-1. Change of mindset of LGA officers in supporting community initiatives in the target LGAs.
- 3-2. Number of community priorities integrated into LGA plans based on community development plans.
- 3-3. Necessary conditions for optimum model (e.g. financial, physical and institutional capacity, and mindset, etc.) are identified and documented.

The activities implemented by the Project so far in relation to the Output 3 are, 1) to review actual situation on LGA's supportiveness to community, 2) to assist to RTF members to support WFs by way of "supportive supervision", and 3) to support in the financial arrangement of LGAs for the project activities. Under the activity 1), the Project started with a workshop for RTF members and WFs on LGA's supportiveness to community in December 2010. During the Midterm Review Study, the Project has started a workshop about the "supportiveness" intended for the CMT members, to elaborate the measures to be taken to strengthen their capacity to support community initiatives.

Regarding the Indicator 3-1, the assessment framework for this indicator is yet to be established. It is considered too early to assess this indicator, since the workshop to the CMT members is just started. As to the Indicator 3-2, the planning process of the project activities has not been initiated yet. Also,

the Indicator 3-3 is expected to be identified as a result of verification procedure by the end of the project period.

Output 4: Necessary conditions (capacity development, institutional setup, etc) are developed towards the next replication stage of O&OD optimum model.

Indicators:

4-1. Necessary conditions (e.g. financial, physical and institutional capacity, and mindset, etc.) for replication of optimum model to LGAs are identified and documented through the Regional Task Force activities.

The activities related to the Output 4 are planned to be implemented in the final year of the project period. Therefore, no achievement has been made at the moment of Midterm Review.

#### 4-1-3. Achievement of Project Purpose

Project Purpose: Optimum Implementation Models for effective functioning of O&OD process at community/ward/district level are developed through a course of verification procedure

Indicators:

1. National implementation strategy and training implementation plan are prepared for O&OD facilitator Training system.
2. Optimum models together with policy recommendations are presented based on the experience acquired through the pilot activities.
3. Effective and realistic replication strategy and plan are prepared for optimum models of O&OD.

Since the Project is designed to establish the optimum implementation models as a result of verification procedure described in Output 1, 2 and 3, it is expected to identify the models after the implementation of all activities required for the verification and forthcoming improvement. Therefore, it is too early to assess the achievement of these indicators set in the current PDM at the moment of Midterm Review.

#### 4-1-4. Implementation Process

##### (1) Progress of Activities

The project activities have been changed in various aspects and different timing, in the course of implementation and a series of intense discussion among the Project Team in order to adjust the



project design. One of the main changes was made to the strategy of training related to Output 1; the flow to deliver training to the facilitators of each administrative level. At the beginning the Project planned to deliver training courses in the flow of cascade, starting from the training for 200 NFs, and then train selected DFs and WFs (410 in total) by NFs. However, in order to secure the quality of the capacity building required at each level of administration and to provide sufficient follow-up to the limited trainees, the Project Team made a decision that the Project provides training courses to all levels of facilitators directly. Due to this change, the number of trainee was reduced to 47, and the project activities were changed based on the new strategy. Another significant decision made by the Project Team was the time scheduled for social preparation, which was extended in order to enhance the awareness of the communities sufficiently. It resulted in the postponement of community planning activities to the 3<sup>rd</sup> year. The progress of each activity up to now is shown in the Annex 2.

#### (2) Management of the Project

The Joint Coordinating Committee (JCC) meetings have been held twice so far as ultimate management function, and the Technical Working Group (TWG) meetings have been held 3 times to report the progress and discuss technical issues arisen and future plan of the Project. On the other hand, there is some room for improvement remains in the consensus building required for the Team to manage the Project. For instance, the decisions and understandings were sometimes different among the Project Team members, and the monitoring of progress of project activities was not realized sufficiently and systematically taking the entire timeframe of the project period into account.

#### (3) Communication among/between actors involved in the Project

The Project Team has been making effort to strengthen the communication among/between them through frequent meetings and it has been actually improved to some extent. However, in order to secure the effective implementation of the project activities, it has been observed by various members that there is still room for improvement in sharing information and ideas among the Project Team members. For example, the means of communication among the Project Management Team (Project Manager, Coordinator and Japanese Experts) was not properly developed. Regarding the communication with target LGAs, the Project Team has been communicated with them adequately to deepen their understandings of the Project and implement project activities with them.

#### (4) Technical Transfer

The technical transfer of the Project to the counterpart personnel has been provided through the learning process based on the experience gained in the course of project activities. Although it is time consuming process, the enhancement of their capacity has been already observed by the

Japanese Experts in their skills of daily activities such as presentation and coordination, and also in their understandings of methodologies and concepts introduced by the Project. However, since there are only 3 members assigned to implement large volume of activities, sometimes they had to work separately, while the counterpart members themselves think they should experience whole process by each of themselves to gain sufficient experience through the Project. Also there are opinions to promote constructive environment to facilitate exchange of opinions and enhance motivation of the counterpart personnel to learn more.

In terms of the technical transfer to WFs and RTF members, it has been provided through training sessions (both in class and field), and practical work of field survey in their target communities. The training was assessed by the trainees, which provide some comments to improve future training, as mentioned in 4-1-2. The results so far of the training have been observed as described in the achievement of Output 2. In addition, it was identified through the interview done by the Midterm Review Team that WFs consider some opportunities for refresher sessions of the training and/or exchange of experiences with other villages would be beneficial to strengthen their skills and knowledge.

Apart from above mentioned technical transfer, 22 persons involved in the Project have participated in the training in Japan or Indonesia, in order to deepen their understandings about PLSD (the details are shown in the Annex 3 "Input Provided by Japanese Side").

#### (5) Allocation of human resources

4 Japanese Experts and 3 counterpart members, as well as 1 ex-officer of PMO-RALG who is contracted by the Project at the moment, are the main project team members who implement dairy project activities. While 3 out of 4 Experts have been allocated for limited period, and only 3 counterpart members, who are also the only staff members assigned to the O&OD coordination in PMO-RALG, are allocated to the Project, it is considered that the volume of human resource is not sufficient comparing to the volume of work, such as attending to all aspects of management for training provision, activities at village level required for 10 target villages, and compilation of the verification results into optimum models, as well as the importance of institutionalizing knowledge and experiences.

#### (6) Participation and recognition of the target groups and related actors

As it was described in the achievement of Output 2, the participation of village people in the target villages has been increasing in the process of social preparation. WFs and RTF members who are directly involved in the Project have been playing their roles in the project activities, while CMT

members and other district officers to the Project have not fully related to the activities yet. It is expected to strengthen through the activities related to Output 3.

#### (7) Revision of PDM

The Project was initiated with the PDM version 2, which was agreed by both PMO-RALG and JICA in July 2009 before starting the project period. After starting the Project, details of PDM were discussed and clarified among the stakeholders, and the PDM version 3 was agreed in December 2009. After this revision, the training strategy related to Output 1 was changed, and also the activities under Output 3 was modified, where it was only to deal with “effective use of community development plan” in the former version of PDM but the Project Team decided to promote LGAs’ supportiveness to communities in a broader sense. In addition, regarding the Output 4, the indicator “Institutional arrangement for further replication within the regions is established at pilot regions” was deleted, considering that the readiness of the Region and the Central level will not be sufficient to replicate a model Region-wide by the end of the Project. Together with other minor changes, the PDM version 4 was agreed in May 2010. Finally the current PDM version 5 was prepared in January 2011, with some more modifications in details in accordance with the strategies and concepts of the Project.

While the PDM has been changed 3 times so far during the implementation of the Project as mentioned above, there was no official revision of Plan of Operation (PO) prepared and agreed among the Project Team since the beginning of the Project.

## 4-2. Evaluation by Five (5) Criteria

### 4-2-1. Relevance

It was identified that the Project has maintained its relevance to the needs of Tanzanian society, the governmental policies, as well as the Japanese assistance policy. The details of each aspect are discussed in the following:

#### (1) Needs of the Tanzania society and target areas

There has been a general perception of stakeholders that the implementation of conventional O&OD Roll-out and R&B has not fully achieved the advantage of community participation in development, including among other things: Increased ownership of the development processes by the communities; Sustainable development of projects and programs being implemented; Increased commitment by the communities and Government in implementation of the planned activities; Increased transparency in decision making processes; Reduction in costs of government contribution

in delivering services to the communities due to own contributions in kind and cash; and according to Article No. 145 and 146 of the Constitution of the United Republic of Tanzania 1977 community involvement aims at empowering the communities in making decisions on their development endeavours<sup>4</sup>. This situation has not been changed since the previous study done by PMO-RALG and JICA and the preparatory stage of this Project, although the Roll-out and R&B have been implemented in more LGAs and villages since then. The purpose of the Project is highly relevant to contribute to this need of Tanzanian society, including the target areas.

## **(2) Policy of the Tanzanian Government**

The National Strategy for Growth and Reduction of Poverty, MKUKUTA (2005/06 – 2009/10), was revised to MKUKUTA II (2010/11 – 2014/15). The theme of “Good Governance and Accountability” is maintained in the 3<sup>rd</sup> cluster as it was in the previous one, which aims at “Improving public service delivery to all, especially to the poor and vulnerable” among other goals.

The Tanzanian Government has issued “Guidelines for the Preparation of Plan and Budget for 2011/12 within the Five Year Development Plan Framework (2011/12 – 2015/16)” in March 2011, aiming at promoting the budget planning taking into account the ongoing process of the review of achievements of objectives and targets of Tanzanian Development Vision (TDV) 2025 and its Five Year Development Plan, MKUKUTA II, the 2010-2015 CCM Election Manifesto, the 13 priority areas highlighted by the President H.E. Dr. Jakaya Mrisho Kikwete, as well as the Government effort to implement the policy of Decentralization by Devolution (D by D). The Guideline mentions that one of the focus and specific instructions given to the LGAs is “reviewing institutional Strategic Plans as well as villagers’ O&OD in line with appropriate national guidelines”.

In terms of the Local Government Reform Program II (LGRP2) (July 2009 to June 2014), which treats O&OD as one of the important strategies to realize Good Governance and people’s participation, especially in its Component 3: Enhanced citizen participation and accountability, it has not been activated during the 2 years of program period. Currently the PMO-RALG is in the process of reactivation of the Program, reviewing the policy document and budgeting for the implementation in 2011/2012. According to LGRP2, the activities to promote holistic (and therefore) integrated development plans in LGAs based on O&OD method will be started in 2011/2012 and implemented throughout the period up to 2014/15, assuring the policy support from the LGRP2 programme.

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<sup>4</sup> Source: The Opportunities and Obstacles to Development – A Community Participatory Planning Methodology “Handbook”, PMO-RALG, November, 2007.