

Summary of the Joint Terminal Evaluation

1. Outline of the Project	
Country: The United Republic of Tanzania	Project Title: Technical Cooperation in Strengthening Participatory Planning and Community Development Cycle for Good Local Governance
Issue/Sector: Local Governance	
Division in Charge: JICA Tanzania Office	Cooperation Scheme: Technical Cooperation Project
Period of Cooperation: October 2009 – April 2013 (3.5 years) (R/D: 7th July 2009)	Total Cost: 450 million yen
Related Cooperation: Local Government Advisor, Local Government Development Grant (LGDG) Basket Fund, Local Government Reform Programme (LGRP II) Basket Fund, et al	Partner Country's Implementation Organization: Prime Minister's Office, Regional Administration and Local Government (PMO-RALG)
	Supporting Organization in Japan: None
1-1. Background of the Project	
<p>Decentralization by Devolution (D by D) has been a challenge of the Government of Tanzania (GoT) over decades. GoT has made significant efforts particularly since late 90's to empower the Local Government Authorities (LGAs) through promotion of fiscal decentralization, legal harmonization, and human resources autonomy. The Local Government Reform Programme (LGRP: 2000-2008) was among such efforts to accelerate D by D. With the second phase of the Programme currently in operation, LGRP II (2009-2014), is a cornerstone of bolstering LGAs' capacities for them to be a strategic leader and coordinator of local socio-economic development who ensures accountable and transparent services to people for the betterment of their livelihood.</p> <p>In line with the LGRP, the Opportunities and Obstacles to Development (O&OD) process was initiated in 2002 to facilitate community people to plan, implement, and own their community plans with the aim of shifting planning process from top-down to bottom-up. Since its initiation, GoT has rolled out the O&OD process in more than 90% of LGAs. O&OD is presently embedded within the LGRP II framework and recognized as a core process to promote citizens' participation in local development as well as accountable and transparent local governance.</p> <p>It is in this context that the PMO-RALG decided to commence a new project, Strengthening Participatory Planning and Community Development Cycle for Good Local Governance, in order to further develop the potential of the O&OD. The project is supported by the Japan International Cooperation Agency (JICA) based on the agreement concluded in July 2009 between PMO-RALG and JICA.</p>	
1-2. Project Overview	
<p>The Project is conducted by PMO-RALG, targeting government officers of five target Local Government Authorities (LGAs), and people from 10 target villages from Morogoro and Cost Regions. To demonstrate that O&OD can effectively function as a process for strengthening local governance, the</p>	

Project aims to develop an O&OD implementation model by strengthening the capacity of those who are involved in the O&OD process and developing policy recommendations to create a public administrative environment conducive for the O&OD model to take effect.

- (1) **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.
- (2) **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.
- (3) **Outputs**
 - 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

Inputs

Japanese Government (Total Input: 450 million yen)

Japanese Experts: 4 persons (80.54 MM in total*) Local Expert: 1 person
 Local Expenses Total 81million yen⁴ (Tsh 1,625 million)**
 Equipment: Total 11million yen (Tsh 219 million)
 Overseas Training: Japan (20 persons), Indonesia (8 persons), and Philippines (6 persons)

Tanzanian Government

C/P 5 persons (PMO-RALG), 2 persons (Coast and Morogoro Regional Secretariats), and 48 persons (target LGAs)
 Facilities Project Offices in PMO-RALG and the Coast and Morogoro RSs
 Budget: Total 5 million yen (Tsh 95.9 million*)

* Up to the end of June, 2012 **Tsh: Tanzania Shillings

2. Evaluation Team

Members of Evaluation Team: (Japanese Side)	[Leader]	Mr. Yoichiro Kimata	Senior Representative on Local Governance, JICA Tanzania Office
	[Cooperation Planning]	Ms. Minako Yamamoto	Representative, JICA Tanzania Office
	[Local Governance]	Ms. Akiko Wakui	Public Governance and Financial Management Division, Governance Group, JICA Headquarter

⁴ Tsh 1=JPY0.05 (JICA exchange rate [as of October 2012])

	[Evaluation Ms. Setsuko Kanuka IMG Inc. Analysis]		
	(*The Terminal Evaluation was conducted jointly with four Tanzanian Evaluation members.		
Evaluation Period:	From 10 September 2012 to 6 October 2012	Type of Evaluation:	Terminal Evaluation

3. Evaluation Results

3-1. Achievements of the Project

(1) Achievements of the Outputs

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

The Project has made a fair level of achievement in Output 1, judging from the achievements of its Objectively Verifiable Indicators (OVIs). The Project has developed a training cycle based on four steps of the community development cycle (CDC) ([1] social preparation⁵ [awareness creation and organization strengthening], [2] community planning, [3] implementation and management [I&M], and [4] monitoring and evaluation [M&E]) and drafted most of training curriculums/materials. Through the Project's training, both the Ward Facilitators' (WFs) capacity in facilitating communities and the Regional Task Force (RTF) members' capacity in supporting WFs have improved to some extent. However, the Project is still in the process of securing the financial arrangement and identifying possible training institutions and trainers for facilitators. The time remaining before the end of the project period allows the Project to complete one full-cycle of O&OD training courses, which is not sufficient to verify the effectiveness of the training system.

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.

The Project has made a relatively high level of achievement in Output 2, judging from the achievement levels of its OVIs. Through continuous facilitation of the community development process by WFs with RTF' members' support, the self-governing capacity of the target villages (organizational capacity of the village assembly and various committees, organizational norms formulation, attitude and behaviors of community members toward development, and effective use of village's resources) has improved and, as a result, many community development initiatives have started. In this process, community members started to see themselves as *active players* in community development and to see the LGA as a *supporter to their own development efforts* –rather than a merely provider of development projects. This has resulted in the improvement of community members' perception toward their relation with the LGA. That said, since the Project does

⁵ Social preparation refers to the combination of the two processes of conscientization and organization building.

- Conscientization : Conscientization is a process, in which local people develop critical awareness of their life situation, their background reasons and factors, alternative ideas about their life and community / society through collective reflection.
 - Organization Building : Organization building is the process of formation of people's organizations to enables local people to mobilize and manage their resources and experiences toward problem solving or need fulfillment.
- In the project, the terms, awareness creation and organization strengthening, are used.

not have enough time to complete even the first development cycle (i.e. planning, I&M, and M&E) within its project period, it will not be able to sufficiently conduct the verification of the O&OD implementation model; thus it will not be able to fully achieve Output 2 by the end of the project period.

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

The achievement level of Output 3 cannot be determined because the meaning of its indicators are not clear as the Project is still in the process of formulating shared ideas on “*LGA’s supportiveness to/for what*” among the Project stakeholders. Community priorities at the target villages have been incorporated into the district plan and budget at each of the target LGAs; many cases of support provided by LGA officers to community initiatives have been reported. However, these achievements have not been fully analyzed to extract lessons for the target LGAs to develop the mechanisms to incorporate community priorities into their district plans and budgets or to provide necessary support to community initiatives. As to the LGA’s capacity of promoting its supportiveness, the Terminal Evaluation Team could not assess to what extent the capacity has improved, since the Project is in the process of developing the shared idea on the LGA’s supportiveness to communities. With the positive changes in the target villages that took place in the course of Output 2, some decision-makers have started to change their mindset for promoting LGA’s supportiveness to communities. In the target villages, community members’ perception toward LGA’s supportiveness has positively changed due to the rapport established with WFs, and the financial, in-kind, and technical supports provided by LGAs to community initiatives.

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

Output 4 is about identifying conditions necessary for disseminating the O&OD implementation model; little progress has been made so far to achieve the four indicators under Output 4, since most of the conditions that need to be identified are to be derived through the verification processes of Outputs 1, 2, and 3 over two development cycles.

(2) Achievements of the Project Purpose (Prospect)

The Project has made some notable achievements in Outputs 1, 2, and 3, but the prospect of the Project Purpose being achieved by the end of the project period is unlikely because of the time limitation. The project design is such that the O&OD model should be developed by verifying its effectiveness through implementing activities over two development cycles (two years). According to the current revised Plan of Operation, the Project comes to an end before completing the first development cycle. Judging from the achievement levels of the four Outputs, the Project requires more time to achieve the Project Purpose.

3-2. Summary of the Evaluation Result

(1) Relevance

The Relevance of the Project is assessed as “high.” The Tanzanian Government supports the D by

D policy as a way of achieving good governance in its main national mid-term strategies, *National Strategy for Growth and Reduction of Poverty II* (NSGRPII/MKUKUTA II) (2010/11-2014/2015), and the *Five Year Development Plan 2011/2012-2015/2016* (FYDP 1) and promotes O&OD as a means to enhance citizen's involvement in participatory and holistic planning for development in the Local Government Reform Program II (LGRP II). The *Japan's Country Assistance Policy for the United Republic of Tanzania* (2012) states that "Improvement of Public Services to All Citizens" is one of the priority areas of assistance for Tanzania through strengthening of administrative and financial management capacity of the Tanzanian Government. The Project is part of the "Program for Local Government Reform Support," which is one of the programs under this priority. The Project has two main beneficiaries: LGA officials and community people. The Project approach is in line with the needs of both of them and is deemed appropriate; it aims to improve social and economic conditions of communities by promoting community initiatives through fostering a sense of self-help, while capacitating LGA officials to provide necessary support to the community needs.

(2) Effectiveness

The Effectiveness of the Project is assessed as "moderate." On one hand, as discussed in "(2) Achievements of the Project Purpose (Prospect), 3-1 Achievements of the Project" the prospect of the Project Purpose being achieved by the end of the project period is unlikely. On the other hand, there are some notable achievements produced in Outputs 1, 2, and 3, especially in bringing about many positive socio-economic changes in the target villages and improving the filed performance of WFs and RTF members. These achievements can be construed as promoting factors to the Project Purpose.

(3) Efficiency

The Efficiency of the Project is assessed as "moderate." It is difficult for the Project to fully convert Inputs into four expected Outputs by the end of the project period; however, from the perspective of producing remarkable socio-economic changes, it is evaluated that inputs to bring about such changes were appropriately allocated in terms of quality, quantity, and timing. It should be noted that the realization of such changes at the target villages required an extensive time and considerable efforts for social preparation. However, since such time and efforts were spent on social preparation, the Project had to push back the timing for implementing the first community planning process for a year from the 2010/2011 to 2011/2012 government budgetary cycle. As a result, the Project reached its end of the project period before completing the first development cycle; thus, activities to produce other Outputs were not sufficiently conducted.

(4) Impact

It is premature to assess the prospect of the Overall Goal when the prospect of achieving the Project Purpose is unlikely by the end of the project period. Nonetheless, there is an increasing recognition among the PMO-RALG management regarding the remarkable socio-economic changes in the target villages, which may facilitate the achievement of the Overall Goal. The Project's spill-over effects, such as the increase in community initiatives in surrounding villages of the target village and the presentation and discussions in ward- and region-level administrative meetings to share Project achievements with non-target districts and wards, have been observed.

(5) Sustainability

From the prospect of retaining expected project effects at the target LGAs and villages, the Sustainability of the Project is assessed as “moderate”, because the Project’s sustainability from the institutional perspective is secured but its sustainability from the organizational, financial and technical perspectives is yet to be fully secured. From the prospect of the disseminating expected project effects, it is premature to be assessed because the Project is still in the process of identifying necessary conditions for replicating the O&OD implementation model.

LGRP II is in the process of being revised, but the enhancement of community initiatives and the improvement in the LGAs’ service delivery will remain as one of its key result areas. At the village level, it is expected that project effects will be retained because the remarkable socio-economic changes have been emerging from self-help efforts of community people, and various organizations and their norms have been strengthened to enable an effective utilization of existing resources in the process of making the changes. At the LGA level, the sustainability of the project’s effects could not be sufficiently confirmed because the Project is still in the process of formulating a shared idea on “LGA’s supportiveness to what?.” However, the increasing positive attitudes of decision-makers toward the support to community self-help efforts and the successes of WFs and RTF members in providing support to the target villages are deemed as promoting factors to the Project’s sustainability. The technical capacity of PMO-RALG officers (O&OD team members), WFs, and RTF members has greatly improved but their transfer (replacement) will be a risk for the project effects to be retained.

3-3. Factors Promoting the Production of Effects

(1) Factors Concerning to Planning

- The Project has been supported through the JICA’s program approach for local government reform, which has facilitated the production of project effects. The JICA local governance advisor assigned to PMO-RALG has provided technical advice on the activity implementation and has been instrumental in increasing the recognition of the Project’s concept and achievements among the project related people. Moreover, the Senior Representative on Local Governance at the JICA Tanzania Office has supported institutionalizing and disseminating the Project’s achievements through the JICA’s support to the basket funds for LGRP II and the Local Government Development Grant (LGDG).

(2) Factors Concerning to the Implementation Process

- The three PMO-RALG officers assigned to the O&OD team have been working full-time for the Project, which increased the Efficiency of the Project.
- Many activities such as the training on social preparation and the Village Exchange Visits have been conducted at an appropriate timing.
- PRO-RALG officials (O&OD members), WFs, and RFT members have proactively carried out project activities.

3-4. Factors Inhibiting the Production of Effects

(1) Factors Concerning to Planning

- The Project has spent considerable time in forming shared ideas on the O&OD implementation model among the O&OD team members because there are many complicated issues and factors that the O&OD team members have to consider and verify for the model's development. Moreover, it spent an extensive time for social preparation, in order to produce the remarkable socio-economic changes at the target villages. Since such an extensive time was necessary for producing project effects, the project duration (3.5 years) is considered to be insufficient to implement all activities necessary to produce the intended four Outputs.

3-5. Conclusion

As a result of allocating sufficient time for forming a conceptual O&OD model and for social preparation process at the community level, the Project produced some remarkable socio-economic changes in all the ten target villages, and improved the capacity of WFs and RTF members. Various supports were provided to the target villages from target LGAs, but the O&OD team is still in the process of building consensus on the objective and scope of LGA's supportiveness to communities. Considering that the original design of the Project requires the model to be verified over two development cycles and the Project will still be in the process of finishing the first cycle at the end of the project period, the Project will not be able to sufficiently extract lessons from the verification process and identify necessary conditions for dissemination by the end of its term.

The Terminal Evaluation Team concludes that it will be difficult for the Project to achieve its Project Purpose within the remaining time of the project period.

3-6. Recommendations

(1) Overall Recommendations

1) Clarification of core concept on LGA's supportiveness to community

Given the facts that there are remarkable community initiatives that "people do by themselves without waiting for LGA's support" in all the target villages through adequate facilitation of WFs and RTF members, the Terminal Evaluation Team recommends that the Project should focus on the LGA's supportiveness to "community initiatives". The LGA's role is to identify such precious community initiatives and to encourage community's self-help efforts by providing necessary support accordingly.

2) Clarification of replication perspectives for identifying necessary conditions

Although it is difficult to have a consolidated replication strategy by the end of the Project Period, the Terminal Evaluation Team recommends the O&OD team to have replication perspectives as preconditions for identifying necessary conditions for replication. It is indispensable to consider expanding the O&OD model developed by the Project to other areas in a phased manner by considering various possible scenarios on replicating the model to different administrative level (village/districts/region).

3) Extension of Project Period

The Terminal Evaluation Team recommends that the project period be extended for 1.5 years until October 2014. The project extension is necessary to develop the O&OD implementation

model (or to achieve the Project Purpose) by identifying necessary conditions for dissemination based on lessons learned from the verification activities over two community development cycles.

(2) Recommendation after the extended project period

- 1) For disseminating the O&OD implementation model, it is necessary to develop a detailed roadmap for dissemination that indicates short/middle/long-term plans for activities, budgets, human resources and dissemination approach.
- 2) In order to realize further replication based on the road map mentioned above, it is necessary to secure the adequate organizational set-up (i.e. the human resources and budgets allocated to the team etc.) at PMO-RALG.
- 3) In order to disseminate the model, PMO-RALG should develop the “O&OD replication model” that can be applied in other areas in Tanzania. Taking the conditions for dissemination identified in the Project into consideration, the model should be developed based on the O&OD implementation model developed through the verification in 5 target LGAs and 10 target villages.

3-7. Lessons Learned

1) Importance of building consensus of project concept/idea/framework to the Project plan

For any projects (especially community development projects), it is vital to incorporate necessary activities and sufficient time for assessing and analyzing conditions surrounding the Project in the early stage of project implementation and then discussing and building consensus of the project concept/idea/framework among all stakeholders concerned.

At the same time, it is also necessary to verify the shared ideas through actual experiences and to occasionally modify them as the need arises by reflecting the lessons learned.

2) Alignment to Development Cycle and Significance of Social Preparation

When we try to implement any project intended to strengthen government service delivery, it is indispensable to manage the project activities in line with the government planning and budgeting calendar. In community development projects, communities’ “social preparation” is crucial for promoting people’s initiatives, which will result in the improvement of the effectiveness and efficiency in service delivery. When designing similar type of projects, it is necessary to set aside enough time for social preparation before aligning the planning process with the government budgetary process.