

Country Name	<b>Technical Cooperation in Strengthening the Backstopping Capacities for the DADP Planning and Implementation</b>
United Republic of Tanzania	<b>Project for Strengthening the Backstopping Capacities for the DADP Planning and Implementation under the ASDP Phase 2</b>

**I. Project Outline**

Background	<p>In Tanzania, the Agricultural Sector Development Program (ASDP), which adopted a Sector Wide Approach (SWAp) for the agricultural sector, was fully operated in July 2006. In line with the decentralization policy, 75% of the ASDP basket fund was allocated to the development budget to the district government in accordance with the District Agricultural Development Plan (DADP) formulated by each district every year. However, the plans made by districts needed to improve quality in order to meet the requirements of the central government.</p> <p>From 2009 to 2012, JICA implemented a technical cooperation project of “Technical Cooperation in Strengthening the Backstopping Capacities for the DADP Planning and Implementation” (Phase 1 project). The project supported areas such as formulation and update of formats and guidelines, monitoring of budget execution and project progress, and improvement of DADP operations and quality, as well as strengthening the capacity of central and local government officials who engaged in DADP planning and implementation.</p> <p>However, challenges for making DADP more comprehensive plan were recognized from the second half of the Phase 1 project: Necessity to enhance strategic nature of DADP, such as mid to long-term planning and identifying suitable inputs for priority crops considering their value chain; Enhancement of resource mobilization not relying solely on the ASDP budget but also other government funds and private investment including non-governmental organizations (NGOs).</p>																								
Objectives of the Project	<p>Through (i) strengthening of capacity for backstopping activities for the planning, implementation and monitoring of DADP, (ii) supporting pilot Local Government Authorities (LGAs) to prepare strategic and comprehensive DADP, the project aimed that LGAs effectively plan and implement (strategic) DADPs, thereby contributing to achieving the higher productivity, profitability, and farm incomes</p> <p>&lt;Phase 1&gt;</p> <ol style="list-style-type: none"> <li>Overall Goal: LGAs effectively plan and implement their DADPs</li> <li>Project Purpose: DADP planning and monitoring are improved with strengthened operation of the DADP Planning and Implementation Thematic Working Group (DADP P&amp;I TWG), the Agricultural Sector Unit of Prime Minister’s Office - Regional Administration and Local Government (PMO-RALG) currently President’s Office - Regional Administration and Local Government (PO-RALG) and Regional Secretariats (RSs) for backstopping LGAs.</li> </ol> <p>&lt;Phase 2&gt;</p> <ol style="list-style-type: none"> <li>Overall Goal: Higher productivity, profitability, and farm incomes are achieved.</li> <li>Project Purpose: LGAs effectively plan and implement strategic DADPs.</li> </ol>																								
Activities of the Project	<ol style="list-style-type: none"> <li>Project site: <ul style="list-style-type: none"> <li>&lt;Phase 1&gt; Tanzania Mainland</li> <li>&lt;Phase 2&gt; Tanzania Mainland, Pilot Districts (Kilombero, Lushoto, Mbozi)</li> </ul> </li> <li>Main activities: <ul style="list-style-type: none"> <li>&lt;Phase 1&gt; (i) strengthening of capacity for backstopping activities for the planning of DADP and (ii) strengthening of capacity for monitoring activities</li> <li>&lt;Phase 2&gt; (i) improving the backstopping activities for the planning, implementation and monitoring of strategic DADP, and (ii) supporting pilot LGA to prepare strategic and comprehensive DADP</li> </ul> </li> <li>Inputs (to carry out above activities) <table border="0" style="width: 100%;"> <tr> <td style="width: 50%;">Japanese Side</td> <td style="width: 50%;">Tanzanian Side</td> </tr> <tr> <td>&lt;Phase 1&gt;</td> <td>&lt;Phase 1&gt;</td> </tr> <tr> <td>1) Expert: 4 persons</td> <td>1) Staff allocated: 24 persons</td> </tr> <tr> <td>2) Training in Japan: 10 persons</td> <td>2) Land and facilities: Project office</td> </tr> <tr> <td>3) Equipment: Computer, backup UPS, fax, printer, photocopier, projector and others</td> <td>3) Local Cost: training and workshop expenses, transportation for field trip and others</td> </tr> <tr> <td>4) Local Cost: general operating expenses</td> <td></td> </tr> <tr> <td>&lt;Phase 2&gt;</td> <td>&lt;Phase 2&gt;</td> </tr> <tr> <td>1) Experts: 12 persons</td> <td>1) Staff allocated: 68 persons</td> </tr> <tr> <td>2) Training in Japan: 25 persons</td> <td>2) Land and facilities: Project offices</td> </tr> <tr> <td>3) Equipment: Vehicle, motorcycles, computers, projector, photocopier and others</td> <td>3) Operation cost: pilot activities, transportation for field trips, and others.</td> </tr> <tr> <td>4) Operation cost: general operating expenses</td> <td></td> </tr> </table> </li> </ol>			Japanese Side	Tanzanian Side	<Phase 1>	<Phase 1>	1) Expert: 4 persons	1) Staff allocated: 24 persons	2) Training in Japan: 10 persons	2) Land and facilities: Project office	3) Equipment: Computer, backup UPS, fax, printer, photocopier, projector and others	3) Local Cost: training and workshop expenses, transportation for field trip and others	4) Local Cost: general operating expenses		<Phase 2>	<Phase 2>	1) Experts: 12 persons	1) Staff allocated: 68 persons	2) Training in Japan: 25 persons	2) Land and facilities: Project offices	3) Equipment: Vehicle, motorcycles, computers, projector, photocopier and others	3) Operation cost: pilot activities, transportation for field trips, and others.	4) Operation cost: general operating expenses	
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Project Period	<p>&lt;Phase 1&gt; March 2009-March 2012</p> <p>&lt;Phase 2&gt; August 2012-June 2016</p>	Project Cost	<p>&lt;Phase 1&gt; (ex-ante) 232 million yen (actual) 223 million yen</p> <p>&lt;Phase 2&gt; (ex-ante) 523 million yen (actual) 581million yen</p>																						

Implementing Agency	- Ministry of Agriculture, Food Security and Cooperatives (MAFC, Currently Ministry of Agriculture, MoA) Agriculture Sector Lead Ministries (ASLMs): MoA, Ministry of Livestock Fisheries Development (MLFD), Ministry of Industry and Trade (MIT), and Prime Minister's Office - Regional Administration and Local Government (PMO-RALG) (Currently President's Office-Regional Administration and Local Government : PO-RALG) - DADP Planning & Implementation Thematic Working Group (DADP P&I TWG)
Cooperation Agency in Japan	International Development Center of Japan Inc.

## II. Result of the Evaluation

### <Constraints on Evaluation>

- Due to the COVID-19 pandemic, site visit could not be conducted to collect information. Therefore, the information was collected through questionnaires, telephone interviews.

### <Special Perspectives Considered in the Ex-Post Evaluation >

- As the Phase 1 and Phase 2 projects share the common goal, the indicators for the Phase 2 project are verified to check the level of achievement of the Project Purpose and the Overall Goal.
- The status of continuation of the project effects at the time of ex-post evaluation were taken as the part of the verifiable indicators of the Overall Goal and the factors affecting the achievement levels of the verifiable indicators of the Overall Goal.

### 1 Relevance

#### <Consistency with the Development Policy of Tanzania at the Time of Ex-Ante Evaluation >

The project was consistent with the development policy of Tanzania. "National Strategy for Growth and Reduction of Poverty" (NSGRP) (2005) prioritized agriculture sector development as a driver for economic growth. ASDP was set as an implementation framework. Development budget in the agricultural field were allocated to the "district agricultural development plan (DADP) "through the ASDP basket fund.

#### <Consistency with the Development Needs of Tanzania at the Time of Ex-Ante Evaluation >

The project was consistent with the development needs of Tanzania for strengthening DADP planning and implementing capacity. Although DADP formulated by each district was a basis for the development budget allocation under ASDP, the quality lacked strategic and comprehensive aspects.

#### <Consistency with Japan's ODA Policy at the Time of Ex-Ante Evaluation>

The project was consistent with the Japan's ODA policy to Tanzania. Agriculture including small-scale irrigation was one of the priority areas under the "Country Assistance Program for the United Republic of Tanzania" (2008). Also, the "Country Assistance Policy for the United Republic of Tanzania" (2012) emphasized the importance of agriculture for economic growth towards poverty reduction.

#### <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>

The project purpose was partially achieved at the time of project completion. In 2016/17, 64% of DADPs scored 60 points or higher in quality check by RSs (Indicator 1). On the other hand, in 2015/16, only 23% of DADP interventions applying the good practice(s) was implemented (Indicator 2). The partial achievement can be attributed to the following two factors. Both factors were due to the transition from ASDP 1 to ASDP 2. The ASDP basket fund, which used to be the major source for implementing DADPs, was not fully disbursed from the central government since 2013/2014. The backstopping/information dissemination were not fully undertaken for LGAs.

#### <Status of Continuation of the Project Effects>

The continuity of the project effects at the time of the ex-post evaluation cannot be verified. This is because the central government does not have all the information on the implementation of the DADP, which makes it impossible to verify the indicators of the Overall Goal, and it was confirmed that the continuity of the project is not verifiable.

#### <Status of Achievement for Overall Goal at the time of Ex-post Evaluation>

The Overall Goal was not verified. This is because to what extent the indicator is achieved is not clear, as the central government does not maintain entire information on the implementation of DADP nationally. It seems that the Policy and Planning Division of Ministry of Agriculture (DPP) and PO-RALG have worked on the DADP backstopping whenever budget is available, though the budget is very much limited.

On the other hand, positive impacts have been observed in the pilot districts. During the project implementation period, the project supported value chain development on rice (in Kilombero), horticulture (in Lushoto) and coffee (in Mbozi). After the project was completed, coffee production increased in Mbozi District. For example, the production was 11,555 tons in 2019/20 while it was 7,681 tons in 2016/2017. In addition to the increase in the production, the availability of seedlings improved due to the district initiative including mobilizing funds from private coffee production companies after the project. Also, farmers were capacitated by financial knowledge and business plan and linked to financial institution and private companies to access loans resulted in the production. In Kilombero, farm gate price of rice increased to Tsh135,000~172,000/kg from Tsh50,000/kg. Also, the utilization of the storage in the warehouse increased five times (2bags to 10bags per farmer), which shows that the productivity of the farmers increased. In Lushoto, after the project was completed, the District took following initiatives under the collaboration with African Development Bank funded project, Marketing Infrastructure, Value Addition and Rural Finance (MIVARF), for which the project encouraged the collaboration during the project period : (i) it facilitated the formulation of farmers groups (Agricultural and Marketing Cooperative Society; AMCOS) of producers of vegetables mostly Irish potatoes; (ii) facilitated financial and market linkage and, (iii) infrastructure development. The infrastructure development reduced transport cost as well as increased the storage ability of farmers. Furthermore, district office facilitated to connect private input suppliers to those farmers groups so that the producers could improve their production skills and technologies.

#### <Other Impacts at the time of Ex-post Evaluation>

Some positive impacts have been observed. From the gender perspective, in Lushoto, women have been involved in the market survey or

have taken leadership in farmers groups after the project, which had not been the cases before the project. This is because the projects promoted gender-sensitized training by encouraging women's participation in field management, farmer group management and market survey with men jointly. There have been some synergistic effects between the project and other JICA's ASDP related projects. For example, by using the Agricultural Routine Data System (ARDS) which was strengthened under a JICA project, the districts could identify crops produced in several villages and this makes easier for them to make decision on what village they can go for further dissemination of project knowledge. Also, in Lushoto, the project facilitated some farmers to obtain Certificate of Customary Right of Occupancy (CCRO) which was equivalent to certificate of land occupancy enabling to increase their loan accessibility.

According to the implementing agencies, no negative impact on the natural environment by this project has been observed, and no land acquisition and resettlement occurred.

<Evaluation Result>

Therefore, the effectiveness/impact of the project is fair.

#### Achievement of Project Purpose and Overall Goal

Aim	Indicators	Results
(Project Purpose) Project Purpose: LGAs effectively plan and implement strategic DADPs.	Indicator 1: 50% of DADPs scores 60 points or higher in terms of strategy, comprehensiveness and private sector involvement	Status of the Achievement: achieved (not verified) (Project Completion) (1) For 2016/17, 64% DADPs scored 60 points or higher in quality check by RSs. (2) There was significant improvement in the quality status of DADPs for 2015/16, 37% of which gained 60 points or higher. (Ex-post evaluation) Verified as factors affecting the achievement levels of the verifiable indicators of the Overall Goal
	Indicator 2: 50% of DADP interventions which apply at least 1 of the following good practices are implemented: <input type="checkbox"/> Activities using the existing resources (e.g. farmers' groups and physical infrastructures); <input type="checkbox"/> Activities for understanding market needs including buyers, price, and quality (e.g. market survey and study tours); <input type="checkbox"/> Facilitation by LGAs for linking farmers with service providers (public and private institutions) (e.g. for cost-sharing or contract-farming); <input type="checkbox"/> Strengthening farmers' organizations (e.g. in terms of financial management, title deeds, audit report, group management skills, record-keeping, establishing by-law and business plan.)	Status of the Achievement: not achieved (not verified) (Project Completion) (1) In DADPs for 2015/16, only 23% of DADP interventions applying the good practice(s) was implemented. (2) For details, it was identified that 216 interventions applied the good practice(s) among DADPs for FY2015/16. Out of them, 50 have been implemented with LGAs own budget or off-budget funds, which means 21% of the implementation ratio (50/216). (Ex-post evaluation) Verified as factors affecting the achievement levels of the verifiable indicators of the Overall Goal
(Overall Goal) Overall Goal: Higher productivity, profitability, and farm incomes are achieved.	Indicator: Within three years after the termination of the Project, 50% of DADP projects has achieved their project purpose in terms of productivity, profitability, and farm incomes	(Ex-post Evaluation) not achieved (not verified)  - The central government does not have enough information on (i) the number of projects planned (cumulative), (ii) the number of projects implemented (cumulative) and (iii) the number of projects that achieve the targets, nationally.

Source : Responses to questionnaires by the pilot districts and DPP.

### 3 Efficiency

Although the project cost slightly exceeded the plan (the ratio against the plan: 106%), the project period was as planned (the ratio against the plan: 100%). Outputs were produced as plan. Therefore, the efficiency of the project is fair.

### 4 Sustainability

<Policy Aspect>

There has been policy support for the sustainability of the project effects. ASDP 2 (June 2018 – 2028) continues to be implemented through fund from the central government and districts' own funds. However, lack of fund for the implementation has been an obstacle.

< Institutional/Organizational Aspect>

The organizational structures both at the central level (ASLMs structure) and district level (at the pilot districts) have been unchanged and functioning after the project was completed. DADP Projects & Implementation TWG, which was expected to play a lead role for promoting backstopping activities are still existing and operating, however, they are less active than the project period. This follows that the Ministry of Agriculture does not supervise the LGAs directly following requirement of the Government Policy of Decentration. The decentralization requires all activities to be implemented at Local Government Level while the Ministry of Agriculture remain with the responsibilities of monitoring implementation and provide technical advice. Instead, the PO-RALG is in the position of supervising and to directing all LGA's to obtain budget to disseminate the model. The budgeted fund for the DADP implementation was not fully disbursed. Low disbursement of fund in the implementing Ministries (Ministry of Agriculture and PO-RALG) and insufficient number of staff from district, ward and village level limited implementation of some activities. Furthermore, some of the project staffs were retired and took time for new staff who replacement them to gain momentum in the implementation..

<Technical Aspect>

Technical staff of the project team are in the ASLMs and LGA's, therefore, they have trained new staff members on the DADP planning and implementation. Also, at the district level, they have disseminated the knowledge to other villages whenever they obtain budget from own source. The Project team have utilized the manuals (Business Plan, Strengthening Farmers Organization, Public and Private Partnership, Project Management, Warehouse management, Market-Oriented Horticulture, and Coffee Quality Improvement) to train farmers groups in several villages.

<Financial Aspect>

ASDP 2 was launched in 2018, however the Government of Tanzania and Development Partners (DPs) was yet agreed on pooled fund instead both finance the interventions of the project basing on their priorities. However, LGA's have utilized own source of fund and sometimes collaborate with private sector like coffee producers who distribute coffee seedlings to the producers, or provide loans to the farmers to implement the activities. Therefore, the funds have not been enough to finance the planned activities.

<Evaluation Result>

In light of the above, some challenges have been observed in terms of the policy, institutional/organizational, and financial aspects of the implementing agency. Therefore, the sustainability of the effectiveness through the project is fair.

5 Summary of the Evaluation

The Project Purpose was partially achieved as it achieved the target for the scores for DADPs while the application of good practices was limited. The Overall Goal was not verified, as the implementation of DADPs has been minimum level in nation-wide, while good practices have continued in the pilot districts. As for the sustainability, some challenges have been observed in terms of policy, institutional/organizational, and financial aspects. As for the efficiency, both project cost and project period 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:

- Government of Tanzania (Ministry of Agriculture, Po-RALG through Sector Coordination Division and Regional Secretariat and districts through LGA) should the following:
  - i. To continue allocating fund (budget) and more experienced technical staff in the pilot projects to attract more investment for the effective DADP implementation and monitoring in order to achieve the set objectives and targets
  - ii. should continue utilizing the available resources (budget, staff, technical skills and knowledge) to undertake backstopping to DADPs;
  - iii. To continue planning for DADP backstopping components and allocate budget when formulating future projects and joint implementation by DPs and private companies could be an option; and
  - iv. To continue guiding the investment in particular area using already observed model from Lushoto project that was coordinated by MIVARF project.

Lessons Learned for JICA:

In case of projects with pilot project sites and in cases where it is difficult to secure a governmental budget for the sustainability of the project, mobilizing resources outside the government budget is important. The project motivated the pilot districts to mobilize other DPs' fund to enhance the project sustainability, such as the case of mobilizing MIVARF funds to construct roads and warehouses which benefited the project targeted farmers in reducing transport cost as well as increasing the storage capacity of their produces. In case of selecting pilot projects, the existence of other DPs in the same area of the pilots may also increase the probability of the project sustainability. If there are other projects or DPs targeting the same location, their intervention may have a complementary impact on the project target people (farmers), such as the MIVARF case.



Cropping calendar which visualizing the peak demand seasons and cropping timing of the target varieties. (By field visit to Lushoto as a part of kick-off session under a succeeding project in February 2019)



Interviewing the farmers group which formulated an organization (AMCOS) for accessing loan for horticulture production. (By field visit to Lushoto as a part of kick-off session under the same project)