評価調査結果要約表　　（英文）

1　Outline of the Project

Country: The United Republic of Tanzania	**Project Title**: The Project For Capacity Development for Local Government Training Phase 2
Thematic Area: Governance	**Cooperation Scheme**: Technical Cooperation Project
Division in Charge: JICA Tanzania Office	**Total Cost**: As of January, 2015 250 million yen
Project Period: (R/D):　　　　July 2011 to July 2015 (Extension):　- (F/U):　　　-	**Counterpart Agency**: Local Government Training Institute (LGTI), Prime Minister's Office- Regional Administration and Local Government (PMO-RALG) (Division of Local Government, Division of Organizational Development)
	Supporting Organization in Japan:-

Related Cooperation: Dispatch of Expert : Local Governance Advisor (2002 to 2007 and 2009 to September 2014), Technical Cooperation of "The Project for Strengthening Participatory Planning and Community Development Cycle for Good Local Governance" (Oct 2009~Oct 2014), Technical Cooperation of "The Project for Capacity Development for Local Government Training"(May 2008 to Dec 2010), and Poverty Reduction Support Grant (1. Local Government Reform Programme Basket Fund; 2008 to 2011 and 2. Local Government Authorities Development Grant Basket Fund, 2008 to 2011).

1.1 Background of the Project

The Government of Tanzania (GOT) embarked on Decentralization by Devolution (D by D) in the late 1990s aiming to transfer political, financial and administrative powers to the Local Government Authorities (LGAs). To this end, the Local Government Reform Program (LGRP) started in 2000. During the first phase of the LGRP (2000–2008), GOT has achieved substantial progress in the decentralization process. Upon completion of the LGRP I, however, it was recognized that challenges still remain in the area of capacity development at the LGAs. As a consequence, the current phase of the LGRP (LGRP II) further emphasizes the importance of capacity development and training for LGA staff.

The Government of Japan (GOJ) has been supporting its Tanzanian counterpart in capacity development for improved service delivery over a decade. Among various technical assistance realized in the concerned area was a project entitled "Capacity Development for Local Government Training" (May 2008 – Dec. 2010). This technical cooperation project aimed at enhancing management capacity of the Prime Minister's Office – Regional Administration and Local Government (PMO-RALG) as regards to LGA training provision. Along with the project implementation, PMO-RALG developed "Training Strategy for Local Government Authorities" in 2009. The Training Strategy addresses the need to establish a new training provision framework to ensure effective training for all LGAs, based on which PMO-RALG has appointed the Local Government Training Institute (LGTI) as a Lead Training Institution (LTI). Based on this new institutional arrangement, PMO-RALG transferred its functions concerning training coordination and quality assurance to LGTI in 2010. LGTI has accordingly

established the Department of Coordination and Quality Assurance (DCQA) within the institute to fulfill its responsibilities as LTI for improved LGA training.

Against this background, PMO-RALG, LGTI, and Japan International Cooperation Agency (JICA) signed an official agreement in June 2011 to commence a new project, "Capacity Development for Local Government Training Phase 2" in order to enhance capacity of LGTI to function as LTI. The Phase 2 Project was subsequently inaugurated in July 2011 in Hombolo Village, Dodoma where LGTI's main campus is located.

However, during the Mid-term Review, the approach of the Project was found to be unfeasible due to gaps between actual situation surrounding LGAs and some important assumptions underlying in the Training Strategy.

It was therefore suggested and approved to modify the original project design referred to Project Design Matrix (PDM) Version 1(Appendix 2) to be more feasible. The overall concept of the revision was to concentrate LTI's focus on enhancement of training provision to maximize benefit of LGAs. The scope of the Project was changed to focus more on quality assurance through curriculum development that is targeted to broader training providers than on the strengthening Training Cycle Management (TCM) in LGAs including solid Training Needs Analysis (TNA).

1.2 Project Overview

At the Mid-term Review, as mentioned above, PDM Version 1 was updated into PDM Ver.2. The overview of the revised project plan mentioned in PDM2 is as follows.

1) Long-term Goal

LGAs have enough competent staffs to provide good service to the people.

2) Overall Goal

LGAs provide quality training (long-term and short-term) to its staffs.

3) Project Purpose

Effective LGA training provision framework is established.

4) Outputs

Output 1: Working Group for Implementation of Training Strategy (WGITS) could effectively function as a platform to institutionalize project experience and achievement.

Output 2: LGTI can properly coordinate with other stakeholders.

Output 3: LGTI's quality assurance capacity is strengthened on (re)organizing existing/new practical trainings based

on identified needs.

5) Inputs

(Japanese Side)

Experts: 5 experts (total 69.86 M/M), Chief Advisors, Coordinators, and a short-term expert in Training Management

Counterpart Training in Japan: None

	Provision of Equipment: Foreign Currency: 51,762 USD Local Currency: 24,937,000 Tsh
	Local Cost: 659,054,565 Tsh for Local consumables, transportation cost, consultancy fees for surveys and trainings, and vehicle.
	(Tanzanian Side)
	Counterpart: 18 personnel for 11 posts (Project Director 1, Project Coordinator 1, Project Manager 1and Counterpart 8 in terms of posts)
	Local Cost: 87,244,500 Tsh for such as sitting allowances, salary for project staff, training materials and so forth.

2 Evaluation Team

Member of the Evaluation Team	1. Dr. Peter MATESO (Tanzanian Leader) Deputy Rector for Planning, Finance and Administration, LGTI
	2. Mr. Nicholas MTEGA (Member) Assistant Director, Division of Organization Development, PMO-RALG
	3. Mr. Yoichiro KIMATA (Japanese Leader) Senior Representative on Local Governance JICA Tanzania Office
	4. Mr. Takanori OBAYASHI (Cooperation Planning) Representative, JICA Tanzania Office
	5. Ms. Mayumi HAMADA (Evaluation Analysis) Counselor and Chief Consultant Dept. of Human Resource Development, FASID
	6. Ms. Honorina NG'OMBA (Member) Local Government Specialist, JICA Tanzania Office
Review Period	12 January 2015~23 January 2015 **Type of Evaluation**: Terminal Evaluation

3 Results of Evaluation

3-1. Current Achievement of the Project

(1) Achievement of the Project Purpose

"Effective LGA training provision framework is established.": Moderate

Achievement of Project Purpose is Moderate, because achievement of Indicator 1 and 3 is moderate, while that of Indicator 2 is rather low as follows.

1) Indicator 1: Capacities of LGTI to develop new courseware have been developed enough to embark on other courses using the same methodologies (Moderate).

Achievement of Indicator 1 is moderate. By the end of the project period, LGTI will have acquired almost sufficient technical capacity to develop courseware according to the curriculum development cycle, according to the interview result.

2) Indicator 2: Capacities to disseminate new courseware to training providers and resource persons have been developed (Rather Low).

Achievement of Indicator 2 is rather low.

・Technical capacity building of LGTI staff to conduct TOT to training provider, etc. is still on the way. At this stage, before receiving TOT as participants, the capacity to conduct TOT is regarded to be limited. Assessing whether the knowledge and the skills as trainers are sufficiently applied for effectively delivering a course is too early now, and will be possible only after the pilot TOT which will be conducted in March 2015.

・Dissemination of the courseware developed by LGTI to LGAs is a role to be played by PMO-RALG. It is to be decided how specifically PMO-RALG will disseminate it to LGAs with what kind of positioning (mandatory or optional, etc.).

3) Indicator 3: Training Course Evaluation Reporting System has been developed and LGTI could utilize collected information for further improvement of training courses (Moderate).

Achievement of Indicator 3 is moderate.

A format of Training Course Evaluation is scheduled to be produced by reflecting the result of training in March, 2015.

On the other hand, the evaluation reporting system for further improvement of the course will be piloted, however, will not be fully institutionalized by PMO-RALG and LGTI by July 2015.

(2) Achievements of Outputs: Moderate

Achievement of the three Outputs shown at PDM2 is assessed to be Moderate, as achievement of Output 1 and 3 are moderate and Output 2 is rather low as follows.

1) Output 1 (Moderate)

Output 1 "Working Group for Implementation of Training Strategy (WGITS) could effectively function as a platform to institutionalize project experience and achievement."

Indicator 1: Number of Working Group meetings held (Rather Low)

・Working Group meetings were held 7 times for the last 3.5 years, out of 14 times which was targeted, i.e. 50% achievement.

Indicator 2: Documentation of the Lessons Learned (Rather High)

・Although the documentation will be done after March 2015, the lessons learned through the experiences of the project has been accumulated so far.

2) Output 2 (Rather Low)

"LGTI can properly coordinate with other stakeholders."

Indicator 1: Information collection on the training providers and establishment of database (Moderate)

・The information on internal trainer at 46 LGAs in 11 Regions was collected and recorded in the database.　As for training providers, data of 2 institutes in 2 Regions were entered in addition to those which were certified as QTP in 2013, i.e., 37 organizations and 18 individuals.

Indicator 2: <u>Modes and methodologies to collect and update information on training providers</u> (Moderate)

・Questionnaire survey was conducted to 163 LGAs, while the return rate was 17.8%.

・In order to cope with the situation that the budget of PMO-RALG and LGTI is limited to collect information from all the regions and districts, priority was put to minimize the cost in choosing modes and methodologies of information collection for the sake of securing sustainability after completion, i.e., distributing questionnaires in existing workshops.

Indicator 3: <u>System within PMO-RALG to disseminate information on training providers</u> (Low)

・It seems no system has been developed yet.

・It will be discussed by DLG, PMO-RALG whether or not collected information should be disseminated to LGAs as planned. It was found out that some LGAs hope that the list of trainers and providers should not be disseminated if their quality is not assured, because it will be misunderstood by LGAs that their quality is assured by PMO-RALG, while others still hope to receive it regardless of its quality assurance.

・It is not clarified yet how PMO-RALG will disseminate the information.

3) Output 3 (Moderate)

"LGTI's quality assurance capacity is strengthened on (re)organizing existing/new practical trainings based on identified needs."

Indicator 1: <u>Developed courseware is technically sound and relevant.</u>(Rather High)

・The courseware development for 3 courses in 2 areas has been in progress, and the final assessment of the quality is difficult. Course manuals for the 3 courses will be completed by early March, 2015. After reflecting the results of pilot training to be conducted for LGAs, the manuals will be revised by April, followed by modification of the details by July 2015.

Indicator 2: <u>Numbers of trainers who could provide training using developed courseware of 3 priority courses</u> (Moderate)

・The LGTI academic staff had many opportunities to receive training from a variety of trainers, which contributed to improvement of the capacity as trainers.

・5-day TOT for LGTI members will be conducted in February 2015. The extent of understanding the knowledge and skills as trainers is to be seen only after the TOT.

Indicator 3: (Not assessed for Output 3)

・Since this indicator is substantially the same as the Indicator 1 of Project Purpose, it is not assessed at the Output level but Project Purpose level.

(3) Prospects for Achievement of the Overall Goal: Rather Low

"LGAs provide quality training (long-term and short-term) to its staffs.

Prospects for achievement of Overall Goal within 3 years after project completion is Rather Low, because the prospect of achieving Indicator 1 (updating Training Strategy) is low, and that of Indicator 2

(additional courseware developed) and 3 (number of trained providers to conduct training courses using developed courseware) is rather low.

3-2. Summary of Evaluation Results

(1) Relevance: Moderate

<u>Relevance of this project is Moderate, considering the importance of Appropriateness of project planning, which is low, while Consistency of objectives and Appropriateness of revising project plan are assessed to be high as follows.</u>

 1) Consistency of the project objectives(Overall Goals and Project Purpose) (High)

  a) Consistency with Tanzanian government policy

   The direction of the project is still consistent with the Tanzanian government policy, which has been promoting Decentralization by Devolution.

  b) Consistency with the Development Needs in Tanzania

   It is consistent with the development needs because capacity enhancement of LGA staff is essential for the government service to functions under Decentralization by Devolution.

  c) Consistency with Japan's foreign aid policy

   The project is consistent with Japan's foreign assistance policy since it is positioned as one of the three priority areas in the Japan's Country Assistance Policy for Tanzania (2012), "Improvement of Public Services to All Citizens."

 2) Appropriateness of revising the project plan (High)

  ・The modification of the project plan at the Mid-term Review was appropriate, as it focused on crucial and feasible components of the project in order to cope with the delay in project progress. As the result of the modification of the plan, the activities for Output 3 (of PDM2) were accelerated with enhanced motivation of academic staff at LGTI. Their motivation was enhanced because courseware development was directly related to their main work as teaching staff. Also, adding a new activity to compile a journal with research papers by academic staff also contributed to enhance their motivation.

  ・Due to lack of financial source for LGAs, which was caused by suspension of CBG since FY2012/13, LGAs could not rely on external training providers including QTPs. Therefore, the project changed its design to include internal trainers as target, which was observed to be appropriate.

  ・Based on the above, appropriateness of revising the project plan is high.

 3) Appropriateness of project planning (Low)

  ・It has to be pointed out that the modification of the project plan above was rather drastic, which resulted from the original project design. It was developed within the framework of LGRP II. However, its feasibility was significantly diminished because LGRP II was terminated without realizing devolution of human resource management.

   Therefore, appropriateness of the project planning is assessed to be low.

(2) Effectiveness: Rather Low

Effectiveness is Rather Low, since Achievement level of Project Purpose is rather low and correlation between achievement of Project Purpose and Outputs is also rather low.

1) Achievement level of the Project Purpose: Rather Low

The achievement level of Project Purpose of PDM2 is moderate, since prospect of achievement by project completion of Indicator 1 is moderate, Indicator 2 rather low and Indicator 3 moderate, as mentioned before ("3. Project Performance and Implementation Process"). However, considering the drastic change which narrowed the scope of the initial project design, achievement of Project Purpose throughout the project duration is assessed to be rather low.

2) The correlation between Project Purpose and Outputs: Rather Low

The correlation between Project Purpose and Outputs is rather low. The achievement level of Outputs is moderate as mentioned before ("3.Project Performance and Implementation Process"). Output 3 contributed to the achievement of Project Purpose, while contribution by Output 1 and 2 was limited. Modification of the project plan to focus the scope increased the possibility of achieving Project Purpose in the latter half of the period, compared with the case of no modification. However, the scope of the project plan itself became much smaller compared with its initial plan shown in PDM1.

(3) Efficiency: Rather Low

Efficiency is Rather Low, since Achievement level of the Outputs is rather low and adequacy of the achieved Outputs compared with the Inputs is rather low.

1) The Achievement level of the Outputs: Rather Low

Although the achievement of Outputs of PDM 2 is moderate (Output 1 is medium, Output 2 relatively low, and Output 3 moderate), the achievement level of Outputs of PDM 1 in the former half of the project duration was low. Output 3 and Output 5 of PDM 1 were omitted to increase feasibility of the project plan at the mid-term review.

2) Adequacy of Output achievement compared with Inputs: Rather Low

Despite the continuous inputs, the project could not achieve the expected outputs before Mid-term Review. There were some issues in terms of personnel from both sides, although significant improvement is observed for the personnel from Japan in the latter half of the project. Also, the budget allocation from Tanzanian side was also a challenge.

(4) Impact: Prospect of achieving Overall Goal is Rather Low (No significant impact yet)

No significant Impact is observed so far, as the prospect of achieving Overall Goal within 3 years after project completion is Rather Low, while no other positive/negative impact is seen.

1) The Prospects that the Overall Goal within 3 years

The prospect of achievement of Overall Goal within 3 years after completion (by July 2018) seems

to be rather low as stated before ("3. Project Performance and Implementation Process"). The probability of achieving Indicator 1 is low, while that of Indicator 2 and 3 is rather low. Also, the uncertainty of securing budget for curriculum development (field visit) as well as TOT for training providers and internal trainer at LGAs. On the other hand, LGTI academic staff has started to develop 2 new courseware, i.e., Contract Management and LGA Legal Framework.

2) Other positive or negative Impacts

Other impacts were not observed yet including specific ripple effect was not observed at this stage. No negative impacts were observed.

(5) Sustainability: Rather Low

Sustainability is Rather Low, since sustainability from 3 aspects (Policy Aspect, Organizational/Institutional Aspect, and Financial Aspect) out of four is rather low, while Technical Aspect is medium.

1) Policy Aspect: Rather Low

The Tanzanian policy of Decentralization by Devolution is likely to remain the same. However, realizing devolution of human resource management remains to be a challenge, even after completion of LGRP II. Therefore, the enabling environment to realize LGA training framework will remain uncertain from policy aspect.

2) Organizational and Institutional Aspects: Rather Low

・With regard to the prospect of PMO-RALG to have management/organizational system for continuously supporting LGTI after project completion, there is serious concern so far about difficulty to have communication/meeting with key persons at PMO-RALG due to frequent official trips away from Dodoma. It is not certain whether the situation on the management/organizational system will be strengthened or not.

・Concerning with the prospect whether PMO-RALG actually be able to update overall training framework after completion of the project from the viewpoint of management/organization aspect, ownership and capability to perform this duty is not strong enough, although HR section at DLG is apparently responsible. Also there is a challenge to maintain the institutional memory within HR Section due to frequent official trips and personnel changes. Organizational linkage/command line at PMO-RALG appears not to be functioning well to update and implement the overall training framework. Although some progress in reexamining the training strategy was done in August 2014 in Morogoro Workshop/Retreat, it cannot be said to be promising whether the management/organizational system for continuing works for updating and implementing the strategy after project completion.

・As for the prospect of sufficient allocation of administrative staff at LGTI for updating the database on the training providers and internal trainers at LGAs and disseminating it, the prospect of securing the additional staff (attachment) from LGA by PMO-RALG is unclear so far. The delay of attaching staff affected negatively for the effects of Output 2 to be sustained because there is no time to train them by project completion. Meanwhile, LGTI has taken action to request 2

administrative staff to POPSM, waiting for the result. If it is permitted, additional staff will be hired from 2015/16.

3) Financial Aspect: Rather Low

・Concerning with the prospect for the budget to maintain and improve LTI functions within PMO-RALG/LGTI by PMO-RALG after July 2015 is not regarded as high, considering the situation for the last 2 years (no allocation of budget from PMO-RALG).It was observed to be difficult for LGTI to secure LTI budget from its own revenue.

・As for the future prospect of CBG to be given again to LGAs, coordination is being made to revitalize CBG. The prospect is high that CBG will start again from either 2015/16 or latest, 2016/17.

4) Technical Aspect: Moderate

・As for the technical capacity of academic staff at LGTI sufficient to develop new courseware, the technical capacity of LGTI staff to develop new courseware as well as updating the courseware developed during the project after project completion seems to be relatively high.

・Concerning with the technical capacity of LGTI staff to conduct TOT is uncertain at this stage, because they have not received TOT by themselves, and the way of teaching and the knowledge required for the new courseware in a practical training course is different from those for existing content and style. Also, participatory way of teaching in practical training usually requires certain experience in the actual training courses after receiving TOT training. Thus, it may take certain time till the staff actually reaches the sufficient level.

3-3. Promoting Factors

(1) Aligning the project design with interests of academic staff

Aligning the project design with interests of academic staff of LGTI motivated them to have enhanced ownership of the Project. Also, Project activities contributed to the revival of the LGTI journal, which led to enhancement of academic capacity of LGTI staff for deepening the analysis on the topics of the 3 courses being developed. It also contributed to enhance the capacity to deliver the training courses.

3-4. Hindering factors

(1) Ownership

The ownership of PMO-RALG has remained to be a challenge, as observed from the fact that agreed actions to take full initiative on WGITS, to secure sufficient budget for LTI, and to assign/attach 2 administrative staff for LTI work were not undertaken. Also, most of the WGITS members mostly sent their representatives to the meetings/workshop instead of participating by themselves, which did not produce expected Output.

(2) Personnel change

Japanese Chief Advisors were replaced twice for the last2.5 years, and there was delay in dispatching the 2nd CA, making blank period of CA for 7 months. Some comments were made that the frequent change and the blank period of CA led to inconsistency of the project direction. On the other

hand, some of the major Tanzanian counterparts were transferred during the project implementation period.

3-5. Conclusion

・As mentioned before, Relevance of the project is Moderate, as the relevance of the objectives is high, while there was a problem in project design at the initial stage. Effectiveness is Rather Low, since the achievement level of Project Purpose is Rather Low, due to the low achievement before mid-term review and omission of 2 outputs in PDM1. Efficiency was also Rather Low because the achievement level of outputs are rather low, taking consideration of that in the former half period, as well as some difficulties in terms of personnel change of both sides, communication and ownership. As for Impact, prospect of achievement of Overall Goal within 3 years after project completion, mainly due to uncertainty of securing budget necessary for continuing curriculum development and conducting TOT. Sustainability is Rather Low, mainly because of the organizational/institutional aspect and the financial aspect.

・It can be concluded that the project purpose of PDM2 is likely to be attained by the end of the project. Whether or not LTI functions can be maintained and strengthened after project completion depends on institutional framework, human resource/organizational arrangements as well as financial arrangements in PMO-RALG and LGTI. Therefore, the Project shall be completed as scheduled in July 2015. Evaluation team strongly expects PMO-RALG and LGTI to satisfy necessary measures, by making full use of the Project outputs and recommendation of this Terminal Evaluation.

3-6. Recommendations

(1) Before Project Completion

1) Strengthening institutional set-up within PMO-RALG for project implementation

It is planned to hold two more WGITS (February and May in 2015) before completion of the project. However, the outputs from these meetings will not be optimized unless concerted efforts of DLG and Assistant Director for HR in PMO-RALG are made. As previously agreed at WGITS, PMO-RALG is strongly required to assign responsible officer(s) within DLG who will consistently deal with LGA training issues.

2) Official decision on how to share responsibilities of re-defined LTI functions between PMO-RALG and LGTI

Although it requires substantial time to reconsider overall training framework thoroughly, PMO-RALG should authorize without further delay the issue of how to share roles and responsibilities of re-defined LTI functions between PMO-RALG and LGTI, which has already been discussed and has reached to a basic consensus at the previous WGITS. Once authorized, PMO-RALG should officially inform LGTI on its roles as LTI.

3) Establishment of functional system for dissemination and update of training providers' information

It is necessary for PMO-RALG to consider scope and modality to effectively disseminate training providers' information, and then to make it available to LGAs within the project period. LGTI on the other hand is required to come up with institutional mechanism for sustainable updating of the database.

4) Documentation of necessary procedures and demarcation between PMO-RALG and LGTI for development of new courseware

In addition to the curriculum development manual, the project is highly recommended to clarify and document necessary procedures and demarcation between PMO-RALG and LGTI in the entire cycle of training course development. Particularly, further discussion is necessary on needs identification, budgeting, and course dissemination. This document should be authorized in WGITS and widely shared within two organizations before project completion.

5) Considering modes of courseware dissemination depending on the contents

It is required for PMO-RALG and LGTI to consider appropriate modes of courseware dissemination depending on the contents by considering the following factors.

(2) After Project Completion

1) Revision of the Training Strategy

As pointed out at Mid-Term Review, the Strategy needs to be revised to be more realistic and feasible to address the gaps between training framework described in the Training Strategy and actual situation surrounding LGAs.

It is highly recommended that DLG-HR Section create opportunities to have fundamental discussions with key stakeholders on how overall framework for LGA training is supposed to be in the first place.

The Terminal Evaluation team would like to emphasize that the discussions need substantial time and full commitment from participants and should be based on realistic views attained from the Project experiences. Without the above-mentioned process, PMO-RALG will not be able to come up with functional Training Strategy.

2) Ensuring sufficient human and financial resources of PMO-RALG and LGTI for maintaining and strengthening LTI functions

As has been repeatedly urged throughout the project period, LTI could not be sustained after project completion with the current level of human and financial resources committed to its functions. Both PMO-RALG and LGTI should acknowledge this situation and take necessary measures to provide adequate inputs.