

Country Name	Technical Cooperation in Capacity Development for the ASDP Monitoring and Evaluation System (The Phase 1 Project)
United Republic of Tanzania	Project for Capacity Development for the ASDP Monitoring and Evaluation System Phase 2 (The Phase 2 Project)

I. Project Outline

Background	<p>The Agricultural Sector Development Programme (ASDP) became operational in 2006, which was a long-term process designed to implement the Agricultural Sector Development Strategy (ASDS). In order to implement and further improve the ASDP, it was important to establish an effective and feasible monitoring and evaluation (M&E) framework. The ASDP M&E Thematic Working Group (M&E TWG) was established and one of the tasks of M&E TWG was to improve routine data system in the agricultural sector. Since the agricultural routine data system (ARDS) which delivers agricultural data from Local Government Authorities (LGAs) to the Agricultural Sector Lead Ministries (ASLMs) had not been functioning properly, it had hindered effective monitoring of the ASDP.</p> <p>Based on the success of the implementation of ARDS in pilot LGAs, it was planned to roll-out the improvement of ARDS nationwide.</p>																						
Objectives of the Project	<p>Through formulating ARDS, providing training, test implementation of ARDS in the pilot LGA and others, the project aimed at establishing ARDS and conducting M&E based on it, thereby contributing efficient operation of ASDP M&E in a coordinated manner.</p>																						
	<p>[Phase 1]</p> <ol style="list-style-type: none"> Overall Goal: Agricultural Routine Data System is effectively used nationwide for Monitoring and Evaluation of the ASDP. Project Purpose: An effective Agricultural Routine Data System for the ASDP M&E framework to be developed from village to central levels is established <p>[Phase 2]</p> <ol style="list-style-type: none"> Overall Goal: ASDP Monitoring and Evaluation (M&E) is improved through interactive operation of relevant activities such as National Sample Census of Agriculture, National Panel Survey and Agricultural Routine Data System (ARDS). Project Purpose: ASDP M&E is conducted on the basis of national agricultural data collected through improvement of ARDS. 																						
Activities of the project	<ol style="list-style-type: none"> Project site: <ul style="list-style-type: none"> [Phase 1] 4 pilot LGAs in Morogoro and Dodoma regions [Phase 2] Entire Tanzania (All 133 LGAs as at ex-ante evaluation, 168 as at project completion) Main activities: <ul style="list-style-type: none"> [Phase 1] 1. Development of a ARDS model, 2. Training, 3. Revision of ASDP M&E guidelines and others [Phase 2] 1. Conducting training on ARDS, 2. Strengthening M&E TWG's backstopping activities for ARDS, and 3. Coordination of ASDP M&E Inputs (to carry out above activities) <ul style="list-style-type: none"> [Phase 1] <table border="0"> <tr> <td>Japanese Side</td> <td>Tanzanian Side</td> </tr> <tr> <td>1) Experts: 4 persons</td> <td>1) Staff allocated: 6 persons</td> </tr> <tr> <td>2) Trainees received: 11 persons</td> <td>2) Offices for JICA project team and arrangement of vehicle</td> </tr> <tr> <td>3) Equipment: computers, software, printers, cars and others</td> <td>3) Local cost: Training expenses and others</td> </tr> <tr> <td>4) Local expenses: Operating cost, training expenses and others</td> <td></td> </tr> </table> [Phase 2] <table border="0"> <tr> <td>Japanese Side</td> <td>Tanzanian Side</td> </tr> <tr> <td>1) Experts: 5 persons</td> <td>1) Staff allocated: 26 persons</td> </tr> <tr> <td>2) Trainees received: 13 persons</td> <td>2) Land and facilities: Project office</td> </tr> <tr> <td>3) Equipment: Cars, motorcycles, computers, printers, stabilizers, projectors, scanners, photocopiers, faxes and others</td> <td>3) Local cost: Training expenses and others</td> </tr> <tr> <td>4) Local expenses: Training expenses and others</td> <td></td> </tr> </table> 			Japanese Side	Tanzanian Side	1) Experts: 4 persons	1) Staff allocated: 6 persons	2) Trainees received: 11 persons	2) Offices for JICA project team and arrangement of vehicle	3) Equipment: computers, software, printers, cars and others	3) Local cost: Training expenses and others	4) Local expenses: Operating cost, training expenses and others		Japanese Side	Tanzanian Side	1) Experts: 5 persons	1) Staff allocated: 26 persons	2) Trainees received: 13 persons	2) Land and facilities: Project office	3) Equipment: Cars, motorcycles, computers, printers, stabilizers, projectors, scanners, photocopiers, faxes and others	3) Local cost: Training expenses and others	4) Local expenses: Training expenses and others	
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Project Period	[Phase 1] March 2008-March 2011	Project Cost	[Phase 1] (ex-ante) 330 million yen, (actual) 255 million yen																				
	[Phase 2] August 2011-June 2015		[Phase 2] (ex-ante) 560 million yen, (actual) 733 million yen																				
Implementing Agency	<p>[Phase 1] & [Phase 2]</p> <p>- Agriculture Sector Lead Ministries (ASLMs) : Ministry of Agriculture, Food Security and Cooperatives (MAFC, Currently Ministry of Agriculture, MoA), Ministry of Livestock Fisheries Development (MLFD), Ministry of Industry and Trade (MIT), and President's Office - Regional Administration and Local Government (PO-RALG) (Formerly, Prime Minister's Office - Regional Administration and Local</p>																						

	Government (PMO-RALG) - M&E TWG
Cooperation Agency in Japan	[Phase 1] & [Phase 2] International Development Center of Japan Inc.

II. Result of the Evaluation

[Special perspective to be considered by the ex-post evaluation]

As objectives of the Phase 1 project and the Phase 2 project are common, the Overall Goal of the Phase 2 project is used as the common Overall Goal of the two projects. As the indicators of the Project Purpose of the Phase 1 project is embraced in the Phase 2 project, the continuation status is verified under the Phase 2 project.

1 Relevance		
<Consistency with the Development Policy of Tanzania at the Time of Ex-Ante Evaluation and Project Completion>		
<p>The project was consistent with the development policy of Tanzania. Both at the time of ex-ante evaluation and project completion of the Phase 1 project as well as the ex-ante evaluation of the Phase 2 project, ASDS delineated how the agricultural sector contributes to the “National Strategy for Growth and Reduction of Poverty” (NSGRP) (2005). The project aiming to strengthening M&E institutional structure was indispensable to measure the degree of achievement of outcome of ASDP as well as that of its superior policy of NSGRP. At the time of project completion of the Phase 2 project, ARDS which was the target of the project, occupied an important position in the overall Tanzania agricultural data (statistics) system as defined in the “Agricultural Statistics Strategic Plan” (June 2014). Moreover, a program document was under preparation for ASDP 2, within which a M&E system was envisioned, including ARDS as part of the overall arrangement.</p>		
<Consistency with the Development Needs of Tanzania at the Time of Ex-Ante Evaluation and Project Completion >		
<p>The project was consistent with the development of Tanzania for the strengthening of M&E for agricultural sector. At the time of ex-ante evaluation of the Phase 1 project, in order to further improve the ASDP, it was important to establish an effective and feasible M&E framework. At the time of project completion of the Phase 2 project, ARDS occupied an important position in the overall Tanzania agricultural data (statistics) system as defined in the Agricultural Statistics Strategic Plan, as described above.</p>		
<Consistency with Japan’s ODA Policy at the Time of Ex-Ante Evaluation>		
<p>The project was consistent with Japan’s ODA policy to Tanzania. Growth and Reduction of Income Poverty was one of the priority areas under the “Country Assistance Program for Tanzania” (June 2008). Agriculture was one of the most important sectors under this category.</p>		
<Evaluation Result>		
In light of the above, the relevance of the project is high.		
2 Effectiveness/Impact		
<Status of Achievement of the Project Purpose at the time of Project Completion>		
[Phase 1]		
<p>The Project Purpose was achieved by the time of project completion, as all indicators set to measure the effects of the project were achieved and ARDS was established.</p>		
[Phase 2]		
<p>The Project Purpose was partially achieved by the time of project completion, as “Utilization of data collected through ARDS by ASDP etc.” (indicator 1) was not achieved and “A number of the DADPs (District Agriculture Development Plans) planned or revised based on the results of analyzing the data collected through the ARDS.” (indicator 2) was partially achieved.</p>		
<Continuation Status of Project Effects at the time of Ex-post Evaluation>		
<p>The effects of the project have partially continued after the project was completed. Submission rate of ARDS monthly reports by wards to LGAs has reached 90%. The rate has increased because of (1) improvement of ARDS web portal usability, (2) understanding of usefulness of ARDS, (3) improvement of internet access in rural area, (4) follow-up by the central government. The ARDS data submission rate and its use in LGAs level have increased last three years. However, the data utilization in the central government has not partly progressed due to government delay of establishing M&E framework. 109 out of 184 LGAs have developed DADPs. The number of LGAs which have developed DADPs has been limited because agricultural budget disbursement from the central government to LGAs have been continuously low since 2016. Therefore, many LGAs have lost their motivation to formulate DADPs. Nonetheless, most of the LGAs that developed DADPs have utilized the ARDS data.</p>		
<Status of Achievement for Overall Goal at the time of Ex-post Evaluation>		
<p>The Overall Goal has been partially achieved by the time of ex-post evaluation. Although challenges exist (e.g. limited budget, unstable working environment caused by government shift to Dodoma), established coordination around ARDS has been maintained. There were overlap among agricultural statistics (e.g. National Sample Census of Agriculture (NSCA), Annual Agricultural Sample Survey (AASS), Small Area Estimate (SAE), National Food Security Survey, etc.) with less coordination before. However, Government led by M&E TWG and stakeholders gradually understood pros and cons of each tools then finally came up with ASDP 2 Result Framework with clarifying data sources of each indicators. The meetings on ASDP M&E coordination have been regularly conducted, though less than the expected, and has discussed mainly monitoring, training planning, and area to improve. In addition, the meetings have talked about M&E overall issues such as ASDP 2 Result Framework.</p>		
<Other Impacts at the time of Ex-post Evaluation>		
<p>No negative impact on the natural environment by this project has been observed, and there has been no land acquisition and resettlement.</p>		
<Evaluation Result>		
Therefore, the effectiveness/impact of the project is fair.		
Achievement of Project Purpose and Overall Goal		
Aim	Indicators	Results
[Phase 1]	Indicator 1: Routine agricultural reports (latest	Status of the achievement: achieved

<p>(Project Purpose) An effective Agricultural Routine Data System for the ASDP M&E framework to be developed from village to central levels is established</p>	<p>version of Ward Agriculture Extension Officer (WAEO)/Village Agriculture Extension Officer (VAEO) format & Integrated Data Collection Format) at each level (pilot Regions=Morogoro and Dodoma Regions/ 4 pilot Districts/ all the village and ward level at pilot Districts) are made available, and finally reach the central level (ASLMs officials).</p>	<p>(Project Completion) Agricultural reports of the pilot districts were available at each administrative level including the members of the M&E TWG (ASLMs officials).</p>										
	<p>Indicator 1-1: ASLMs' Officials are able to access the data which are submitted by the pilot Districts through LGMD2 (Local Government Monitoring Database 2) .</p>	<p>Status of the achievement: achieved (Project Completion) Members of the M&E TWG were able to access the data of the pilot districts through LGMD2.</p>										
	<p>Indicator 1-2: Within the determined period, the pilot Regions check and approve the data which are submitted by the pilot Districts through LGMD2.</p>	<p>Status of the achievement: partially achieved (Project Completion) The pilot regions checked the data submitted by the pilot districts through LGMD2.</p>										
	<p>Indicator 1-3: The 4 pilot districts check the data which are submitted by WAEO/VAEOs, and request respective WAEO/VAEOs to review mistaken figures and errors in order to improve the data. Within the determined period, required data is entered to LGMD2 utilizing the submitted format, and submit it to respective pilot Region in the form of "Integrated Data Collection Format".</p>	<p>Status of the achievement: achieved (Project Completion) The pilot districts checked the data submitted by WAEO/VAEO and asked for revision as necessary. They also submitted the data to the pilot regions using LGMD2.</p>										
	<p>Indicator 1-4: Villages and ward extension officers submits data using the latest version of WAEO/VAEO format to respective District.</p>	<p>Status of the achievement: achieved (Project Completion) VAEO/WAEO in the pilot districts submitted the VAEO/WAEO format in its latest form regularly.</p>										
	<p>Indicator 2: Progress and final results of ARDS development is reported to Committee of ASLMs Directors, and finally submitted</p>	<p>Status of the achievement: partially achieved (Project Completion) The improved ARDS has been approved by the M&E TWG. It was expected to be submitted to the ASLMs Committee of Directors through the Chairperson of the TWG.</p>										
<p>[Phase 2] (Project Purpose) ASDP M&E is conducted on the basis of national agricultural data collected through improvement of ARDS.</p>	<p>Indicator 1: Utilization of data collected through ARDS by ASDP etc.</p>	<p>Status of the achievement: not achieved (partially achieved) (Project Completion) Because the number of LGAs that submit ARDS reports was not sufficient mainly due to the technical problem of ARDS-LGMD2/ Web portal (Web-based application developed under the project), the ARDS data is yet to be used at the central level. (Ex-post Evaluation) 1) Data utilization</p> <table border="1"> <thead> <tr> <th>Category*</th> <th>Content</th> </tr> </thead> <tbody> <tr> <td>To use the data for ASDP2 monitoring (e.g. JSR: Joint Sector Review)</td> <td>No. Result framework of ASDP2 is still not finalized, and JSR has never conducted since 2015/16.</td> </tr> <tr> <td>To use ARDS data for the MoA's annual report "Agricultural Basic Data"</td> <td>No. MoA has not been published annual report such as "Agricultural Basic Data" last decade.</td> </tr> <tr> <td>To use the data to prepare a quarterly agricultural sector status report</td> <td>Yes but partially through LGA's</td> </tr> <tr> <td>To use the data for the work of technical departments of MoA and MLFD (e.g. Crop Development, Mechanization, and Veterinary Services, etc.)</td> <td>Yes. Questionnaire survey in Feb-2019 showed that 90.2% of LGAs use ARDS data for reporting to management/council. In addition, 85.3%, 63%, and 54.9% of LGAs are using ARDS data for food situation (managed by National Food Security Department (NFSD)), GDP data (managed by National Bureau of Statistics (NBS)) and Outbreak report (managed by crop development department) respectively.</td> </tr> </tbody> </table> <p>*Expected utilization at the time of project completion</p> <p>2) Proportion of wards (around 3900 wards are in Tanzania) which timely</p>	Category*	Content	To use the data for ASDP2 monitoring (e.g. JSR: Joint Sector Review)	No. Result framework of ASDP2 is still not finalized, and JSR has never conducted since 2015/16.	To use ARDS data for the MoA's annual report "Agricultural Basic Data"	No. MoA has not been published annual report such as "Agricultural Basic Data" last decade.	To use the data to prepare a quarterly agricultural sector status report	Yes but partially through LGA's	To use the data for the work of technical departments of MoA and MLFD (e.g. Crop Development, Mechanization, and Veterinary Services, etc.)	Yes. Questionnaire survey in Feb-2019 showed that 90.2% of LGAs use ARDS data for reporting to management/council. In addition, 85.3%, 63%, and 54.9% of LGAs are using ARDS data for food situation (managed by National Food Security Department (NFSD)), GDP data (managed by National Bureau of Statistics (NBS)) and Outbreak report (managed by crop development department) respectively.
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		submitted ARDS monthly reports to the LGAs												
		Mar 2015	Mar 2016	Mar 2017	Mar 2018									
		21.0%	25.0%	85.9%	93.5%									
	Indicator 2: A number of the DADPs (District Agriculture Development Plans) planned or revised based on the results of analyzing the data collected through the ARDS	<p>Status of the achievement: Partially achieved (Partially continued) According to the questionnaire survey, the examples of ARDS data utilization at the LGA level are as follows:</p> <p>(Project Completion)</p> <ul style="list-style-type: none"> - For DADP preparation: 76.5% - For validation of VADP (Village Agriculture Development Plan) : 67.6% - For examination of potential crops or areas for development: 84.6% - For understanding present situation of the sector: 80.1% - For examination of scope and scale of development activities: 73.5% - For estimation of future state of crop and livestock: 81.6% <p>(Ex-post evaluation)</p> <ul style="list-style-type: none"> - According to a questionnaire survey in July 2019, 268 out of 334 LGAs staff participating ARDS training answered they developed DADPs and 224 staff out of 268 answered they used ARDS data for DADPs formulation. 												
(Overall Goal) ASDP Monitoring and Evaluation (M&E) is improved through interactive operation of relevant activities such as National Sample Census of Agriculture, National Panel Survey and Agricultural Routine Data System (ARDS)..	Indicator 1: The agricultural surveys and data collections including ARDS are improved through the coordination among them.	<p>Status of Achievement: Partially achieved (Ex-post Evaluation) Government gradually recognized pros and cons of each statistics data then came up with ASDP 2 Result Framework with clarifying data sources of each indicators. Data of some indicators are available, but some are not due to limited budget.</p>												
	Indicator 2: The meetings on ASDP M&E coordination are continuously conducted.	<p>Status of Achievement: Achieved (Ex-post Evaluation)</p> <table border="1"> <thead> <tr> <th></th> <th>2015</th> <th>2016</th> <th>2017</th> <th>2018</th> </tr> </thead> <tbody> <tr> <td>Number of meetings</td> <td>no data</td> <td>11</td> <td>4</td> <td>5</td> </tr> </tbody> </table>					2015	2016	2017	2018	Number of meetings	no data	11	4
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Source : Terminal Evaluation reports, project completion reports, and results of questionnaire survey and interviews with MoA

3 Efficiency

Although the total project period for the Phase 1 and Phase 2 projects was as planned (the ratio against the plan: 100%), the total project cost slightly exceeded the plan (the ratio against the plan: 111%). The outputs were produced as planned. Therefore, the efficiency of the both projects is fair.

4 Sustainability

<Policy Aspect>

Importance of the M&E system has been written in several government core documents for agriculture sector. ASDP 2 (June 2018), as the most important government document for the agriculture sector in Tanzania, has described ARDS as one of the important M&E tools. Furthermore, ARDS has been described as one of the principles of ASDP 2 as “need to ensure ARDS have sufficient resources in order to provide analysis and results on time”. The Budget Speech of the Minister for Agriculture (May 2019) mentioned that “Every year, government discloses its last financial achievement and plan for next financial year in June, and achievement of ARDS has been continuously mentioned”.

<Institutional Aspect>

The organization structure has been well established at the national and LGA levels, and manpower has been also somehow sufficient though it has not been ideal level in LGAs. At the national level, there has been well established structure under the ASDP2 framework. M&E TWG has been well established as one of two TWGs under ASDP2, and members have been mostly continuing from M&E TWG under ASDP. TWG has discussed technical issues, then Assistant Director, and the Director of Planning Department in MoA will make a decision.

<Technical Aspect>

According to MoA, the skills of national level staff on data analysis and IT contract management needs to be improved. Although there have been a lot of projects supported by Development Partners around M&E, there has been no regulated government mechanism for this kind of training. Skills of some Ward Agriculture Extension Officers (WAEO)/Village Agriculture Extension Officers (VAEO) have been insufficient level but measures, including training on the ARDS data collection by Ministry of Agriculture Training Institutes (MATIs) have been already taken. There has been a mechanism in LGAs to improve skills of them, but not functioning in all LGAs

<Financial Aspect>

The TWG team estimated that 5 to 7 million Tanzanian shillings (Tsh) is required for running ARDS in LGAs level. The cost consists of fuel, paper, printing, internet access, etc. Most of LGAs has managed to submit data for the last two years although cost needed for running ARDS is not reported as "cost for ARDS". This fact supports financial sustainability in LGAs level.

For national level, cost has been budgeted (=approved) but not disbursed fully due to less development budget allocation from Ministry of Finance to ASLMs last several years. However, recently, the importance of ARDS began to attract more attention than before, from high-rank government official and other DPs. It is thanks to the fact that ARDS is the only available source of comprehensive agriculture data in Tanzania, collected in a regular basis and nationwide. Therefore, more allocation of budget should be expected. In addition, one of the DPs expresses the interest to assist ARDS-related activities to complement Government efforts to strengthen M&E.

<Evaluation Result>

Therefore, as there have been some problems in the institutional, technical and financial aspects, the sustainability of the effects through the project is fair.

.5 Summary of the Evaluation

The phase 1 project achieved the Project Purpose while the phase 2 project partially achieved the ones by the time of project completion. The effects of the projects have partially continued, as ARDS data submission rate and its use in LGA level have been increased, however, the data utilization in the central level has not progressed. The number of LGAs which have developed DADP is somewhat limited. Nonetheless, most of the LGAs has utilized ARDS data. The Overall Goal has been partially achieved, as coordination around ARDS has kept improving, though challenges exist, and ASDP M&E coordination meetings have been conducted. As for the Sustainability, some problems have been observed in the institutional, technical and financial aspects. As for the efficiency, the project cost slightly exceeded the plan.

Considering all of the above points, this project is evaluated to be partially satisfactory.

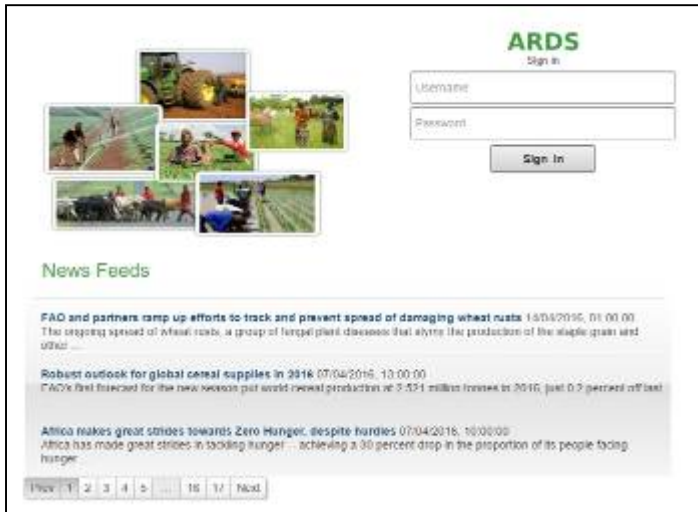
III. Recommendations & Lessons Learned

Recommendations for Implementing Agency:

- MoA, as lead ministry of ASDP, is recommended to secure and disburse necessary budget at the national level for maintaining the ARDS system such as fee for sub-contractor and server hosting cost. Also, President’s Office, Regional Administration Local Government (PORALG) should improve budget allocations and disbursement for LGAs specifically to the ARDS activities by supporting and providing the extension officers (VAEO&WAEO) with equipment like GPS, means of transport and internet and disburse the fund as planned to carry out the intended activities in a timely manner.
- MoA is also recommended to improve data analysis skills as well as IT contract management skills at the national level.
- MoA is recommended to monitor and follow-up effectiveness of ARDS lecture in MATIs
- The LGA governments are recommended to ensure enough M&E staff at the LGAs level for consistency in data consolidation from wards. Also, improving/increasing the number of extension officers at the both village and ward levels is necessary.

Lessons Learned for JICA:

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- When JICA needs to be involved specific sectors, strengthening M&E system is one of effective approach. Firstly, M&E is normally weak areas in developing country. Secondly, all stakeholders are keen to grasp quantitative data to measure development progress. Therefore, JICA can have many interactions with both CPs (incl. high rank officials) and DPs, which contribute to show presence in the sector.
- Encouraging competition among Regions and LGAs by sharing the status with figures (e.g. submission rate), contribute to rise and maintain higher submission rate. The evaluation team observed that managements seriously asked their staff to submit once they found low rate. M&E TWG applies same approach for data quality improvement by sharing rate of data within realistic range.



Log-in screen of ARDS Web-portal



Central Government counterpart discusses with LGAs staff how to improve ARDS system

