

The District Development Programme in Tanzania (DDP)

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Sida Evaluation 2008:55

Sida

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Date of Final Report: July 2008
Printed by Edita Communication, 2008
Art. no. Sida48045en
ISBN 978-91-586-8136-1
ISSN 1401—0402

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Map of Project Area – Bunda, Serengeti and Ukerewe Districts



List of Abbreviations

ABD	Area Based Programme
ASDP	Agriculture Sector Development Programme
AT	Assessment Team
BDC	Bunda District Council
BMU	Beach Management Unit
BUWSA	Bunda Urban Water and Sewerage Authority
CAG	Controller and Auditor General
CBG	Capacity Building Grant
CBFM	Community Based Forest Management
CBNRM	Community Based Natural Resources Management
CBP	Capacity Building Plan
CG	Central Government
CD	Council Director
CDD	Community Driven Development
CDG	Capital Development Grant
CMT	Council Management Team
CSO	Civil Society Organisation
CSDP	Child Survival Development Programme
DAC	Development Assistant Committee
DADG	District Agriculture Development Grant
DALDO	District Agriculture and Livestock Development Officer
DADP	District Agriculture Development Programme
DASIP	District Agricultural Support Improvement Programme
DC	District Council
DCDO	District Community Development Officer
DDP	District Development Plan
DE	District Engineer
DED	District Executive Director
DEO	District Education Officer
DHRO	District Human Resources Officer
DHS	District Health Secretary
DMO	District Medical Officer
DNREO	District Natural Resources and Environment Officer
DPs	Development Partners
DROMAS	District Roads Management System
DSO	District Support Office
DTA	District Technical Advisor
DWE	District Water Engineer
ET	Evaluation Team
FFS	Farmer Field School
FY	Financial Year
GDP	Gross Domestic Product
GoT	Government of Tanzania
HLG	Higher Local Government
HLGA	Higher Local Government Authority
HoD	Head of Department
HRO	Human Resources Officer

IDF	Inter District Forum
IPF	Indicative Planning Figures
ITC	Information Technology Consultant
JAST	Joint Assistance Strategy –Tanzania (in Kiswahili Mkakati wa Pamoja wa Misaada Tanzania – MPAMITA)
JICA	Japanese International Cooperation Agency
JRF	Joint Rehabilitation Fund
LAMP	Land Management Project
LG	Local Government
LGAs	Local Government Authorities
LGCDG	Local Government Capital Development Grant
LGRs	Local Government Reforms
LGRP	Local Government Reform Programme
LGSP	Local Government Support Programme
LLG	Lower Level Government
LLGA	Lower Local Government Authority
LZARDI	Lake Zone Agricultural Research and Development Institute
M & E	Monitoring & Evaluation
MKUKUTA	Mkakati wa Kukuza Uchumi na Kupunguza Umaskini Tanzania (National Strategy for Growth and Reduction of Poverty (NSGRP))
MTEF	Medium Term Expenditure Framework
MTR	Mid-Term Review
NGO	Non-Governmental Organisation
NSGRP	National Strategy for Growth and Reduction of Poverty
O&OD	Opportunities and Obstacles Development
PE	Personal Emoluments
PEDP	Primary Education Development Programme
PFM	Participatory Forest Management
PMO-RALG	Prime Minister Office Regional Administration and Local Government
PO-RALG	President's Office Regional Administration and Local Government
PRA	Participatory Rural Appraisal
RWSSP	Rural Water Supply and Sanitation Programme
SACCOS	Savings and Credit Cooperative Society
SDC	Serengeti District Council
SEDET	Social Economic Development Initiative of Tanzania
SEDP	Secondary Education Development Programme
Sida	Swedish International Development Agency
SUDEP	Sustainable Urban Development Programme
TACAIDS	Tanzania Commission for AIDS
TASAF	Tanzania Social Action Fund
TED	Town Executive Director
TSD	Teachers' Service Department
TTIF	Traditional Technology Improvement Facility
UDC	Ukerewe District Council
UDEMGR	Urban Development and Environment Management Grant
VEO	Village Executive Officer
VETA	Vocational Education and Training of Tanzania
VICOBA	Village Community Bank
VDP	Village Development Plan
WDC	Ward Development Committee
WEO	Ward Executive Officer

1. Executive Summary

1.1 Introduction

Sida has supported a district capacity building and development programme called DDP in three districts since 2002 when district profiles were prepared as baselines for a five year programme including two districts in Mara Region, Bunda and Serengeti, and one district in Mwanza Region, Ukerewe.

The objective of the DDP was to support the implementation of core Tanzanian development policies like Growth and Poverty Reduction (MKUKUTA), Local Government Reform Programme (LGRP) and cross cutting concerns such as Gender, HIV/AIDS, and sustainable environmental and natural resources management in three districts in the Lake Victoria area, the latter having been a long term recipient of Swedish Development Assistance.

1.2 The Object and the Objective of the Evaluation

The aim of the DDP was to capacitate the districts to deliver demand driven socio- economic services, through participatory planning and capacity building as well as to empower communities to generate household income to improve their livelihoods and break the cycle of poverty. The DDP had the following programme objectives and targeted outputs identified in a Logical Framework Based Programme Document for each of the three districts:

Outputs to Programme Objective 1: Effective Planning and Financial Resources Management

- 1.1 Participatory and multi-sectoral planning adopted and implemented
- 1.2 Efficient and accountable financial system in place
- 1.3 Improved efficiency in local government at village, ward and district level

Outputs to Programme Objective 2: Effective and Extended Service Delivery

- 2.1 Service providers' capacity and quality of services improved
- 2.2 Financial contribution for selected areas of service delivery developed
- 2.3 Preventive maintenance streamlined as part of planning and implementation procedures
- 2.4 Urban planning and urban service supported

Outputs to Programme Objective 3: Improve Household Income

- 3.1 Income generating activities of specific interest to the district identified
- 3.2 Support to selected viable income generated projects provided
- 3.3 Household food security improved
- 3.4 Market promoted and link with the private sector developed

Within this framework termed a “district plan of operation”, the district would each year identify, plan and implement a number of interventions/projects in compliance with national policies, district strategies and district planning and implementation procedures. Thus the districts were the implementing agencies and they were guided by PMO-RALG and a team of advisors recruited by Sida through Swedish consulting companies.

A mid-term review in 2005 raised critical issues regarding the management of the programme and the relatively poor performance during phase 1 was addressed in a more clear management structure which empowered the three district councils and strengthened the advisory support through the district support office (DSO) and the placement of a district technical advisor (DTA) in each district.

It is important to emphasize that in its second phase from April 2006 to July 2008 DDP has provided untied district budget support guided by the original plans of operations and the advice of the Advisory Team. The Councils have in principle been fully empowered to identify, design, plan and implement the projects which they have assessed as most beneficial.

The objective of the evaluation was to:

1. Evaluate the achievements and sustainability of the DDP and provide Sida and its partners with lessons learnt;
2. Provide recommendations and state critical issues to be considered by PMO-RALG and the Local Government Authorities in the DDP-supported districts and other relevant parties, in their work in the three DDP-districts and elsewhere;
3. Document experiences of DDP that can be replicated in other LGAs and other programs at local and national level.

The evaluation has been carried out with the Guidance of the TOR (annex 1) and the Sida Guideline on Evaluations.¹

1.3 The DDP Financial Assistance

The Swedish financial support to the three Districts in SEK has been as follows:

Financial transfers to DDP districts in SEK				
Year	Bunda	Serengeti	Ukerewe	Total DDP
2003	1 197 349	2 180 641	1 780 013	5 158 003
2004	4 636 512	4 760 663	4 829 496	14 226 671
2005	4 946 192	4 553 904	4 156 366	13 656 462
2006	4 690 008	5 314 002	3 283 155	13 287 165
2007	3 354 825	1 960 105	3 681 906	8 996 836
Total	18 824 886	18 769 315	17 730 936	55 325 137

The total Swedish assistance has been Swedish Kroner (SEK) 84,416,847 equivalent of approximately USD 14 million and Tshs 16,883,369,400. (Exchange rate 1 SEK equal to 200 Tshs). It has financed 504 interventions in the three districts, a number of joint training sessions under the Inter District Forum, studies and impact studies, as well as the team of consultants from a Swedish Consulting Consortium.

1.4 The Findings of the Evaluation Regarding Achievement of Outputs and Objectives

In general the ET found that the achievements in the second phase of the DDP from April 2006 to July 2008 have been very positive and impressive. The management has been strengthened, the TA team has been effective, and the quality of the interventions has generally been of reasonable high quality taking into consideration the inbuilt constraints of the programme with regard to implementation through a district civil service which is generally desperately short of qualified and motivated staff, adequate operational funds for transport and other equipment and limited experience in participatory bottom-up planning and implementation, and top-down instructions, orders and decrees from the Ministries incl. PMO-RALG.

¹ Sida, Looking Back, Moving Forward. Sida Evaluation Manual. Sida, Stockholm 2004.

The Districts have prepared Quarterly Progress Report, but, generally, activities and result were not well documented and operational district information systems were close to non-existing. This makes monitoring and evaluation a very difficult task and the ET have had to rely on the approximately 60 projects which were visited and the approximately 80 district officers whom were interviewed regarding their participation and benefits from training and project implementation.

The ET has the following *conclusions regarding programme objective one: effective planning and financial resource management*:

- The DDP has supported the development of the capacity for participatory bottom-up planning through various systems and procedures, but the communities are not yet adequately empowered and skilled and elements of the old sector based top-down planning system remain and cause frustration among community members.
- Some development issues require a planning approach which takes its point of departure in the natural endowment rather than administrative boundaries. In such planning task the bottom-up approach has to be combined with a sub-catchment approach to participatory natural resources management. Such an approach has been developed on trial and error basis in some 10 percent of the Tanzanian villages, but it must be acknowledged that the cost is very high and therefore the approach and methodology is not replicable. It is recommended that DDP projects learn from other districts and gradually introduce such planning systems as a complement to the traditional O&OD technique which has mostly identified projects in the social sectors of education, health and water supply.
- The training in budgeting and accounting has improved the financial management situation significantly, and so has the provisions of PCs and relevant software.
- We understand that DSO has advised the DDP districts in the recruitment of qualified staff including internal auditors and procurement officers. The capacity for enhanced financial management is now in place but it is not yet being fully utilized for a number of reasons such as:
 - The general organizational culture at the district administrations which does not support transparency and good governance;
 - The low motivation and lack of systems and traditions for trained staff to train others;
 - The lack of compatibility between the planning and budget software PlanRep, and the accounting software Epicor, which by and large explain why a significant part of the work in the accounts department, continues to be done manually.²

With regard to programme objective 2 we conclude:

- DDP support to *capacity building of district staff* has been substantial, but it is not well documented at the district level³ and according to the district staff self-evaluation it has not always been comprehensive, adequate and effective. Training in professional areas such as Geographical Information Systems (GIS), District Road Management Systems (DROMAS), has generally been more effective than for example training in performance management such as OPRAS simply because such practical tools can be used immediately and add to the job satisfaction of the trained staff.

² The Private Auditing Company contracted by Sida state: In Bunda, they are already in compliance with the system almost 100%, they used the manual system up to some time in November 2007, and switched on to the electronic system up to May–June 2008. As for Ukerewe, they are still on manual system and the figures audited came from the manual system. Serengeti they are running both systems in parallel.

³ According to the DSO team leader all facilitators who carried out training and capacity building have produced a Final Implementation Report and often also Manuals, Guidelines, etc. All these have been multiplied and distributed to the Councils concerned, often also directly to the course participants. Still they could not be found at the Districts.

- Heads of departments have provided very useful *training of communities* particularly through farmers field schools (FFS) on issues such as mosaic-virus resistant varieties of cassava, agricultural practices, agro forestry, beekeeping etc, and training of community animal health workers has developed an effective out-reach service of para-veterinary services. However, often the skills training of communities have been limited to the technical aspects of a business (such as smoking of fish) while the important commercial and business management aspects have been lacking; Community training in O&M of water projects, HIV/AIDS and Community Based Natural Resources Management has been very limited and less effective than the training in agriculture and animal husbandry. In Serengeti rural water supply projects have been implemented without establishing sustainable O&M institutions.
- A large proportion of funds has been allocated to projects which are “more of the same” like buildings at schools and health centres, but also important creative areas of extended quality services have been assisted, such as bridges, roads, training of farmers and para-vets and most water projects, where well functioning user groups have been formed. Some projects have made a significant difference like the urban infrastructure projects in Serengeti (municipal market), Bunda and Ukerewe (Urban Environmental Infrastructure like storm water drainage, solid waste management, roads and Urban Water Supply) and in a few cases the DDP support has been crucial (like urban water supply and environmental management in Bunda and Ukerewe).
- On the negative side it should be mentioned that a few projects were not as yet supplying services because of lack of equipment or lack of electricity (such as a laboratory in Serengeti) and some projects in the rural water sector were not yet sustainable in all districts because the national policy of establishing sustainable O&M systems have not been implemented in all cases in Serengeti district.

With regard to programme objective 3 we conclude:

- Until the introduction of VICOPA (2007) little was achieved and the support to groups appeared to have lacked a clear strategy; training has often been too narrow and lacked the business skills element; But there were a few examples of early successful projects
- Started late and was still limited to 20–25 percent of the villages;
- Highly appreciated by group members and credit management performance (repayment of loans) was very high;
- Investments still limited to trade (by limited entrepreneurship skills, loan size and repayment period);
- The continuation and extension of the VICOPA programme seem to have been secured through a programme developed by the Swedish consulting company ORGUT and the Tanzanian NGO “Social and Economic Development Initiatives of Tanzania” (SEDIT).

1.5 Assessment Against the Evaluation Criteria

The programme is assessed *as highly relevant* in the context of Swedish and Tanzanian Development policies, but the relevance could have been higher if funds had been included to pursue more strategic elements and profound causes of poverty in the three districts such as land use plans including distribution of land to landless families, dissemination of agricultural techniques and practices which would enhance the productivity of labour and result in increased demand for male labour such as oxen – or power tiller land preparation, introduction of improved animal husbandry management practices, and ecological farming. But the principle of providing untied budget support must have been considered as in conflict with such a more strategic approach to achieving the development objectives of the Programme.

Since outputs and objectives have been achieved to an acceptable degree in particularly in the second phase of the Programme, we *assess the efficiency and effectiveness of the programme as relatively high*. But this is not to say that outputs and benefits could not have been enhanced and achieved at a reduced cost if the project planning and designers had been more creative and the tender system more effective in resulting competitive prices.

The impact is generally difficult to assess but we find that in particularly professional training of staff and communities have had the intended impact and that many of the projects have generated the intended benefits and positive impacts. In some case like the cassava multiplication the result has been an increase in productivity of a factor four which has contributed significantly to food security for the population of the three districts. The impact on production, incomes, health and general livelihood of other projects like farmers training, small stock animal husbandry and water and sanitation has also been important. The impact of the many buildings on improved services delivery is more dubious. Buildings do not in itself enhance the provision of quality educational and health services, but they may contribute to retain qualified staff.

The benefits related to capacity building at various levels of the DDP interventions *are by and large sustainable*. Knowledge and skills are sustainable when they are used but in some cases the training has not been adequate (too short and too many subjects covered), and in some cases the knowledge and skills can not be used because of shortage of computers or inadequate software systems. *The benefits related to services delivery are sustainable to the extent that sustainable O&M institutions and financial mechanisms have been established*. This has not been the case with rural water schemes in Serengeti.

The experiences and lessons learnt from DDP are also relevant in the future implementation of LGRP II, such as the benefit from having District Technical Advisors and having an Inter District Forum for sharing ideas and resources.

1.6 Summary of Lessons Learnt and Recommendations to LGAs and PMO-RALG

Lessons Learnt	Recommendations
The present O&OD bottom up planning system is not effective when it comes to strategic planning in relation to MKUKUTA and Participatory Natural Resources Management;	Prepare clear guidelines for how to mainstream poverty eradication, gender and natural resources management in the next review of the strategic plans of the districts;
The district planning cycle empowers the councillors, but fail to add value to the design of projects and is not adequately transparent to the communities;	Consider to introduce an "appraisal" of projects identified in the O&OD bottom-up planning system in order to add value and reduce costs; at the same time institutionalise an appropriate feed back mechanism to the community in order to enhanced "community ownership" and transparency;
Staff has been trained in EPICOR but the trained staff has failed to train others except in Bunda District for various reasons;	Address the shortcomings in the utilisation of the trainings given in EPICOR, and other electronic management support systems;
EPICOR and PlanRep are not compatible. Hence district accountants continue to use a large proportion of their time on manual work and make many mistakes;	Address the weaknesses identified in the communication between the budgeting and the accounting software (PlanRep and Epicor).
The DDP have co-financed several construction projects which does not yet deliver services due to lack of training, equipment, staff or electricity;	Prepare district interventions to complete DDP projects which do not as yet deliver the targeted services;
Not all water supply schemes have sustainable O&M institutions;	Support the establishment of sustainable O&M arrangements in water schemes where this has not as yet happened;

The placement of Advisor, District Technical Advisors and the meetings for sharing experiences, ideas and resources in the IDF is a creative contribution to the achievement of the capacity building goals of LGRP I;	Include the positive lessons from DDP in LGRP II whenever it is relevant such as IDF and District Technical Advisor. District Technical Advisors can be placed in a pool at the Regional level in order to economize with scarce resources;
PMO-RALG in cooperation with sector ministries has been slow in advising Districts on the implementation and enforcement of national policies on land, natural resources management and water supply and sanitation.	Provide clear guidance on the timing of the preparation of Land use plans and Community based Natural Resources Management during the 2009/2012 MTEF planning period.

2. Introduction

The District Development Programme (DDP) was initiated in 2002 in the Districts of Bunda and Serengeti (in Mara Region) and Ukerewe (in Mwanza Region), mainly dealing with capacity building in the fields of general management, administration, financial administration, project implementation and resource management at HLGA and LLGA levels in these Local Authorities. The DDP was initially financed in accordance with a general agreement of one year covering activities in 2002 between the Governments of the United Republic of Tanzania and Sweden.

In May 2003 the two Governments entered into a five-year agreement (2003–2007) and subsequently, in June 2003 agreements between Sida and the three individual District Councils were signed

The overall objective of DDP was to ‘Support Bunda, Serengeti and Ukerewe Districts in planning, implementation and monitoring of DDP activities’. It was envisaged that the programme would enable the districts to provide for adequate demand driven social services, through participatory planning and capacity building as well as empower communities to generate household income to improve their livelihoods and break the cycle of poverty. The strategies to achieve the objective were:

1. effective planning and financial resource management;
2. effective and expanded service delivery and
3. improved household income generation.

Since then the main activities supported by the DDP have been in the areas of capacity building at HLGA and LLGA levels (general management, administration and financial administration); council service delivery and community service absorption, all in conformity with and supplementary to the Local Government Reform Programme (LGRP). Within these activities the DDP was also aimed at taking into account cross-cutting issues such as gender, HIV/AIDS, environment, etc. The DDP emphasises community empowerment and supports democratic development at village and sub-village level.

The implementation was based on the three Plans of Operations (2003) of each district as well as their Annual Work Plans. At the national level the programme is co-ordinated by the Prime Minister’s Office – Regional Administration and Local Government (PMO-RALG).

The three districts have been receiving annual grants from Sida for the implementation of the approved annual work plan of the DDP within an annual ceiling since 2003 as follows:

Bunda:	SEK 18,824,886
Serengeti:	SEK 18,769,335
Ukerewe:	SEK 17,730,936

In addition funds have been used on Inter District Forum activities SEK 6,515,744 from 2006 to 2008, consultants/ advisors (SEK 10,222,649 from 2006 to 2008). The total Swedish assistance has been SEK 84,416,847 equivalent of approximately USD 14 million and Tshs 16,883,369,400.

A Mid-term Review of the DDP was carried out in April 2005. It was rather critical of the limited progress made in the programme and pointed out several weaknesses in the management set-up. These issues have been addressed in the subsequent period from April 2006 to June 2008, when a new consortium of Swedish Consulting Firms was contracted. They provide technical assistance through the District Support Office (DSO) in Musoma and resident Technical Advisors in each of the Districts. Furthermore, the DSO acts as the Executive Secretariat of the Inter District Forum (IDF), a platform where the three districts, Technical Advisors, PMO-RALG, Regional Secretariats and Sida share experiences and lessons learnt, and act accordingly.

2.1 Background to and Rationale for the Evaluation

The agreements between Sida and GoT stipulates that an end of Project Final Evaluation should be undertaken in order to document results and identify key lessons learnt for the future benefits of programmes to be prepared by the two governments.

Sida has prepared a manual for the evaluation of projects and programmes, which is in line with the agreed principles and approaches of the OECD, DAC development committee and assesses interventions against an internationally agreed set of criteria.⁴

2.2 Objectives and Evaluation Criteria

According to the Terms of Reference (refer to Annex 1) the objective of the evaluation is to:

- Evaluate the achievements and sustainability of the DDP and provide Sida and its partners with lessons learnt;
- Provide recommendations and state critical issues to be considered by PMO-RALG and the Local Government Authorities in the DDP-supported districts and other relevant parties, in their work in the three DDP-districts and elsewhere;
- Document experiences of DDP that can be replicated in other programs at local and national level.

The following evaluation criteria as defined in the Sida Evaluation Manual were used in this evaluation:

Relevance: The extent to which a development intervention conforms to the needs and priorities of target groups and the policies of recipient countries and donors.

Efficiency: The extent to which the costs of a development intervention can be justified by its results, taking alternatives into account.

Effectiveness: The extent to which a development intervention has achieved its objectives, taking their relative importance into account.

Impact: The totality of the effects of a development intervention, positive and negative, intended and unintended.

Sustainability: The continuation or longevity of benefits from a development intervention after the cessation of development assistance.

⁴ Sida, Looking Back, Moving Forward. Sida Evaluation Manual. Sida, Stockholm 2004.

Replicability: To what extent are the lessons learnt from the implementation of DDP relevant and replicable in programme implemented by various stakeholders such as PMO-RALG, Sector Ministries, LGAs, LLGAs and NGOs and CBOs.

The baseline for the evaluation is taken to be the objectives and targets that were established in the original Project Document as reflected in the Log Frame of the Project Document and modified for the changes to the project management structure after the implementation of the recommendations of the Mid-Term review in 2006.

2.3 Scope of Work

The scope of work includes the following areas of assessments and recommendations:

Assessments of:

1. The relevance of programme objectives for the long-term development in Tanzania as well as in fulfilling the Swedish Development Goals.
2. The overall achievement; effectiveness and sustainability of the DDP 2002–2008, in relation to stated targets and objectives. What are the reasons of achievement or non-achievement of the objectives?
3. The overall achievements and its impact in different target groups at district, village and sub-village level; and identify the remaining challenges.
4. The contribution to capacity development and strengthening the three Local Government Authorities? Assess the extent to which the three districts are in line with the ongoing Local Government Reform Programme and the extent that the three districts are accessing the different types of local government capital development grants, local government capacity building grant and other central grants.
5. The extent to which DDP has contributed to the implementation of the Local Government Reform Programme in the three districts.
6. The impact of the support in terms of contribution to poverty reduction.

Findings and Recommendations regarding:

1. Key lessons learnt during DDP?
2. Critical issues to consider for future development by relevant parties, in particular PMO-RALG, Local Government Authorities in the DDP districts and to some extent Sida..
3. Recommendations to PMO-RALG and the three districts on how to sustain what has been implemented during DDP, incl. management considerations, in general and Village Community Banks, environmental conservation, operation of Water Authorities, formation of Township Authorities in particular. These recommendations should include the community.
4. Assess the role (strengths and weaknesses) of the implementing consultant firm, including impact of TA in supporting the districts in general terms, not only within the sphere of DDP.

The TOR also emphasise that the evaluation shall be carried out based on a gender perspective; i.e. analysis made and findings presented shall consider both involvement of women as well as men and the impact and consequences for women and men and their respective roles and responsibilities.

2.4 The Evaluation Team, its Methodology and Programme

The evaluation team consists of:

- John Carlsen international consultant and Team Leader
- Joseph Nazar Solar national consultant and LGA specialist

TOR includes a brief section on methodology which highlights the need to combine the use of secondary sources in the form of reports and the collection of primary sources of information.

The following informants were identified: (i) representatives of the Districts Councils, (ii) Regional Secretariats of Mara and Mwanza, (iii) PMO-RALG, (iv) target groups, (v) long-term advisors and other relevant stakeholders, (vi) relevant staff at the Swedish Embassy in Dar es Salaam and (vii) Sida in Stockholm.

The DDP has been prepared using a logical framework approach and was therefore an obvious candidate for a strict application of the proposed Sida Evaluation Manual. This was the approach and methodology which has been guiding the Evaluation Team in this evaluation.

The basic principle in this approach was that the first step was to collect and verify information through interviews and focus groups discussions with the targeted beneficiaries in order to reassess “the logical framework” and its risks and assumptions.

Answers to the following questions were expected: (i) has the targeted impact been achieved, (ii) was it due to the successful generation of the targeted outputs, (iii) was that due to the successful implementation of the activities, and (iv) were all the inputs including the management delivered of adequate quality and appropriate price and timing.

The subsequent steps sought to (i) verify the information collected through interaction with the targeted beneficiaries; (ii) provide additional explanations for an enhanced understanding of cause effect relationships, (iii) seek cost-effective methods to add and sustain the benefits including the institutional capacity which has been established in the four districts.

These steps involved the following informants: the DDP Management Teams of the three Districts, District staff and District Council Elected Members, Regional Monitoring and Evaluation staff, National Stakeholders, and the Swedish Embassy in Dares Salaam

The approach was participatory throughout, and its strength was that it generated consensus based on enhanced understanding of cause effect relationships (lessons learnt) which will be operationalized into practical recommendations directed partly at the involved Tanzanian Stakeholders and partly at Sida and the Swedish Embassy in Dar es Salaam.

The work was undertaken in the following phases in each of the three districts (Refer to Annex 2: Programme and list of people met)

1. Reading all relevant documents;
2. Assessment of objective 2 and objective 3;
 - Site visits to Households and Institutions (wards and village governments, service facilities such as schools and dispensaries)
 - Visits to Households and Institutions which have not been supported by DDP
3. Assessment of Objective 1;
 - Discussion with Councillors
 - Discussion with District Technical Staff

- Discussion with Council Management Team (CMT) and District Technical Advisor
- Meetings and discussions with other stakeholders at ward and village level

4. Dissemination of Preliminary Findings in District Debriefing Seminar.

Subsequent to the interviews with primary sources of information the Evaluation Team (ET) had a discussion with the Council Management Team and the heads of the implementing departments in order to verify or modify the findings presented in the Impact Reports prepared by the National Consultants.

The ET debriefed the Council Management Teams and later met other stakeholders like PMO-RALG representatives in an Inter District Forum meeting in Bunda on Friday 20th June, 2008 during which a more elaborated debriefing note was presented. Subsequently, the revised debriefing note was presented at the Swedish Embassy in Dar es Salaam on June 25th and comments from both sessions have been included in this draft report.

The final Evaluation report will be submitted one week after receipt of Sida comments.

2.5 Disclaimer

The work of the ET has been greatly facilitated by the three District Councils and their staff, by the District Support Office and the three District Technical Advisors. The Swedish Embassy in Dar es Salaam, and the staff of the Consultant Consortium have provided advice and logistic support. We hereby express our appreciation for the kind and effective support which we have received from all parties involved. The preliminary findings from field work have been shared and discussed with key stakeholders in official debriefing sessions at CMTs, the Inter District Forum and at the Swedish Embassy in Dar es Salaam. Nevertheless, this Report remains the full responsibility of the ET, so the views and recommendations expressed in this report are not necessarily agreed to by the Government of Sweden or by the Government of Tanzania.

3. The Context of the Evaluated Intervention

3.1 Background – Development Potential and Constraints of the three DDP Districts

Please refer to the profiles of the 3 LGAs in Annex 4. Note that the 3 districts can also be considered as falling among the group of peripheral or otherwise disadvantaged LGAs because of their location (Ukerewe) and cultural factors such as in Serengeti where up until recently (2005) was considered as unsafe place to work due to tribal clashes, armed robbery and poaching. Remember that the legal, procurement and internal audit functions of the 3 LGAs were just recently instituted as part of government's effort to strengthen FM and had it not been through DDP support, there could have been delays in instituting these functions. Lack of electricity can also be seen as constraint in realising the development ambitions of Serengeti DC because they were still in the process of distributing the utility within the township.

3.2 The Socio-economic, Legal and Institutional Framework

The Tanzania local government system is based on political devolution and decentralization of functions and finances within the framework of a unitary state. This is clearly outlined in the Government's policy Paper on Decentralization by Devolution (D by D) of 1998. Local Governments therefore are supposed to function holistically as multi-sectoral, government units with legal status operating on the basis of discretion but with general powers under the legal framework constituted by the national legislation. Indeed D by D has until recently been pursued through the Local Government Reform Programme (LGRP)⁵ covering four main areas namely political, financial, administrative and changed central-local relations. The government's vision of reformed local government system is to have Local Governments that are democratically elected, accountable and transparent, autonomous, properly resourced (in terms of human and financial resources) and capable of providing in participatory manner quality and demand driven social services.

Moreover, Local Government Reform in Tanzania is directly linked with other national policies, strategies and programmes which are all geared towards realizing improved social economic well being of all the peoples of Tanzania as outlined in the National Development Vision (NDV) 2025. The NDV 2025 aims at achieving a high quality livelihood for the people, attaining good governance through the rule of law and development of a strong and competitive economy. The ultimate goal is to eradicate poverty and ensure provision of quality, accountable, accessible and responsive socio-economic services to the people of Tanzania.

In addition to the NDV 2025 there is also MKUKUTA or the National Strategy for Growth and Reduction of Poverty (NSGRP) which builds on the Poverty Reduction Strategy Paper (PRSP) and closely linked with the Vision and the Millennium Development Goals (MDGs). MKUKUTA identifies three clusters (a) growth and reduction of income poverty, b) improvement of quality of life and social wellbeing c) good governance and accountability and mainstreams cross cutting issues (HIV/AIDS, gender, governance, environmental management and corruption). The MKUKUTA moreover, defines goals and targets relevant to every sector as contribution to economic growth and poverty reduction.

While MKUKUTA is a strategy for achieving the NDV (as a broad policy guide) the LGRP can be seen as a strategy for achieving both NDV and MKUKUTA. LGAs are therefore the key implementing agencies of the broad and specific national policies and strategies.

In order for the LGAs to implement these policies and strategies the government had to prepare guidelines and or frameworks within which to operate. The Local Government Reform Policy Paper of 1998 defines the role of central government as a policy making and professional capacity building body, to support LGAs in their role of service provision. Consequently, PMO-RALG and the LGRP have among other things been spearheading "D by D" through three main types of activities in the LGAs:

- activities that are planned and implemented by the community;
- activities that require community financial or in-kind contributions; and
- routine data collection, monitoring and reporting.

With regard activity one a number of guidelines and initiatives aimed at supporting participatory planning are in place and these include among others the National framework for participatory planning and budgeting at district level, guidelines for participatory village land use management (1988) and the community based opportunities and obstacles to development planning (O & OD). The O & OD as a planning tool was developed in 2001 and in line with the local government reforms to facilitate bottom up planning and ensure devolving of functions to the lower government levels. The O & OD

⁵ The LGRP ended on 30th June 2008 and a second phase (phaseII) on D by D programme had already been formulated

tool is specifically meant to enable LLGs to identify their opportunities and obstacles to development as well as their capacity requirement for tapping those opportunities and plan the interventions needed. During the 2003/04 FY Tshs. 700,000,000 was set aside by the government for rolling in O & OD to LGAs at an estimated average of Tshs. 50,000,000 per council. Since O & OD is a costly undertaking some districts were able to roll out the process through support from development partners such as UNICEF and Sida (DDP LGAs).

Local governments are assigned a variety of diverging responsibilities, including the provision of adequate local government services, engaging in responsive and accountable governance, and assuring sound financial management of the locality's resources. The functions, duties and responsibilities of local governments are defined in the Local (Urban and District) Government Acts of 1982. Despite the fact that the legal framework distinguishes between urban and rural (district) councils, all local government authorities are basically responsible for providing the same set of government services, including primary education, basic health services, agriculture extension and livestock development, local road maintenance and local water supply.

Consistent with the functions assigned to LGAs in the legislative framework, public expenditures in Tanzania are significantly decentralized where there has been increasing proportion of public spending taking place at local government level. The main source of funding for LGAs is the intergovernmental fiscal transfer system. Most recurrent local spending is funded by a set of formula-based sectoral block grants and a General Purpose Grant which are transferred directly from the Treasury into the local governments' accounts. Local governments also receive a number of earmarked recurrent transfers from central government line ministries and development partners. On the development side of the budget, a significant share of funding is provided by the Local Government Capital Development Grant (LGCDG) system⁶.

While local governments are allowed to collect some own revenues, local own source revenues constitute a very small share (generally 5–10%) of local government finances. This can be seen as having some implication on the financial autonomy of the LGAs.

DDP as one of the few Area Based Programmes (ABP) have been supporting LGAs in various aspects that are directly related to the broad based and specific national development policies, strategies and guidelines including the NDV, MKUKUTA, LGRP and other sector specific policies such as health, education, water and environmental management to mention a few. This support is reflected in the programme objectives and can be seen as focusing in two main key areas of strengthening the overall performance of the LGAs and supporting policy implementation (national and sector policies) including NDV2025, MKUKUTA, D by D etc.

⁶ The government's long-term vision is to have a Local Government Development Fund (comprising all sectors windows that currently exist within LGCDG/CBG) rather than LGCDG.

4. Findings and Conclusions Regarding Programme Components

4.1 The DDP Design

The DDP design consisted of Plans of Operations prepared in accordance with the Logical Framework Approach to Project Planning for each of the three districts.

It was rather detailed with overall objectives, programme objectives, outputs and activities.⁷ The idea was that this log frame would serve as the overall framework and that the projects identified every year in the council approved annual work plans would generate the outputs contributing to the achievement of the programme objectives. The outputs would fall in the following categories:

Outputs to Programme Objective 1:

- 1.1 Participatory and multi-sectoral planning adopted and implemented
- 1.2 Efficient and accountable financial system in place
- 1.3 Improved efficiency in local government at village, ward and district level

Outputs to Programme Objective 2:

- 2.1 Service providers capacity and quality of services improved
- 2.2 Financial contribution for selected areas of service delivery developed
- 2.3 Preventive maintenance streamlined as part of planning and implementation procedures
- 2.4 Urban planning and urban service supported

Outputs to Programme Objective 3:

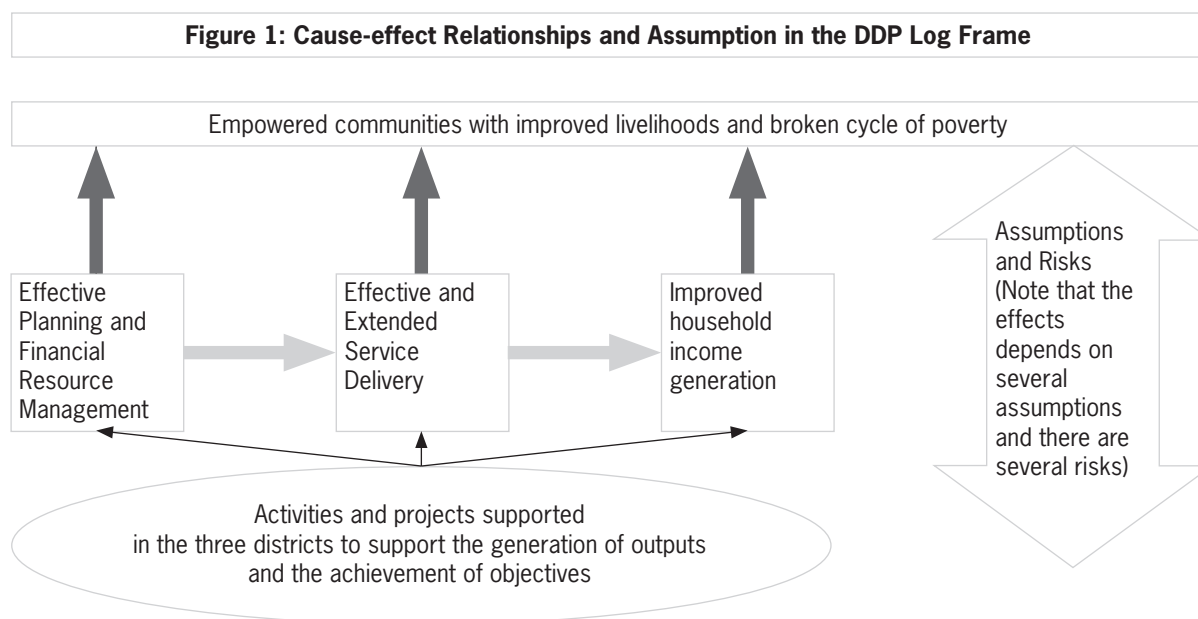
- 3.1 Income generating activities of specific interest to the district identified
- 3.2 Support to selected viable income generated projects provided
- 3.3 Household food security improved
- 3.4 Market promoted and link with the private sector developed.

With regard to implementing of DDP the Plan of Operation stated that several factors may influence the implementation of the programme negatively. However the following assumptions were made for the success of the programme.

1. Central Government- District roles followed according to the defined policy
2. Central Government-approval and funding of adequate key staff
3. LGRP develop and produce guidelines, software and capacity building in time
4. The private sector responding to its expected role.
5. Sida funding via the Ministry of Finance disbursed timely as per programme meetings decisions.
6. There is stability and consistent political environment
7. There is no contradicting policy with regard to accountability.
8. Funding from donor via the Ministry of Finance is disbursed timely.

⁷ See for example: Ukerewe District Council, District Development Programme (DDP), Mwanza Region Tanzania, Plan of Operation 2003–2007, Annex 3, Logical Framework. 2002.

The figure below shows the inter-linkage of the outputs, programme and development objectives and emphasise the significance of the assumptions and risks.



During the evaluation the ET assessed the programme design and has in particular noted that several of the assumptions for the generation of the outputs – such as assumption 2, 3, 4 and 8 – have not been fulfilled.

In general training of district staff resulting in enhanced skills does not necessarily result in enhanced capacity for improved services delivery because the technical departments do not have adequate staff, transport and budgets for operational expenditures. And training does not address important causes of poor services delivery such as the culture in the public service, political interference and poor salaries and working environment.

Similarly, the provision of physical infrastructure such as buildings does not necessarily result in enhanced services in terms of quantity and quality of education and health services if other assumptions such as availability of qualified and motivated staff, laboratory equipment, teaching material, and connection to the national grid or other source of electricity are not fulfilled. The supply of teachers, teaching and learning materials was left to the Central Government and there is a national shortage of trained teachers and health staff and inadequate funds for operations.

Finally, training of community members in technical aspects of an income generating activity is inadequate without the parallel training in entrepreneurship and business skills such as marketing and financial management.

The ET finds that the DDP design to some extent was based upon several unrealistic assumptions and that the DDP management – especially the district councils – should have been encouraged through incentives to do more to systematically monitor these assumptions and prepare mitigating strategies. This could be in the form of the outsourcing of activities to NGOs and the private sector when districts faced implementation constraints, and in the form of vehicle transport pools when departments faced implementation and monitoring constraints due to lack of transport. The cost of transport should then have been included in the approved project costs.

4.2 Implementation Approach and Strategy

A Mid-term review in 2005 pointed out weaknesses in the implementation approach and the management strategy and suggested that the district councils should be fully empowered to manage the DDP with support from DSO and three new District Technical Advisors.

The significance of this decision was that DDP since 2006 has provided de facto budget support. Any project related to capacity building for enhanced services delivery and household income generation resulting in enhanced livelihood has been eligible. The projects identified in accordance with the district planning systems and strategies and the respective national strategies and priorities are eligible for financial support from the DDP. No final approval by the donor has been required.

Once a project has been through the steps in the district planning cycle (see figure below) and approved by the District Council it will be part of the next year's district budget and plan of implementation.

Consequently, the roles of the advisors have changed from what could be seen by the Districts as gatekeepers and financial controllers to facilitators and partners in developing the necessary capacity and quality in services delivery.

An important role of the Advisor Team Leader at the DSO has been as the secretary of the Inter District Forum (IDF). The IDF is an informal forum in which the three districts meet regularly to share experience and pool resources for investments in Human Resources Development.

In assessing the DDP and its impact it is important to understand that *DDP as budget support has been additional* to funds received from other and own sources. During the five years 2003–2008 the magnitude of this assistance has been approximately 20 percent. So DDP has enabled the three districts to initiate more projects than what would have been the case without DDP. The three districts also benefited by being among the first to participate and/or implement national programmes aimed at improving LGAs performance such as the rolling out of the O & OD, training in EPICOR etc

Theoretically the three districts could have used this additional untied budget support in “a strategic manner”, but in reality the funds have mostly been used to co-finance existing underfunded construction projects typically in the educational and health sectors. This is a natural consequence of the participatory community based bottom-up planning system with very limited resources available for each village annually.⁸ Without DDP funding the communities would have had to wait for several additional years before they had adequate resources from sector ministries and own sources to comply with central government directives on construction of secondary schools.

The implication of this approach to using DDP budget support is that larger and more strategic investments in economic infrastructure and sustainable natural resources management which requires a catchment planning approach have been exceptions. Only in a few cases have the three district councils prioritised more strategic investments.⁹

This implementation approach and strategy has had positive as well as negative aspects. The most obvious implication is that DDP projects were planned and implemented in a system which has the same weaknesses as in other districts in Tanzania:

⁸ An average village in the three districts would in 2006/07 have an annual development budget of approximately 10 million Tshs, which is equivalent to 66 percent of the cost of a teacher's house. So these budgets cannot finance many of the most important development projects of the Village Strategic Plan such as a water supply and sanitation projects which provide service in line with the national policy on coverage.

⁹ Examples are the Municipal Market in Serengeti, the Urban Environmental Infra Structure and water supply investments in Bunda and Ukerewe.

1. The additional funds for capacity building, computers, and transport combined with the untied nature of the DDP funds and the advisory function of the District Technical Advisors have clearly motivated district staff in general and have enhanced the ownership of the Councils to DDP as a genuine district development programme;
2. The additional capacity building of staff in DDP districts may have a positive result in the medium term, but it can not be expected to result in significantly improved implementation capacity in the short run of two to three years.
3. The existing planning system is not consistent. There is a multiplicity of plans in the councils e.g. the strategic plan, MTEF, sector specific plans e.g. district health services plan etc
4. The existing district planning system is weak with regard to the quality assurance of the designs of the projects. There is no “institution” such as for example appraisals of the proposed projects which can rectify mistakes and add value to the proposed projects.
5. Similarly it has been pointed out that the “feed” back mechanism from the district council to the wards and to the districts is too weak.
6. general weak monitoring and evaluation function of the district implementation of community based projects. It has been suggested that this weakness can be addressed by involving the community in monitoring and making it mandatory that community leaders countersign the completion certificates, normally prepared by the department of works.
7. It is a general weakness in all districts that projects are not very well documented, and that a simple well functioning filing system does not exist. DDP has developed a special Memorandum of Understanding to be signed by the development partners in all particular community based project. This system is aimed at enhancing ownership and transparency.
8. DDP has financed several training sessions with members of community institutions and it is a general weakness that such trainings and their impact appear to have been not adequately documented.

4.3 The Documentation of DDP financed Projects and Activities

The DDP has prepared a large number of studies and reports. Nevertheless the ET must conclude that the outputs and activities for which DDP has allocated funds are not easy to document through the project planning – and implementation cycle. During visits to communities and project sites the ET had requested the implementing officers and the district planning officers to bring the “project file” with the original application, the project description with bills of quantities and procurement plans, and with inspection reports and the final completion report documents. The ET was told that this was not possible because these documents were not filed in one file but in many different files depending upon the nature of the document.

Therefore, the ET has not been in a position to make a detailed assessment of the degree to which the targeted outputs of each of the 504 supported activities/projects has been generated and the project specific objectives achieved.

The District Monitoring and Evaluation systems are yet too weak to provide a satisfactory general assessment of the quality of services provided, and little has been done through DDP to improve upon this general deficiency.¹⁰

¹⁰ The same conclusion was reached in the recent evaluation of LAMP and the more general evaluation of the LGCDG system. See

In the absence of an adequate project documentation system in the three districts the DSO in January 2008 initiated a consultancy with the aim to: ... *“produce a concise inventory document with a categorized list of all activities which were funded by DDP and implemented.”* ...¹¹ This inventory has served the ET throughout the evaluation of activities and projects in the three districts. A Summary of the Inventory is presented below:

Activities under Objective and Outputs for Each District					
Objective	Output/Target	No of Projects per District			
		Serengeti	Bunda	Ukerewe	Total
Effective Planning and Financial Resource Management	Participatory and multicultural planning adopted	7	5	9	21
	Efficient and accountable financial system in place	7	6	8	21
	Improved efficiency in local government at Village, Ward and District levels	30	37	39	106
Effective and Extended Service Delivery	Service providers' capacity and quality of service improved	51	90	34	175
	Financial contribution for selected areas of service delivery developed	8	14	7	29
	Preventive maintenance streamlined as part of planning and implementation procedure	9	4	8	21
	Urban planning and urban service supported	8	9	3	20
Improved Household Income Generation	Income generating activities of specific interest to the District identified	13	20	10	43
	Support to selected viable income generating projects provided	10	8	9	27
	Household food security improved, and	12	4	8	24
	Market promoted and link with the private sector developed	8	3	6	17
Total		163	200	141	504

The ET has visited approximately 60 projects of the recorded 504 and has the following comments:

The Inventory is a major achievement but it still contains a number of inconsistencies and weaknesses which make it unsuitable as a tool for assessment of achievements and make it useless as a monitoring and ex-post evaluation tool:

1. The inventory includes several activities during the first years of the DDP implementation which should be considered as part of project management and not an output of the DDP;
2. Some inconsistency in the definition of a project for example in Ukerewe support to the construction of 19 teachers houses in 19 different primary schools is included in the Inventory as one project while similar support in Bunda and Serengeti is reported as x and y number of projects.
3. Visits to project sites made it clear that a few projects have been entered in a wrong category perhaps indicating that the objective and outcome of the project was not clear in the documentation available to the consultant who prepared the Inventory;
4. The inventory does not have an operational definition of a completed project. It seems that a project is considered as completed when the funds have been spent. It would have been more useful to distinguish between ongoing and completed and operation projects which are producing services to the communities.
5. The inventory does not make it clear if the project has a sustainable maintenance system and does not invite for continued use as a project monitoring system which could include reports from officers visiting the projects in the years to come.

¹¹ DDP, District Support Office, P.O. Box 989, Musoma, Tanzania, Inventory of DDP Interventions Implemented in the Period 01 July 2003 through 31 December, 2007 in Serengeti, Bunda and Ukerewe Districts, Tanzania. February 2008.

It is tempting for the ET to recommend that the Inventory be completed in a consistent and comprehensive manner. But we want to stress that the problem of documentation and a well functioning monitoring and evaluation system is much broader than DDP. Hence, the need is for the PMO-RALG as part of the LGRP II to provide support to the District for the streamlining, simplification and use of a simple Monitoring and Evaluation System which enhances the capacity of the Councils as well as the Communities to participate in a cost-effective and transparent “self-monitoring” system.

4.4 Objective One Achievements: Effective Planning and Financial Management

In total 148 of the 504 DDP financed interventions in the three districts are related to the achievement of this objective. This is 29 percent of the total number of interventions.

Output/Target	Number of Activities per District			
	Serengeti	Bunda	Ukerewe	Total
1.1 Participatory and multicultural planning adopted	7	5	9	21
1.2 Efficient and accountable financial system in place	7	6	8	21
1.3 Improved efficiency in local government at Village, Ward and District levels	30	37	39	106
Total	44	48	56	148
Total in percent of all DDP interventions	27	24	40	29

4.4.1 Observations

The ET has made the following observations on the basis of field visits and interviews with heads of departments in the three districts:

DDP has been promoting Community Based Planning (CBP) through training, mobilization, and or follow up training to the O & OD process.¹² Despite co-existing planning systems (top down & bottom up) & different planning tools used (Log Frame, O & OD, PRA etc) in the three districts there has generally been some efforts to involve community members even in projects that originated from the top.(example is the water conservation area at Nyaruga sub village);

DDP has also been facilitating planning at the HLG by supporting the restructuring process (one of the component of the LGRP) in specific the preparation of council’s strategic plans. Preparation of strategic plans is a process that involves various stakeholders drawn from different social economic groups from within and outside the councils

The LGCDG –Implementation and Operations Guide, identifies the users of the system within the Local Government structure to include LLGAs i.e. the Ward, Villages and Mitaa. In terms of planning and budgeting the guide emphasises both CBG and CDG plans should be developed concurrently and as an integral part of the LGA planning process with close consultation with the LLGAs. The ET noted in all the three LGAs evidence of aggregation and implementation of O&OD plans/projects. (Example 2 water projects – deep well and rainwater harvesting at Unyari village identified by villagers were reflected in the council’s MTEF).

In spite of the recorded achievements in the aspect of participatory planning some weaknesses were also identified. Since participatory planning requires extensive information sharing or dissemination, the ET noted however some information gaps within and between HLG and LLG in terms of sharing of key documents and the documentation process as well as dissemination of relevant information.

¹² Support by Sida to the three LGAs in rolling out O & OD (Bunda, Serengeti and Ukerewe DCs rolled out O & OD in 2003/2004.

Bottom up planning requires also multi sectoral and inter disciplinary approach particularly for staff at HLG if the plans and their implementation were to have multiplier effects to the community. Unfortunately this was one of the areas that the LGAs had not succeeded to achieve.

Furthermore, implementation of O & OD prioritised outputs (projects) were in several occasions overshadowed by Central Government (National) priorities e.g. Construction of secondary schools and Watershed Protection. Peoples' enthusiasm and commitment to their own development can easily be frustrated if what they planned and promised are not being implemented (*case of people at Remungorori village in Serengeti who had prioritised a dispensary because of long walking distance to nearest health facility-almost 15 km but was not implemented because government's priority was the construction secondary school in a nearby village*).

In the area of FM noted was an overall improved FM Systems in all the three LGAs. Since DDP started there has been some increase in the number of qualified staff in the finance departments, internal audit and procurement functions improved relatively after filling the vacant positions, and various efforts aimed at skills /enhancement on such areas as planning, budgeting, reporting, financial management and computer applications. DDP supported training of 4 staff in each of the 3 LGAs in the new FM system i.e. integrated financial management popularly known as Epicor. A number of training interventions linking financial management were also supported by DDP including the Plan-Rep, LGMD, the new legislation on procurement etc.

Although nationally the Epicor system has been noted to have some shortfalls particularly in linking the budgeting and accounting systems thus resulting in overreliance on the manual accounting system there were some recorded achievements in Bunda DC. Unlike the other two LGAs those from Bunda who attended the EPICOR training were able to train the rest of the accounts staff in the council to the extent that all of them were Epicor literate. Not only that, direct external telephone facility in the department facilitates speedier communication with the systems administrator who is located in the Zonal Reform office in Mwanza in case of minor problems. *[We normally contact him by phone, explain the problem and quite often a solution is provided without the system administrator coming here.]*

Training interventions for improved FM systems were also extended to LLG, service facilities & community groups involved in IGAs (e.g. financial management training was offered to Kapu la mama income generating group at Bwitengi village and the Cultural Centre at Nyichoka village in Serengeti District).

To ensure that skills learnt are put into effective use DDP had also been supporting the LGAs with working tools complementing other efforts as evidenced by the availability of computers (desktops and laptops), acquisition of the software, standby generators, installation of electricity in Serengeti, transport facilities to mention but some.

The achievement with regards local financial management performance was evidenced by the annual audit opinions issued by the National Audit Office which relatively shows objectively the extent in which a local government's accounts accurately reflects the quality of local financial management. Since DDP started in the three LGAs there has been relatively some improved performance as evidenced by last year's clean audit reports that enabled access to the CDG. The performance of the LGAs under the LGCDG for the last three FYs in meeting minimum conditions in the functional areas of financial management, planning and budgeting, procurement, council's functional processes and project implementation was as follows:

Functional Areas	Sub Areas	Bunda			Serengeti			Ukerewe		
		FY and Performance Status			FY and Performance Status			FY and Performance Status		
		2006/07	2007/08	2008/09	2006/07	2007/08	2008/09	2006/07	2007/08	2008/09
Financial Management	Final Acc.	Met	Met	Met	Met	Met	Not met	Met	Met	Met
	Audit Report	Met	Met	Met	Met	Met	Met	Met	Met	Met
	Financial irregularities	Met	Met	Met	Met	Met	Met	Met	Met	Met
	I/ Audit Function	Met	Met	Met	Met	Met	Met	Not met	Met	Met
	Financial Reports	Met	Met	Met	Met	Met	Met	Met	Met	Met
Planning & Budgeting	Dev. Plan	Met	Met	Met	Met	Met	Met	Not met	Met	Met
	Budget	Met	Met	Met	Met	Met	Met	Not met	Met	Met
Procurement	Tender board	Met	Met	Met	Met	Met	Met	Met	Met	Met
	Guidelines	Met	Met	Met	Met	Met	Met	Met	Met	Met
Council Functional Processes	Meetings	Met	Met	Met	Met	Met	Met	Met	Met	Met
	Minutes	Met	Met	Met	Met	Met	Met	Met	Met	Met
Project Implementation	Workplans	Met	Met	Met	Met	Met	Met	Met	Met	Met
	Progress reports	Met	Met	Met	Met	Met	Met	Met	Met	Met
Overall performance		Met	Met	Met	Met	Met	Not met	Not met	Met	Met

As can be noted above the three LGAs particularly Ukerewe have been improving in the listed functional areas i.e. primary minimum conditions. However, the LGAs have not been doing well in the secondary minimum conditions and the Performance Measures (PM). All have been receiving basic scores under PMs (Bunda and Serengeti in FY 2006/07) or penalised for poor performance under fiscal capacity and interaction with the LLG (Ukerewe in FY 2006/07).

Capacity building interventions for improved efficiency in governance both at HLG and LLG (elected members, staff, community leaders etc) was another area of achievement. These interventions had in some cases been strengthened by the dissemination of sector policies and laws such as the water and new land policies (in Ukerewe) but with limited implementation of the policies. For example, there have been efforts in forming water user groups but hardly any efforts towards implementation of the land laws and environmental management act (EMA) such as preparation of village land use plans, PFM, CBFM and NRM.

Furthermore, the extent to which capacity building interventions for improved efficiency in governance was successful proved difficult to determine. In other words it was not easy to establish whether the prevailing local political conditions resulting from DDP interventions have had any significant impact on for example performance in local financial management.

Finally marked differences among the districts could also be noted. One such difference is with the community members as reflected by their zeal and commitment to participate in development activities (based on projects planned & completed). Less enthusiasm and commitment in Ukerewe compared to the two other districts. Another difference was with regard the channelling of resources to LLG (Material or Financial). Despite the existence of contractual obligations between Sida, the HLG and LLG there were variations in terms of the how and when of channelling the resources. For example if village X was constructing a classroom should funds be sent after the village had secured a local fundi (contractor) or before? Should the LGA buy and deliver the building materials or post the funds in the village

account? Where there was deviation from the normal practice like in Ukerewe there were reported cases of stolen or spoilt building materials. The working relationship was another area where the three LGAs differed. These were relationships between the DED and HODs, DED and DTA, DTA and HODs and among HODs. Strong as opposed to weak teams was noted and these were reflected by the manner in which the evaluation exercise was organised.

4.4.2 Conclusions and Recommendations

With regard to achievement of objective 1 the ET concludes:

Support to the 3 districts through DDP has contributed to a large extent in attaining objective No.1

Budgeting and accounting systems do not correspond and staffs were still to a large extent doing the accounts manually. Training in EPICOR and PlanRep has therefore not as yet been very effective.

Implementation of O & OD prioritised outputs (projects) were in several occasions overshadowed by Central Government (National) priorities e.g. Construction of secondary schools and Watershed Protection.

Dissemination of sector policies and laws such as the water and new land policies (in Ukerewe) have not been followed up with the implementation or enforcement of the policies. For example, there have hardly been serious efforts towards implementation of the land laws and environmental management act (EMA) such as preparation of village land use plans, PFM, CBFM and NRM.

There are marked differences among the districts in terms of:

- The zeal and commitment to participate (projects planned & completed)

- Channelling of resources to LLGA.

- Working relationships (strong team? Weak team? – DED, HoDs & DTA)

- Policy implementation and coverage more urban focus

With regard to achievement of objective 1 the ET recommends:

The 3 LGA have different experiences and lessons that they can share or seek support from one another instead of relying on external and often costly consultants;

Undertake impact assessment of capacity building interventions at district level, and lobby in PMO RALG for the improvement of the electronic budgeting and accounting systems;

Develop simple systems for M & E and assessing impact of projects implemented at community level by community members;

Promote and or strengthen multi sector and interdisciplinary teams in rural development interventions;

Village land use plans being necessary for sustainable rural development, should be complemented by PFM and NRM planning early in order to assist the villages to generate own revenue from PFM and NRM.

4.5 Objective Two Achievements: Effective and Expanded Services Delivery

In total 245 of the 504 DDP financed interventions in the three districts are related to the achievement of this objective. This is 49 percent of the total number of interventions.

Output/Target	Number of Activities per District			
	Serengeti	Bunda	Ukerewe	Total
2.1 Service providers' capacity and quality of service improved	51	90	34	175
2.2 Financial contribution for selected areas of service delivery developed	8	14	7	29
2.3 Preventive maintenance streamlined as part of planning and implementation procedure	9	4	8	21
2.4 Urban planning and urban service supported	8	9	3	20
Total	76	117	52	245
Total in percent of all DDP interventions	47	59	37	49

4.5.1 Observations

The ET has made the following observations on the basis of the field visits and the interviews with district staff. The interventions have aimed at (i) capacity building of staff via training, (ii) capacity building of the community members in subject matters such as agriculture and livestock management and to a more limited extent in operation and maintenance of water supply facilities, and finally (iii) in provision of services;

Capacity Building of Staff:

Training of staff has been extensive particularly since 2006 via IDF. The training is not always well documented¹³, but the interviews with staff and the training impact assessment report present a relatively clear picture: training has been highly appreciated but often too many subjects have been covered in too short time.

Training of staff in management systems (like OPRAS) not always fully used; When staff return to the routine work in the office the "old organisational culture" dominates and becomes a constraint to the use of the new knowledge and skills. Also shortage of equipment and software can be a constraint;

Training of staff in specialised professional tools like GIS, DROMAS and labour based technologies has been very effective in enhancing performance.

Capacity Building of Communities;

Heads of department have provided very useful training of communities in particularly through farmers field schools on issues such as mosaic virus resistant varieties of Cassava (which increases yields by a factor of four and hence increases food security), land preparation, agro forestry and grafting of fruit trees, beekeeping and processing of honey and fish;

Important training of voluntary community animal health workers has developed an effective out-reach service of para-veterinary services sooner in the three districts than what would have been the case in the absence of DDP;

However, often the skills training of communities have been limited to the technical aspects of a business (such as smoking of fish) while the important commercial and business management aspects have been lacking;

Community training in O&M of rural water projects, HIV/AIDS and Community Based Natural Resources Management has been very limited and less effective than the training in agriculture and

¹³ The ET was informed that all facilitators who carried out training and capacity building have produced a Final Implementation Report and often also Manuals, Guidelines, etc. All these have been multiplied and distributed to the Councils concerned, often also directly to the course participants. The ET requested to see the impact assessment but they could not be made available.

animal husbandry. In Serengeti water supply projects have been implemented without establishing and training the Water User Associations which is a key sustainability factor in the National Rural Water Supply and Sanitation Policy.

Increased Quantity and Quality of Services

By far the majority of the interventions in this category is characterised by being (i) more of the same because of inadequate funding from the Parent Ministry and from the Community, and (ii) hence being co-funding typically of buildings such as class rooms, girls' dormitories, teachers houses and in health dispensaries and a laboratory. It is estimated that more than 75 percent of the DDP funds allocated to objective two has financed buildings, of which some have not as yet been taken into use due to lack of funds from the co-funding partner.

But it has to be added that many projects are not just "more of the same". Many projects are "adding value" to the general portfolio of district development projects:

Many projects have been creative and have added value such as bridges, roads, training of farmers and para-vets and most water projects, where well functioning user groups have been formed.

Some projects have made a significant difference like the urban infrastructure projects in Serengeti (municipal market, planting fingerlings in Manchira dam), Bunda and Ukerewe (Urban Environmental Infrastructure like storm water drainage, solid waste management, roads and Urban Water Supply)

Projects have not always resulted in extended and improved services. Buildings and equipment are sometimes not used due to lack of equipment or lack of electricity. Buildings alone are not sufficient to secure improved services delivery in health and education. Sectors which are facing shortages of qualified staff, teaching & learning materials.

Some sectors like natural resources management seem to have been receiving less projects particularly in Serengeti and Bunda where implementation of national policies has not as yet been initiated.

4.5.2 Conclusions and Recommendations

Conclusions regarding Programme Objective 2:

The DDP contribution to objective 2 has in all districts been substantial.

A large proportion of funds has been allocated to buildings but also important creative areas of extended quality services has been assisted, and in a few cases the DDP support has been crucial (like urban water supply and environmental management in Bunda and Ukerewe).

A few projects were not as yet supplying services because of lack of equipment or lack of electricity (such as the laboratory in Serengeti)

Projects in the water sector are not yet sustainable in all districts because the national policy of establishing sustainable O&M systems have not been implemented in all cases in Serengeti district;

Recommendations regarding Programme Objective 2

Complete projects which are not as yet providing the intended benefits;

Ensure that O&M systems are sustainable in all cases also in water projects

Document examples of successful interventions for other relevant LGAs;

4.6 Objective Three Achievements: Household Income Generation Increased

In total only 111 of the 504 DDP financed interventions in the three districts were related to the achievement of this objective. This is 22 percent of the total number of interventions. In terms of financial support the share is much less as most of these projects had a budget below 10 million Tshs.

Output/Target	Number of Activities per District			
	Serengeti	Bunda	Ukerewe	Total
3.1 Income generating activities of specific interest to the District identified	13	20	10	43
3.2 Support to selected viable income generating projects provided	10	8	9	27
3.3 Household food security improved, and	12	4	8	24
3.4 Market promoted and link with the private sector developed	8	3	6	17
Total	43	35	33	111
In percent of all DDP financed projects	26	18	23	22

4.6.1 Observations

Until the introduction of Village Community Banks (VICOBA) in 2007 little was achieved and the support to income generating groups seems to have lacked a clear strategy; but there were examples of early successful projects such as Kapula Mama in Serengeti district, which improved their livelihood substantially based upon “share raring” and DDP support for poultry keeping and tailoring.

Training has often been too narrow; at times the focus was on a particular business; at other times the training was on general business management and finally some training was provided in the operation of savings and credit schemes called SACCOS. A comprehensive approach to training in rural entrepreneurship encompassing all elements in a business development plan was lacking.

The VICOBA is a particular model for the establishment of savings and credit routines as the foundation for rural credit, which has been tested for many years in rural Bangladesh and in the Lamp Programme in the districts of Babati, Kiteto, Simanjiro, and Singida since 2003. Members of VICOBA would also become members of SACCOS when they needed access to bigger amounts of capital, but the loans would still be allocated through VICOBA with its group repayment social collateral system and the loan insurance fund, which would insure the member against accidents which would otherwise hinder the repayment of the loan. This reduces the credit risks and enables VICOBA to operate with relatively low interest rates.

The introduction into the Lamp districts started late after a study tour to Babati in 2007, but during 2007 the growth of VICOBA has been very rapid. It covers 20 groups in Serengeti and in Bunda, and 28 groups in Ukerewe, and the coverage is still limited to 20–25 percent of villages; The target is to establish a couple VICOBA's in each of the 70 to 90 villages in the three districts.

It is still too early to assess to what extent VICOBA will form the basis for a dynamic rural development process in the same manner as it has happened in Bangladesh and India. Households were still in their first 2–3 loan cycles and the business activities financed with the relatively small loans with short gestation periods was limited to petty trade and small shops.

The size of the loans, the short repayment period and the limited entrepreneurship skills are constraints which need to be overcome before this rural savings- and credit institution can become a factor fuelling the rural economy.

The interviews with VICOBA members (30 members per groups) revealed that:

VICOBA is highly appreciated by group members and credit management performance (repayment of loans) is very high;

Investments are still limited to trade (by limited entrepreneurship skills, loan size and repayment period)

4.6.2 Conclusions and Recommendations

Conclusions:

The success of income generation was limited until DDP in 2007 adopted the VICOBA model from the Lamp Districts

VICOBA growth potential is limited by lack of capital; there is a need for access to more capital in order to extent and sustain the rural savings and credit institution;

ET has learnt that the DDP projects are likely to be included in a new VICOBA Programme covering 20 Districts in which it is intended to form 2000 VICOBA's.¹⁴ This programme has been prepared by ORGUT and will be implemented in 20 districts through the District Councils with assistance of Social and Economic Development Initiatives of Tanzania (SEDIT) which is a Tanzanian NGO specialised in micro-financial services to the rural poor.

Recommendations

Training for income generation activities should be comprehensive and include technical as well as business and entrepreneurship skills; Vocational Training Centres can be utilised to a larger extent in the provision of short term training for income generation.

Consider to make the VICOBA loan and repayment system flexible to serve the needs of individual business people and their increasingly more sophisticated investments;

Implement the new VICOBA programme supported by ORGUT and SEDIT in the three DDP districts with enhanced entrepreneurship training

Interact with VETA schools and District Heads from productive sectors to identify and train in more profitable new business areas

4.7 Poverty Eradication, and Cross Cutting Issues Mainstreamed

The overall development objective of Swedish and Tanzanian development policies is economic growth and poverty reduction. This is also the development objective of the DDP.

In addition a number of cross-cutting issues are considered important for GOT and Sida such as the mainstreaming of Gender, HIV/AIDS and sustainable environmental and natural resources management.

4.7.1 Observations

Regarding Poverty Eradication

Due to the modality of support to activities identified in the district planning cycle the development partners have had no direct management tools or strategies to achieve these overall objectives. The community based development projects identified through the O&OD bottom-up planning cycle system are supposed to be guided by the District Development Strategy, which is supposed to be a strategy for implementing MKUKUTA at the district level. The ET have carefully studied the District Strategies and the MTEF planning guidelines and must conclude that they do neither include an analysis of the causes of poverty nor a strategy for growth and poverty eradication.

¹⁴ See ORGUT – SEDIT VICOBA Project Proposal, for FSDT, November 2007.

Several of the interventions supported particularly in category 2 and 3 are likely to have a positive impact on poverty reduction, such as the cassava projects, the poultry projects, and none the least the VICOBA programme. But the ET must conclude that the impact on poverty reduction has been limited due to the design of the DDP, which in line with national policies and priorities left it to the District Planning Systems to establish priorities.

Regarding Cross Cutting Issues

DDP funds have financed training sessions for district staff on Gender Mainstreaming, but there are no signs that this training has had any subsequent impact on the planning and implementation of interventions by the various District Departments;

According to a female staff of Ukerewe the intensions of the original plan of operation with regard to Gender mainstreaming has not been achieved;

Nevertheless, several of the actual interventions like the construction of girls' dormitories in secondary schools do attempt to address the special problems of early pregnancies facing young female students in all three districts; but perhaps education focusing upon empowerment of these young female students combined with information on prevention would have been more cost-effective;

Such education of young female students would also be more effective in preventing the spread of HIV/AIDS than the training of ward HIV/AIDS committees. These committees are no longer in the primary target group for HIV/AIDS information campaigns focusing on changing of sexual behaviour, and the activities in which they have subsequently been engaged is assessed by the ET as mostly ethical and not very cost-effective as elements in a HIV/AIDS prevention strategy.

None of the Government Policies on Community Based Environmental and Sustainable Natural Resources Management has as yet been implemented in the three districts. But some activities have been supported such as the establishment of Beach Management Units, and Catchment Protection and afforestation in Bunda and Ukerewe. In the visited communities it became clear that the responsible officers had practiced the old fashioned "command and control" to fisheries inspection and water shed management, and the communities failed to see how they would benefit from these projects.

4.7.2 Conclusions and Recommendations

The particular modality of implementation of the DDP through the district planning system excluded the DDP from taking a more strategic approach to the achievement of the overall objectives.

Yet more could have been done to ensure that DDP financed projects had a more explicit focus on poverty reduction. Perhaps, the first phase could have included support to the preparation of a *poverty reduction strategy for each village, ward and district* which identified particular interventions as "poverty alleviation projects". Examples could be the preparation of land use plans which allocated 2–5 acres of land to landless families, and the support to enhanced small stock animal husbandry such as local variety of poultry and "heifer" schemes for dairy goats and dairy cows.

Elements could also have been included in the District Planning Project Cycle in the form of a professional appraisal of all projects processed by the district council with the objective of adding value to each proposal and making it more relevant in a "MKUKUTA" perspective.

5. Main Findings Regarding Management

The DDP has been implemented with the District as the implementing agency. Funds would finance projects guided by the three district plans of operations prepared, using a log frame approach in 2003 and for each year included in the annual district development plan. And the selected projects would be implemented by the respective District departments, and monitored and accounted for in accordance with normal district systems and procedures. The only difference compared to other district financed schemes is that DDP projects would be audited not just by the normal district system, but also by an external auditor from the private sector in Dar es Salaam hired by the Swedish Embassy.

Funds were allocated directly from the Embassy of Sweden in Dar es Salaam to the Districts via the Exchequer and the Embassy had the final say in the approval of projects to be supported by the Swedish funds. This management model created uncertainty and resulted in loss of ownership from the Councils and the Heads of Departments. A mid-term review in 2005 recommended that the Councils should become fully empowered, and that the Sida guidance to the management of funds should be provided through a District Technical Advisor placed in the Planning Office of each of the three districts.

5.1 Observations

Based upon our observations and interviews with Councillors, DCs, DEDs and Heads of Departments and other professional staff the ET has observed:

The changes in the Management of the Programme following the Mid-Term Review have significantly improved the management of the programme: District councils have taken full ownership and the advisors have been very effective in supporting the capacity building.

Availability of the DTA in various councils forums such as the CMT, full council and other committees helped to fill the information gap which was there before

The implementation through the district councils has proven to be relatively effective. On the negative side it could be argued that the services you get is *average district performance*, but on the other hand implementation through district heads have enhanced the ownership and the DDP has financed special interventions to motivate such as training with payment of allowances and the provision of transport (vehicles and motor bikes) and in some cases also computers and professional tools such as GIS.

The Swedish Embassy and PMO-RALG have managed to ensure timely transfer of Sida funds to the three districts. This is rather unique and has made the DDP funds highly appreciated in the districts and contributed to timely implementation of projects;

The capacity building of councillors has been very important and highly appreciated and it will improve the quality of monitoring in the long run; this together with the signing of MOUs regarding the implementation of the individual projects can also improve downward accountability.

During DDP support period all three districts have improved their performance on financial management, governance procedures; have received a “clean sheet” audit report and been approved to access the Capital Development Grant of the LGRP;

The role of the DSO and the District Technical Advisors have been very important in making the councils perform better;

The cost of the DSO and the three District Technical Advisors is relatively low and it has contributed to a high cost-efficiency of DDP implementation from 2006 to 2008.

The DSO Team Leader has acted as the Secretary to the Inter District Forum in which the three districts have met regularly to share experiences and resources available for human resources development of district staff;

The Councillors and all district staff appreciate the IDF and recommend that funds be secured for its continuation after the termination of DDP by July 2008;

The DDP was audited in May–June 2008 by the international auditing firm KPMG. The team from KPMG visited the three districts at the same time as the ET, and we discussed the financial management performance of the three districts based upon their auditing of the files and the ETs visits to project sites. The conclusion is that the financial management of the three districts can still be improved substantially.

5.2 Conclusions and Recommendations

The management of the DDP has worked well in the second phase of the DDP; systems and their use have constantly been approved. But the room for improvement is still substantial.

The District Technical Advisors have been highly appreciated and have done their job very cost effectively given the framework of implementation of the DDP and its constraints with regard to promoting projects with a more pronounced and immediate “development impact”;

Matters of policy and more strategic issues have been discussed at the IDF through the budget of which more than 30 trainings have been implemented from April 2006 to June 2008;

The training interventions were based on training gaps common to the 3 LGAs. These gaps were identified from the annual assessment reports, reports of the CAG and benchmarking results. If LGAs of one region could replicate this approach then it becomes a cost effective way to training

The Management Model with advisory support at district level combined with backstopping, coordination and support to Inter-district Forums among 4–6 districts with common problems and interests should be considered for LGRP-II along with the other proposals on how to support the professionalism and transparency of the community based project planning and management system.

6. Main Findings Regarding the Evaluation Criteria

6.1 Relevance

The DDP is assessed as highly relevant; it is designed to implement Sida and GoT policies on LGRP, Poverty alleviation, Gender, HIV/AIDS, and sector policies on services delivery;

Phase 1 was a trial period and the weaknesses have mostly been corrected in the second phase with full emphasis on the empowerment of the council in all aspects of the project cycle;

Phase 2 has focussed on joint training in planning and management including financial management via the IDF and work related skills; enhanced emphasis has also been on productive sectors and income generation,

However, a relatively high share of the DDP funds for the three Districts has continued to be allocated to construction of buildings for the educational and health sector;

This bias towards the social sectors is not justified in the overall objectives of the programme, and sometimes also not in the priorities of individual villages.

The design of the DDP and its implementation has not been fully relevant due to the decision to finance projects identified in the district planning cycle even when this only under very optimistic assumptions would have a positive impact on growth and income generation, poverty alleviation and cross cutting issues. This has not resulted in the optimum achievement of the development objectives of the DDP for the following reasons:

- The DDP programme has not developed a comprehensive strategy for assisting the districts in mainstreaming poverty alleviation, Gender, HIV/AIDS and Environment and Natural resources management in its development planning in an operational manner;
- The DDP has not worked adequately on supporting the Districts in enhancing transparency, independent QA check and the feed back mechanisms to communities. (except for the Memoranda of Understanding which are of recent date);
- The DDP has invested a relatively high proportion of its funds in training of staff without ensuring that the training could be utilised and result in improved management and service provision. The positive impact of the management training is not certain due to the absence of change in the organisational culture in the district administrations;
- A relatively high proportion of the DDP funds has been invested in buildings in the educational and health sector and in many cases the positive impact of these buildings upon the quality of services delivery is not as yet ensured.

6.2 Efficiency

In the first years from 2003 to 2005 the efficiency was unacceptably low. Implementation was slow and a relatively high proportion of the funds were used for planning and monitoring of a limited number of supported activities.

The funds disbursed to projects in the three districts in the five years are shown in the table below:

While 60 per cent of funds was disbursed in the first phase from 2003 to 2005 few projects were completed.

Financial transfers to DDP districts in SEK					
Year	Bunda	Serengeti	Ukerewe	Total DDP	Accumulative
2003	1 197 349	2 180 641,00	1 780 013,00	5 158 003	9%
2004	4 636 512	4 760 663,00	4 829 496,00	14 226 671	35%
2005	4 946 192	4 553 904,00	4 156 366,00	13 656 462	60%
2006	4 690 008	5 314 002,00	3 283 155,00	13 287 165	84%
2007	3 354 825	1 960 105,00	3 681 906,00	8 996 836	100%
Total	18 824 886	18 769 315,00	17 730 936,00	55 325 137	

Since the change in the management from April 2006 the efficiency has clearly improved for the following reasons:

- Each intervention supported by DDP has been budgeted in PlanRep; tendered for in accordance with procurement regulations and accounted for in according with LGR guidelines using EPICOR accounting software to the extent that staff has been adequately trained;

- The DSO and the three District Technical Advisors have been able to assist in sorting out logistic problems which could otherwise have delayed implementation and increased cost of implementation; The provision of motorbikes to ward executive officers and to ward agricultural extension officers have clearly contributed to enhanced efficiency;
- Since 2006 the Swedish Embassy and PMO-RALG have been able to ensure that funds for the districts were transferred without major delays. As a result the district procurement officers have been able to initiate procurement in line with the annual procurement plan, and that district heads have been able to start implementation without the long delays experienced in previous years;

An important element in the concept of Efficiency is the cost of implementation and in general the ET has observed that the use of the district tender procurement procedures does not always guarantee that competitive prices are obtained. The remoteness of the districts means that often very few tender proposals are received and the prices are generally high due to the high transport cost and the high cost of having construction teams based in the districts;

The ET has not been able to undertake a value for money assessment of the individual interventions but it is our impression that funds have normally been wisely spent given the generally high cost of tendering;

It is worth noting that when local construction teams – mobilised from local Vocational Training Institutions – such as in the case of the construction of a dispensary in remote village in Serengeti district which was contracted directly by the Village Government the construction work has resulted in high quality at a very reasonable price;

Thus we find that the efficiency of working through the districts and following district procedures has resulted in an acceptable level of efficiency;

The DSO and the TA support appear to have been very efficient. The expenditure level is moderate and the outcome is very significant and of high quality;

6.3 Effectiveness

Effectiveness measures the value of the achievement of objectives i.e. the value of benefits as compared to the cost of generating the same benefits. In the DDP project the effectiveness can be assessed at the programme level as well as at the level of the individual supported intervention such as capacity building and projects enhancing services delivery.

At the DDP level the first three years 2003 to April 2006 are assessed as highly cost-ineffective. Few benefits were generated at a relatively high cost. Even if considered an investment in a learning process the SEK 33 million spent in the three districts, and the consultant's fee must be assessed as not generating an acceptable level of benefits.

Since 2005 the benefits and objectives of the individual interventions have in most case been achieved to a high degree and at a reasonable cost and thus the Effectiveness of DDP and the IDF has been relatively high;

The exceptions are projects:

- not yet delivering services because they had not been completed, were not yet equipped or had not yet become operational due to lack of electricity and water, and
- projects where the services delivered were not sustainable (water supply without sustainable O&M institution);

- projects where the services delivered were either irrelevant to the target group (HIV/AIDS) or
- of uncertain impact on quality of services such as provision of teachers houses (has most likely had a positive impact on retention of staff but not necessarily on the quality of teaching)

6.4 Impact

In January 2008 the DSO contracted Tanzanian consultants to undertake two DDP impact studies which were intended to serve as an input to this Final Evaluation of the DDP.

The first study is a general impact study¹⁵ which aimed at critically to assess the contribution of DDP and its impact on the performance of the LGAs and the communities. The study specifically intended to assess and document the social, economic, geographical, environmental and other impacts of the DDP programme (capacity training, facilitation and funding through Financial Assistance (FA) in relation to the objectives stated and the objectives of the respective districts.

The second study aimed at assessing the impact of training initiated by the IDF and implemented jointly between the three districts.¹⁶

The ET received the draft reports after the inception phase and therefore could not really use the findings as a point of departure for the planning of the ETs field work. Instead, the draft impact studies have inspired the ET in the analytical phase where the information collected during the field work was analysed and cause-effect relationships were developed and conclusions developed and verified.

The most difficult aspect of impact studies is the so-called contra factual issues i.e. the question of what would have been the situation without the intervention the impact of which we are supposed to assess. Normally two different approaches are applied:

Before and after methodology: on the basis of a baseline study the differences between the baseline (before) and the present situation (after the intervention) can be observed and it can be assessed to what extent the differences is the impact of the interventions.

With and without the intervention: The situation in villages and districts in which DDP has been active is compared with the situation in villages and districts which have not been assisted by DDP.

Unfortunately, none of the impact studies were very sophisticated methodologically.

The first study attempted a very rudimentary comparison of the socio economic situation before and after the DDP with regard to agricultural production and income of 240 families from 4 villages in each of the three districts. But only a few years were included in the analysis and the results are obviously more affected by differences in annual rainfall patterns than any other factor including DDP. Also with regard to assessment of impact of activities in each of the three categories the study is methodologically naïve, and no attempt is done to argue more practically.

The second study of the impact of IDF joint training activities is very useful as a description of what training has actually been undertaken but the interpretation of the answers provided by the trainers and the trainees regarding the use and impact of the acquired knowledge and skills is methodologically naïve. No attempt is done to follow up and undertake a reality check of the answers. In our assessment the Consultants can not be blamed for this deficiency in the realism in the findings of the joint training impact study. Firstly, the time allocated to the impact study (3 days per district) is grossly inadequate,

¹⁵ Joseph P Hella, Annadomana Nyanga, Eunice Kyangai: Participatory Impact Assessment of DDP in Bunda, Serengeti and Ukerewe district, June 2008.

¹⁶ MBD Consultants, Impact Assessment of Inter District Forum Joint Training Activities conducted between 2004 and 2007 in Bunda, Serengeti and Ukerewe Districts, Arusha April 2008.

secondly, the TOR does not make it clear that a critical assessment is warranted and that the analysis must go deeper than a participatory self-assessment of the participants. Thirdly, there is no long tradition for critical analytical evaluation work among Tanzanian consultants and International Development Agencies in Tanzania.

On the basis of the two impact studies and the ETs field observations and critical discussions with communities and district staff we have the following conclusions regarding the impact of DDP:

- DDP projects and activities have by and large had the intended impact on the beneficiaries, but the impact is not always well documented and the recently conducted general impact study in particular is suffering from methodological weaknesses and poor presentation of findings.
- Generally the impact of training is not well documented, but the ET has been able to get an impression from interviews with district staff trained.
- The impact of training in financial management is considerable but its use value is limited by several constraints such as shortage of computers and space. The trained trainers in the three districts did not all train others for reasons which are not very clear. More than 50 percent of work in district treasuries is still done manually among other things because the two software packages – PlanRep for plans, budgets and progress reports and Epicor for accounting, are not immediately compatible and do not easily communicate.
- The impact of training in other management fields such as “OPRAS” for work performance assessment of staff – is limited by the “organisational culture” still dominating the LGAs.
- The ET has identified important impacts from training in certain professional areas such as GIS and DROMAS.
- The impact on enhanced services delivery and income generation has been considerable in sectors such as agriculture, livestock, water, urban environmental services and income generation (VICOBA). Improved cassava varieties, grafting and distribution of fruit tree seedlings, improved varieties of poultry and the training of para-vets and VICOBA are example of projects with immediate positive impact on livelihood of poor people;
- Rural access roads and bridges, charco dams, stocking of dams with fingerlings and water projects in general provide the facilitating environment for improved health and enhanced agricultural production; and urban environmental infrastructure like roads
- The DDP has had little impact on the implementation of GoT policies regarding enhanced participatory community based natural resources management in the three districts. In other districts shortage of funds has been a serious constraint. In DDP districts lack of interest seems to be the only explanation. In spite of the fact that PF and NRM is priorities in the strategic plans of the districts very few activities have been financed from any source.

6.5 Sustainability

The benefits of capacity building and training activities are knowledge and skills. Such benefits are under normal circumstances sustainable provided that they are relevant and that they are used frequently.

Hence we conclude that the benefits related to capacity building at various levels of the DDP interventions are by and large sustainable.

But in some cases the training has not been adequate (too short and too many subjects covered), or it has not been comprehensive (technical training in fish processing but no training in business management and marketing).

Finally, in some cases the knowledge and skills can not be used because of shortage of equipment, computers, electricity or inadequate software systems.

The benefits related to services delivery are sustainable to the extent that sustainable O&M institutions and financial mechanisms have been established. This is mostly the case, but there are several exceptions. Such as the urban water supply schemes in Bunda and Ukerewe, where sustainable water service providers are in the process of being established, and rural water supply schemes such as the gravity water supply schemes in Serengeti, where user group associations, have not as yet been established and trained.

6.6 Replicability

TOR explicitly request the ET to assess the relevance of DDP for PMO-RALG and other relevant stakeholders.

The experiences and lessons learnt from DDP as an area based programme has limited relevance and can be replicated to a limited extend because the policies of PMO-RALG have changed; in the future donor support to Districts for the implementation of Local Government Reform Programme Phase II (LGRP II) is supposed to be provided in conformity with a sector wide approach (SWAp) through a common finance mechanism (for example a Basket Fund).

However some of the DDP initiatives are also relevant in the future implementation of LGRP II, such as the benefit from having District Technical Advisors and having a forum for sharing ideas and resources and dealing with common capacity building problems such as what has been experienced in IDF of DDP and in the similar arrangement in the four LAMP districts.

The need to continue with the strengthening in the following areas is a lesson learnt which is also relevant for all stakeholders during the implementation of LGRP II:

the strengthening of the financial management by further combining budget and accounting software into one software package, and by empowering and making more proactive use of the district internal officers;

the need to strengthening the O&OD planning process to also focus on the problems of sustainable farming, and sustainable natural resources management,

the need to enhance the quality of the appraisal process of the district planning cycle in order to add value to project designs (through more emphasis on interdisciplinary in project planning and implementation)

the need to further empower the community by improving the feedback mechanism from the Council to the Community level, and vice versa; this should include the signing of memoranda of understanding and completion certificates by all parties involved in development projects at the community level.

7. Lessons Learnt

7.1 Regarding achieving Objective 1

Whether bottom up or top down approach to planning is used, the involvement of the community throughout the project cycle is necessary as well as information regarding direct or indirect benefits of the interventions so as to stimulate participation and commitment,

Lack of impact assessment of the capacity building interventions by LGAs through the DDP support has limitations on the Programme's impact assessment study,

Communities can be frustrated when projects that they identified as reflecting their immediate needs and priorities (O & OD) are not given consideration,

Generally there was lack of a comprehensive approach on dissemination/awareness creation of sector policies, laws and regulations for improving efficiency both at HLG and LLG and improving the individual's awareness about rights and opportunities,

The three districts have advanced invariably in improving the application of IFM system (Epicor) thus providing opportunity for learning from one another.

The concept of participatory multi –sectored planning was yet to be internalised by the district staff in all the three districts.

The calibre of the key staff (HODs and units) is one of the determinants of effective planning and financial resource management in the LGAs.

7.2 Regarding achieving Objective 2

The DDP has in second phase been budget support i.e. untied funds. It has largely been used as a gap-filler and often in co-financing arrangements;

Bottom-up planning process is planning for limited funds and without a NRM perspective. It tends to be biased towards the social sectors of education, curative health and water for humans and animals;

The districts have never discussed in which sectors or geographical areas these untied funds could have contributed most to the implementation of the district strategic plan; thus very few tourism and NRM projects have been supported in spite of the obvious potential for EcoTourism with income generation potential for the villages in the three districts;

Strategic Planning is an area which could be supported in future programmes including the LGRP II

7.3 Regarding achieving Objective 3

DDP districts learned about VICOBA from neighbouring districts (also supported by Sida); the ET finds it difficult to understand why it took a change of international consultants for DDP projects to follow the examples of the LAMP supported districts. Documentation and dissemination of best practices is very important;

Training for income generation has to be comprehensive and include entrepreneurship and business management skills;

Credit schemes should be adequately flexible in order not to exclude financing of investments; otherwise the community members cannot develop their businesses into more profitable areas (than petty trade)

7.4 Regarding Programme Management

The changes in the Management of the Programme following the Mid-Term Review have significantly improved the management of the programme: District councils have taken full ownership and the advisors have been very effective in supporting the capacity building.

The implementation through the district councils have proven to be effective. The services you get is average district performance except in areas where you do a special effort;

The Swedish Embassy and the National Coordinator for DDP in PMO-RALG have managed to follow up and ensure timely transfer of Sida funds to the three districts. This has made the DDP funds highly appreciated in the districts and contributed to timely implementation of projects;

The capacity building of councillors has been very important and highly appreciated and it will improve the quality of monitoring in the long run;

During DDP support period all three districts have improved their performance on financial management, governance procedures; have received a “clean sheet” auditing report and been approved to access the Capital Development Grant of the LGRP;

The role of the DSO and the District Technical Advisors have been very important in making the councils perform better;

8. Recommendations

8.1 Recommendations to Districts

Prepare clear guidelines for how to mainstream poverty eradication, gender and natural resources management in the next strategic plans of the districts;

Prepare projects to complete DDP projects which do not as yet deliver the targeted services;

Support the establishment of sustainable O&M arrangements in water schemes where this has not as yet happened;

Address the shortcomings in the utilisation of the trainings given in EPICOR, and other electronic management support systems.

8.2 Recommendations to PMO-RALG

Include the positive lessons from DDP in LGRPII whenever it is relevant such as IDF and District Technical Advisors;

District Technical Advisors can be placed in a pool at the Regional level in order to economize scarce resources;

Provide clear guidance on the timing of the preparation of Land Use Plans and Community based Natural Resources Management during the 2009/2012 MTEF planning period;

Address the weaknesses identified in the communication between the budgeting and the accounting software (PlanRep and Epicor) which result in staff still doing a relatively large share of the financial management procedures manually.

Annex 1 Terms of Reference

Evaluation of the District Development Programme –DDP. Terms of Reference of the Team Leader

1. Programme Overview

1.1 Background

The District Development Programme (DDP) was initiated in 2002 in the Districts of Bunda and Serengeti (in Mara Region) and Ukerewe (in Mwanza Region), mainly dealing with capacity building in the fields of general management, administration, financial administration, project implementation and resource management at LGA and LLGA levels in these Local Authorities.

DDP

In May 2003 the Governments of Tanzania and Sweden entered into a five-year agreement (2003–2007) on DDP. The total Swedish disbursement for DDP was Swedish Kronor 84,416,847. The overall objective of DDP was to ‘*Support to Bunda, Serengeti and Ukerewe Districts in planning, implementation and monitoring of DDP activities*’. It was envisaged that the programme would enable the districts to provide for adequate demand driven social services, through participatory planning and capacity building as well as empower communities to generate household income to improve their livelihoods and break the cycle of poverty. The strategies to achieve the objective were: *One, effective planning and financial resource management; two, effective and expanded service delivery and three, improved household income generation.*

Subsequently, in June 2003 Agreements between Sida and the three individual District Councils were signed.

Since then the main activities supported by the DDP have been in the areas of capacity building at LGA and LLGA levels (general management, administration and financial administration); council service delivery and community service absorption, all in conformity with and supplementary to the Local Government Reform Programme (LGRP). Within these activities the support has also taken on board cross-cutting issues such as gender, HIV/AIDS, environment, etc. The DDP emphasises community empowerment and therefore supports democratic development at village and sub-village level.

A Review of the DDP was carried out in April 2005 and in March 2006 a Final (consultant’s) Report was produced by Ramboll Natura AB.

1.2 Implementing and Coordinating Organisations

A general agreement of one year between the Governments of the United Republic of Tanzania and Sweden was made in 2002. The three District Councils have also entered into a direct agreement with the Sida regarding the programme implementation. The implementation is based on the three Plans of Operations (2003) of each district as well as their Annual Work Plans. At the national level the programme is co-ordinated by the Prime Minister’s Office – Regional Administration and Local Government (PMO-RALG). A consortium of ORGUT Consulting AB and Scan Tanzania (ORGUT Consulting AB being the lead firm) provides technical assistance through the District Support Office (DSO) in Musoma and resident Technical Advisors in each of the Districts. Furthermore, the DSO acts as the Executive Secretariat of the Inter District Forum (IDF), a platform where the three districts, Technical Advisors, PMO-RALG, Regional Secretariats and Sida share experiences and lessons learnt, and act accordingly.

2. Relevant Country Background

The National Strategy for Growth and Reduction of Poverty (NSGRP) – known as MKUKUTA in Kiswahili – is Tanzania’s development agenda and aims at achieving its Development Vision (Vision 2025). NSGRP is structured around three clusters: One, growth and reduction of income poverty; two, improved quality of life and social well-being and three, good governance and accountability, each of which requires multi-sector and multi-stakeholder collaboration and actions: In 2006 a Joint Assistance Strategy was developed for Tanzania (JAST), in Kiswahili ‘Mkakati wa Pamoja wa Misaada Tanzania’ (MPAMITA), a national medium-term framework for managing development co-operation between the Government of the United Republic of Tanzania (Government) and Development Partners so as to achieve national development and poverty reduction goals.

3. Current State of Affairs Relevant to DDP

The main focus of DDP is on strengthening the capacities of public service delivery and service absorption by the target groups. The Local Government Reform Programme (LGRP) was conceived in 1997 and in 1998 the Government published its Policy Paper on Local Government Reform. Subsequently in 1999, important legal amendments were agreed for Local Government Acts, which created opportunities for the way ahead. A Joint Government – Donor Appraisal of the Area Based Programmes (ABP) was conducted in February 1999, and the Government and Donors agreed a financing package through a Common Basket Fund. The second Joint Review was conducted during October and November 2004. The Review Report endorsed the policies and strategies of the reform programme, following which the Local Government Capital Development Grant (LGCDG) system became operational. This system provides a unified and performance-based system for Local Government Authorities to get significant discretionary resources for capital development and capacity building. Since the LGCDG-system started, more sector funds have been brought into this system. Some key reforms that have influenced the environment of the Local Government Reform (LGR) and Decentralisation by Devolution are the Public Service Reform Programme, Public Financial Management Reform Programme and Legal Sector Reform.

4. Objective of the Evaluation

Swedish support to DDP was suppose to end on 31 December 2007, in accordance to the Swedish Cooperation Strategy to Tanzania 2006 –2010 and in alignment to JAST processes. DDP was extended for six-month period ending 30 June 2008, has been put into place to ensure an appropriate handing over of activities and processes to the Local Councils.

The purpose of the evaluation is:

- To evaluate the achievements and sustainability of the DDP and provide Sida and its partners with lessons learnt.
- To provide recommendations and state critical issues to be considered by PMO-RALG and the Local Government Authorities in the DDP-supported districts and other relevant parties, in their work in the three DDP-districts and elsewhere.
- To document experiences of DDP that can be replicated in other programs at local and national level.

5. Scope of Work

In relation to the above stated purpose of the evaluation, the consultancy shall in general focus on, but not be limited to, the following:

5.1 Assessments

- a) Assessment of the relevance of programme objectives for the long-term development in Tanzania as well as in fulfilling the Swedish Development Goals.
- b) Evaluate the overall achievement; effectiveness and sustainability of the DDP 2002–2008, in relation to stated targets and objectives. What are the reasons of achievement or non-achievement of the objectives?
- c) Assess the overall achievements and its impact in different target groups at district, village and sub-village level; and identify the remaining challenges.
- d) Assess to what extent DDP has contributed to capacity development and strengthening the three Local Government Authorities? Assess the extent to which the three districts are in line with the ongoing Local Government Reform Programme and the extent that the three districts are accessing the different types of local government capital development grants, local government capacity building grant and other central grants.
- e) Assess to what extent DDP has contributed to the implementation of the Local Government Reform Programme in the three districts.
- f) Assess the impact of the support in terms of contribution to poverty reduction.

5.2 Findings and Recommendations

- a) What are the key lessons learnt during DDP?
- b) Specify critical issues to consider for future development by relevant parties, in particular PMO-RALG, Local Government Authorities in the DDP districts and to some extent Sida.
- c) Make recommendations to PMO-RALG and the three districts on how to sustain what has been implemented during DDP, incl. management considerations, in general and Village Community Banks, environmental conservation, operation of Water Authorities, formation of Township Authorities in particular. These recommendations should include the community.
- d) Assess the role (strengths and weaknesses) of the implementing consultant firm, including impact of TA in supporting the districts in general terms, not only within the sphere of DDP.

6. Methodology, Review Team Composition and Time Schedule

6.1 Methodology

The evaluation shall be carried out through analysis of available programme documents and other documents considered necessary by the team. Interviews shall be carried out with – but not be limited to – representatives of the Districts Councils, Regional Secretariats of Mara and Mwanza, PMO-RALG, target groups, long-term advisors and other relevant stakeholders, relevant staff at the Swedish Embassy in Dar es Salaam and Sida in Stockholm.

Studies, minutes of IDF and Review Meetings, Consultant's semi-annual reports, etc. that have been made within DDP will be made available to the evaluation team.

The evaluation shall be carried out based on a gender perspective; i.e. analysis made and findings presented shall consider both involvement of women as well as men and the impact and consequences for women and men and their respective roles and responsibilities.

6.2 Evaluation Team

The team shall comprise of a senior international Team Leader and one consultant with comprehensive local experience. The members shall not have been involved or previously worked in the programme. Both Team Leader and the local consultant will be recruited separately and will thus have separate contracts.

The Team leader shall have demonstrated competence in the following areas;

- 1) Macro analysis and knowledge on the current political and socio-economic situation in Tanzania.
- 2) Wide experience of rural development/district development projects in developing countries
- 3) Experience in doing similar evaluations with donor-funded programmes.
- 4) Institutional development
- 5) Project planning, monitoring and evaluation
- 6) Excellent writing skills in English and good communication skills in English.

The Team leader has the overall responsibility for evaluation and the report.

The local/regional consultant is expected to:

- Report to the Team leader, and contribute to the written report in ample time for consolidation by the Team Leader, until the final report has been produced.
- Emphasise evaluation objective No 5, 6 and 7
- General feedback into the evaluation, especially with aspects of national issues.

The Team leader and local consultant should coordinate their work between themselves.

7. Time Frame

The consultants shall work for 5 weeks. The time will be allocated to a preliminary desk study and visits to relevant authorities and agencies in Dar es Salaam, field work in the three districts, analysis, draft report, discussions on draft and preparation of the final report.

It is envisaged that the fieldwork will be carried out mainly in May–July 2008 and that the draft report be ready by 14 July 2008.

8. Available Budget

Available budget for the assignment is SEK 400,000 (inclusive with cost of the local consultant)

9. Reporting

The report shall present the main findings and conclusions, and include recommendations essential for future development.

The evaluation report shall be written in English and shall not exceed 35 pages, excluding annexes. Format and outline of the report shall follow the guidelines in *Sida Evaluation Report – a Standardised Format* (see Annex). The draft report shall be submitted to Sida/Embassy electronically and in 5 hardcopies (air-/surface mailed or delivered) not later than 14 July 2008. The Consultant shall make a brief presentation of the draft report to be arranged by the Embassy of Sweden in Dar es Salaam.

Within two weeks after receiving Sida's comments on the draft report, a final version shall be submitted to the Sida/Embassy, again electronically and in 6 hardcopies. The evaluation report must be presented in a way that enables publication without further editing. Subject to decision by Sida, the report will be published in the series *Sida Evaluations*.

The evaluation assignment includes the completion of *Sida Evaluations Data Work Sheet* (Annex), including an Evaluation Abstract (final section, G) as defined and required by DAC. The completed Data Worksheet shall be submitted to Sida along with the final version of the report. Failing a completed Data Worksheet, the report cannot be processed.

Annex 2 Programme and People Met during the Evaluation

Date	Activitiy	Name	Location	Designation/Job Title
22 May 2008	Flying to Dar es Salaam	John Carlsen		Team Leader
23 May 2008	Sida DSM	Jennifer Matafu	Dar es Salaam	Senior Programme Officer
23 May 2008	DEGE Consult	Per Tiedmand	Dar es Salaam	Managing Director
2 June 2004	DSO	Ben	Musoma	Team Leader
3 June 2004	Serengeti DC	Mr. A. P. Manyerere	Mugumu	Ag. DED/ DALDO
		Mr. Jonas M. Nestory	Mugumu	Ag. DPLO
		Mr. Anatoly A. Rwiza	Mugumu	DTA
		Mr. Kasunga S.M.	Mugumu	Ag. DEO
	Mugumu Town Market	N/A	Mugumu	N/A
4 June 2008	Manchira Dam	N/A	Manchira Village	N/A
	Community Resource Centre	N/A	Mugumu	N/A
	Mugumu Ward	Ryoba Charles	Mugumu Ward	Councillor – CUF
		Bhoke Ruhinda	Mugumu Ward	WEO
		Juma Samwel	Mugumu Ward	VEO – Matare
		Matiko Chacha	Mugumu Ward	VEO – Kegonga
		Fanuel Magesa	Mugumu Ward	VEO – Mugumu
		Petro Masaba	Mugumu Ward	VEO – Morotonga
		Samweli Mahewa	Mugumu Ward	AIA
	Kambarage Sec. School	N/A	Morotonga Village	N/A
	District Medical Laboratory	Dr. Willy Mchomvu	Mugumu MCH	Ag. DMO
	Nata Secondary School	???????	Nata Sec. School	Headmaster
5 June 2008	Horticulture Project	Dr. Kato S.R.	Tabora “B” (Prison)	SSP Prison in charge
	(Kapu la Mama IGP)	Tatu Samson	Bwitengi Village	Group Secretary
		Edna Daudi	Bwitengi Village	Group Treasurer
		David M. Magori	Bwitengi Village	Group member
		Nyabasaye Daudi	Bwitengi Village	Group member
		Nyatato Robert	Bwitengi Village	Group member
		Taabu Robert	Bwitengi Village	Group Chairpersons
		Rahel Machaba	Bwitengi Village	Deputy Chairperson
	Cultural Centre	Agnes Makanga	Nyichoka Village	Chairperson
		Bhoke Burenge	Nyichoka Village	Secretary
		Wankuru Gogo	Nyichoka Village	Member
		Juma Sambeka	Nyichoka Village	Member
		Tatu Otieno	Nyichoka Village	Member
		Zacharia Kaziroti	Nyichoka village	Member
	VICOBA (Group 1)	Benjamin Nyamisa	Bulunga Village	Chairperson
		Sesera Charles	Bulunga Village	Secretary
		Stanley S. Manyama	Bulunga Village	Treasurer
		Scholastica Daudi	Bulunga Village	Assistant Treasurer
		Mary Tulway	Bulunga Village	Signatory
		Shambala Johnson	Bulunga Village	Member
		David Maina	Bulunga Village	Member

Date	Activity	Name	Location	Designation/Job Title
	VICOBA (Group 2)	Ester Mwitora	Bulunga Village	Member
		Amos M. Wangecho	Bulunga Village	Member (Discipline)
		Masambara Mahende	Bulunga Village	Key holder
		P.M. Boche	Bulunga Village	Member
		J.M. Waryoba	Bulunga Village	Chairperson
		Josephine Solomoni	Bulunga Village	Member
		Pilly Shanyangi	Bulunga Village	Secretary
6 June 2008	Meeting HODs & H/Units	S. Athanasi	Bulunga Village	Member
		Deodatus Buhuma	Mugumu HQ	District Treasurer
		Restuta Mniko	Mugumu	Procurement Officer
		Julius Nguruka	Mugumu	Internal Auditor
		Jonas Nestrory	Mugumu	Ag. DPLO
		Ishengoma Kyaruzi	Mugumu	DEO
		S. Mbagwa	Mugumu	Ag. DWE
		Muraza Marwa	Mugumu	Water Engineer
		Wambura Sunday	Mugumu	Ag. DCDO
		Marumba Daudi	Mugumu	HRO
		Wilson Chacha	Mugumu	District Engineer
		Albert Ulaya	Mugumu	DHRO
	Debriefing CMT	Johnson Mwita	Mugumu	Crop Officer
		Safari James	Mugumu	Livestock Officer
		Gideon Harambi	Mugumu	TSD
		As above	As above	As above
		Andrew Manyerere	Mugumu	Ag. DED
		Magati Ogada	Mugumu	For DCDO
		Anatoly Rwiza	Mugumu	DTA
		Willy Mchomvu	Mugumu	For DMO
		Kazungu Buluga	Mugumu	Irrigation Officer
	Construction of Dispensary		Remungorori Village	
	Meeting with Councillors	Joseph Mechama	Mugumu	Deputy Council Chair
9 June 2008	Bunda District Council (CMT)	H.M. Haule	Council H/quarters	DED
		J.N. Marimbe	Council H/quarters	Chairman
		D.C. Rweyemamu	H/Q	Ag. DED
		Petrol Musamba	Council H/quarters	DT
		R.C.C Shoni	Council H/Quarter	Legal Officer
		C.M. Machage	Council H/Quarter	Trade Officer
		Gregory Rugemalira	Council H/Quarter	DHRO
		Andrew Malegesi	Council H/Quarter	Ag. DPLO
		Wayoga J.O.	Council H/quarters	DALDO
		Giban A. Musoma	Council H/quarters	School Inspector
		Tumaini M. Beda	Council H/quarters	Assistant Accountant
		Mary Lima	Council H/quarters	Personal Secretary
		Bonus Matekere	Council H/quarters	Ag. DWE
		B.S. Kagina	Council H/quarters	Ag. Land Officer
		Iddi M. Swai	Council H/quarters	MD Bunda UWSA

Date	Activity	Name	Location	Designation/Job Title
		S. J. Mtei	Council H/quarters	Ag. DLNRO
		E. Nyabunono	Council H/quarters	TSD
		C. Mshora	Council H/quarters	Ag. DCDO
		B.D. Mafuru	Council H/quarters	Fisheries Officer
		Charles Massawa	Council H/quarters	Coordinator VICOBA
		Slyvia Mungure	Council H/quarters	Health Secretary
		William Mabanga	Council H/quarters	Town Executive Direct.
		E.M.S. Kunyaranyara	Council H/quarters	District Engineer
		Ntibankiza Dismas	Council H/quarters	Internal Auditor
		Y.S. Kanyuma	Council H/quarters	DEO
		Murebere F.M.	Council H/quarters	Procurement Officer
10 June 2008	BDC Meeting Councillors	Gasara Mapesa	Council H/quarters	Vice Councillor
		Sara Joseph	Council H/quarters	Councillor
		Flavian Chacha	Council H/quarters	Councillor
		Hidaya Seif Mkome	Council H/quarters	Councillor
	Village Goverment	Elizabeth Kiterya	Sarawe Village	VEO
		Peter Mlewu	Sarawe Village	Member
		Eliza John	Sarawe Village	Member
		Wambura Mageye	Sarawe Village	Member
		Milka Joseph	Sarawe Village	Member
		Wakuru Bomani	Sarawe Village	Member
	FFS Group	Juma Sundi	Sarawe Village	Chairperson
	(Saidia Mkulima Ainuke)	Peter Mrewa	Sarawe Village	Treasurer
		Juma Feja	Sarawe Village	FFS Group member
		Nyabisenye Juma	Sarawe Village	FFS Group member
		Safi Juma	Sarawe Village	FFS Group member
		Happiness Brastus	Sarawe Village	FFS Group member
	NGO (Zinduka)	Amos Mwiburi	Nyamuswa Ward	Secretary
		Hamisi Sungura	Nyamuswa Ward	Treasurer
		Sarafina Mashayo	Nyamuswa Ward	I/c Vulnerable Children
	B/hole, Sec school & Trees	Zacharia Katondo	Kabasa Ward	WEO
		Ernest Matomolo	Kabasa Ward	VillageChairperson
		Elisha Henry	Kabasa Ward	VEO
		Emmanuel Joseph	Kabasa Ward	Assistant H/master
	Dspensary & B/hole	E. Makarakacha	Kangetutya Village	WEO – Wariku
		Kisiri Charles	Kangetutya Village	VEO – Kangetutya
		Lufungilo Kuzenza	Kangetutya Village	Councillor – Wariku
		Zabron Kategura	Kangetutya Village	Village Chairperson
11 June 2008	Training of Para Vets	Robert Gikaro	Migungani Village	Para-vet/farmer
		Ernest Kinyangwi	Migungani Village	Para-vet/farmer
	Poultry Keeping (IGA)	Abedi Mbao	Migungani Village	Chairperson
		Sabato Mapinga	Migungani Village	Vice Chairperson
		Sofia Rutaro	Migungani Village	Secretary
		Emilia Mlenge	Migungani Village	Treasurer
	BMU and Wetlands Mgt	Sweke Peter	Guta Village	Ward Fish. Officer (capt.)

Date	Activitiy	Name	Location	Designation/Job Title
		Jumbe Marwa	Guta Village	Village Chairperson
		Magesa Mabiba	Guta Village	VEO
		Mangararia M.	Guta Village	WEO
		John Nyango	Guta Village	Secretary BMU
		Lameck Malima	Guta Village	Treasurer BMU
		Ali Koroboi	Guta Village	Sailor
		Yunus Kasuka	Guta Village	Member
	Rainwater harvesting	Zablon Kungu	Tairo Village	Head-master
12 June 2008	Water Source Conservation (Nyaruga Kitongoji)	Bwire Serere	Ligamba Village	VEO
		K. James	Ligamba Village	Member Village Gvt
		Musa Paul	Ligamba Village	Member Vllage Gvt
		Juma Kisige	Ligamba Village	Kitongoji Chairperson
		C. Bunzari	Ligamba Village	Kitongoji Chairperson
		Paul Kunju	Ligamba Village	Village Chairperson
	Water Projects at Unyari	A.D. Manumba	Unyari Village	Village Chairperson
		Augustine Kezeta	Unyari Village	Kitongoji Chairperson
		Chabwasi Meza	Unyari Village	Kitongoji Chairperson
		Paul Joseph	Unyari Village	VEO
13 June 2008	Meeting HoDs & H/Units	FarajaMukebele	Council H/quarters	Procurement Officer
		Philip Shoni	Council H/quarters	Legal Officer
		Ntibangiza Dismas	Council H/quarters	Internal Auditor
		Petrol Musamba	Council H/quarters	DT
		D.C. Rweyemamu	Council H/quarters	Ag. DED
		Andrew Malegesi	Council H/Quarter	Ag. DPLO
		Wayoga J.O.	Council H/quarters	DALDO
		Tumaini M. Beda	Council H/quarters	Assistant Accountant
		Bonus Matekere	Council H/quarters	Ag. DWE
		B.S. Kagina	Council H/quarters	Ag. Land Officer
		Iddi M. Swai	Council H/quarters	Managing Dir. BUWSA
		S. J. Mtei	Council H/quarters	Ag. DLNRO
		C. Mshora	Council H/quarters	Ag. DCDO
		B.D. Mafuru	Council H/quarters	Fisheries Officer
		Slyvia Mungure	Council H/quarters	Health Secretary
		William Mabanga	Council H/quarters	Town Executive Direct.
	Debriefing CMT	As above	As above	As above
		P. M. Malegele	Council H/quarters	On behalf of Chairperson
14 June 2008	Fish Processing Project	Lameck Kauta	Kisorya	Fisheries Extension Staff
		Kupwa Gambaliko	Kisorya	Group Chairperson
		Rose Matete	Kisorya	Group Secretary
		Faustina Ndaro	Kisorya	Group Treasurer
		Gaudencia Charles	Kisorya	Group member
		Angel Kaute	Kisorya	Group member
		Anastazia January	Kisorya	Group member
		Abel B. Kabezi	Kisorya	Group member
		Immaculata Musese	Kisorya	Group member

Date	Activity	Name	Location	Designation/Job Title
15 June 2008	Ukerewe – Briefing/Planning	Imelda Masinde	Kisorya	Group member
		Iddi A Mfaume	Nansio H/Q	DPLO
		P.S. Lefi	Nansio H/Q	DHRO
		A. Kilaja	Nansio H/Q	HRO
		A. Mpambayage	Nansio H/Q	DIA
		James Rutagarama	Nansio H/Q	DHS
		Stephen Godard	Nansio H/Q	Ag. DEO
		L.M. Mangamanga	Nansio H/Q	Ag. DCDO
		Kassim. M. Shabani	Nansio H/Q	Ag. DE
		William Kahurananga	Nansio H/Q	DWE
		J.K.N. Songora	Nansio H/Q	Ag. DNREO
		Martin Humba	Nansio H/Q	Ag. DALDO
		Kicheve Tuyi	Nansio H/Q	Ag. DMO
		Ibrahim Kakila	Nansio H/Q	Ag. DT
		Hamisi Chogero	Nansio H/Q	HRO
		Dionis Joseph	Nansio H/Q	HRO
16 June 2008	Courtesy call DC's Office	N/A	N/A	N/A
	Surveyed Plots in Nansio	Mtakama Elia	Nansio H/Q	Land Surveyor
	Construction of a bridge	N/A	Chabilungo	N/A
	Improved Water source	Masatu Makukula	Hamuyebe	Group Secretary
	Trained Water User Group	Alfred M. Masondola	Hamuyebe	Village Chairperson
		Aloyce K. Samwel	Hamuyebe	Ag. WEO
		Stephen David	Hamuyebe	Treasurer
		Magreth Mmbando	Hamuyebe	Group Chairperson
	Rahibilitated – 1.5 km road	N/A	Nansio town	N/A
	Water Treatment tank	N/A	Nansio town	N/A
	Ward AIDS Committee	Jongo F. Kilasi	Kakerege ward	Committee member
		Boniface M.K.	Kakerege ward	Committee member
		Sylvia M. Patrick	Kakerege ward	Committee member
		Scholastica Richard	Kakerege ward	Committee member
		Mtani Kazana	Kakerege ward	Committee member
		Anagrace Revocatus	Kakerege ward	Committee member
		Simon Bigambo	Kakerege ward	Village Chairperson
		Cesilia A. Iswalala	Kakerege ward	Health Extension Worker
		Angelina Munale	Kakerege ward	Committee member
		Eufrazia Kamhanda	Kakerege ward	HIV/AIDS Victim
		Mungere Deusi	Kakerege ward	Committee member
	Cassava Grinding machine	Roman Kakuru	Malegea village	CBO Chairperson
		Siwema Constantine	Malegea village	CBO Secretary
17 June 2008	Tools for Vocational T/C Training on VICOBA	Sindaigaya Lameck	Bukongo post P/S	Headteacher
		Deus Malima	Mahande village	Group 1 Secretary
		Vedastus Lukambula	Mahande village	Group member
		Mapinduzi Roki	Mahande village	Group 2 Chairperson
		Marcel M. Elias	Mahande village	Group 1 Chairperson
		Neema Msalika	Mahande village	Group 3 Treasurer

Date	Activitiy	Name	Location	Designation/Job Title
		Mlangi Mahendeka	Mahande village	Group 1 Treasurer
		Dominico Mkono	Mahande village	Group 2 Treasurer
		Majeshi Kilaka	Mahande village	Group 2 Secretary
	Training on Water Laws	Sebastian K. Ndege	Muhula village	Kitongoji Chairperson
		Hussein Salum	Muhula village	Water Technician
		Zacharia Makanza	Muhula village	VEO
		Adventus Sebastian	Muhula village	Water user
	Training to Para Vets	Paul Palapala	Hamkoko village	NGO-Coordinator
		Lusato Mugoma	Hamkoko village	Trained Para Vet
		Leonard Nalwambo	Hamkoko village	Trained Para Vet
	Environment Conservation	Mfungo Manyama	Busegema village	Group Chairperson
		Bahati Juma	Busegema village	Group Member
		Deus Mfungo	Busegema village	Group Member
18 June 2008	Meeting Councillors	Ali Manibile	Nansio DC H/Q	Council Chairperson
		Misami Bonaventura	Nansio DC H/Q	Vice Chairperson
		Mbasa Juma Msonge	Nansio DC H/Q	Concillor– Finance C/mittee
		Crispian Nabigambo	Nansio DC H/Q	Concillor– Finance C/mittee
		Juma Mazigo	Nansio DC H/Q	Concillor– Finance C/mittee
	Training – new Land Law	Juma Ngoroma	Bwisiga Ward Ukara	WEO
		Fortunata Salvastory	Bwisiga Ward Ukara	Ward – CDO
		Generosa Mchela	Bwisiga Ward Ukara	Councillor – special seat
		John Stephen	Bwisiga Ward Ukara	VEO
		Fausta Masondola	Bwisiga Ward Ukara	Councilor – special seat
		Joseph Maige	Bwisiga Ward Ukara	Health Officers
		John Mtema	Bwisiga Ward Ukara	Agricultural Extensionist
19 June 2008	Meeting with Staff	Ibrahim Kakila	Nansio DC H/Q	Revenue Accountant
		Paschal M. Mhoja	Nansio DC H/Q	Assistant Accountant
		Donald Isungu	Nansio DC H/Q	Accountant
		Angelina Max	Nansio DC H/Q	Assistant Accountant
		Hadija Lukonge	Nansio DC H/Q	Assistant Accountant
		Respicius Kagaruki	Nansio DC H/Q	Accountant
		Pontian J. Kahwa	Nansio DC H/Q	Accountant
		John Masalu	Nansio DC H/Q	Accountant
20 June 2008	Debriefing of Inter District Forum	IDF	TTC in Bunda	
20–22 Jun 2008	Driving from Bunda to Dar es Salaam			
23 June	Impact Study Consultants	Dr Hella and Ms Anna	PEMConsult EA Office in Dar es Salaam	Lecturer paa Sokoine Agricultural University
23–27 June	Preparation of draft report		Dar es Salaam	
27th June 2008	Deaprture from Dar es Salaam	John Carlsen		Team Leader

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Annex 4 District Profiles

Bunda District Council Profile

Basic Information

Bunda District is among the five local authorities of Mara Region. The district has an area of 3,088 km² out of which 2,888 Km² is dry land while 200 Km² is Lake Victoria. Out of 2,888 Km² of dry land, the Serengeti National Park covers an area of 480 Km². Administratively Bunda is divided into 4 divisions, 20 wards and 86 villages. According to the 2002 National census, the population was 258,930 people where women were 134,952 and 123,978 males. The population growth rate was 2.5% with density of 70 people per square kilometre. There were 42,605 households with an average size of 6.1 people. Most of the original woodland cover has been reduced to bushes due to deforestation (clearing of land for cultivation purpose, overstocking, fuel wood for domestic use and a source of income).

Staffing Situation (Council Establishment)

Department	Approved Estab.	Staff on post	Shortfall
Community Development	34	19	15
Administration and Personnel	171	151	20
Education and Culture	1,929	1,402	527
Health	428	216	212
Water	47	42	5
Finance	13	13	?
Works	66	31	35
Economy and Trade	5	4	1
Natural Resource, Land and Environment	70	40	30
Agriculture Livestock Development and Cooperative	163	70	93
	1994	2,924	930

Main economic activities

Agriculture, animal husbandry, fishing and petty trading are the main economic activities. Agriculture, livestock keeping and fisheries contribute about 81% of the District GDP. Per capita income is Tshs 145,343 which compared to the national per capita income of Tshs 253,000 makes Bunda among poorest districts. There are 240,790 hectares of arable land which is 83% of the total land area. Agriculture contributes 38% of the GDP where crops grown include cassava, sorghum, maize, sweet potatoes, paddy, beans, legumes, millet, vegetables, fruits, cotton, and chickpeas. In recent years agricultural production has been decreasing due to unreliable rainfall/drought, reliance on traditional farming methods, lack of agricultural inputs and soil erosion. Livestock keeping contribute about 28.2% of the GDP and main animals kept are cows, goats, sheep, donkeys and chicken. Livestock services available include 14 cattle (only 5 were functioning), 14 crashes and 10 charco dams.

Fishing is another activity in the 200 km² of the Lake Victoria waters., Fishing contributes 14.7% of the GDP by the estimated 4,257 people engaged in fishing. There are also 33 fishponds in Mihingo and Mugeta Wards where tilapia species was planted for domestic use. The fishing industry was said to be experiencing the problems of illegal fishing, high price of fishing gears and price fluctuation and unreliable markets.

Social service provision

Water supply

Water sources in the district include 5 charcoal dams, 10 medium deep wells, 17 deep wells, 323 shallow wells, 10 institutional rain harvesting water tanks, 191 traditional water sources, 3 pumped water schemes and 2 gravity schemes. Out of the 323 shallow wells only 250 were working properly while the remaining were dried up or the pumps were vandalized/ stolen.

Health

The District has 2 hospitals owned by voluntary agencies. On average each hospital caters for 130,000 people. There are also 3 Rural Health Centres and 25 public dispensaries and 3 private ones. Out of the 25 public dispensaries only 11 were in good condition while the rest needed major and minor rehabilitation. Provision of health services is faced with problems of inadequate staff both in terms of numbers and quality. The following are key performance indicators of the quality and the level of health services delivery in the council.

Maternal death:	132 per 100,000
Infant mortality rate:	140 per 1,000
HIV/AIDS transmission:	10.2%
Malaria prevalence :	47%
Use of proper latrines:	48%

Education

Provision of education services was through the 115 primary schools and 26 secondary schools, 1 teachers college, 3 teachers' resource centres and 1 folk development college. The situation was such that Pupil classroom ratio was 1:101, pupil desk ratio 1:5, teacher's house ratio 1:5, pupil latrine ratio 1:89 and teacher pupil ratio is 1:52. This means the quality of the service was still far behind the expected national standards.

Roads

The District has a total length of 692 Km of roads of which 99 kms are national roads, 102 kms regional roads, 226 kms district roads, 205 kms village feeder roads and 60 km township roads. Due to shortage of funds, the roads are not routinely maintained and rehabilitated; hence some of them are impassable though out the year.

Serengeti District Council Profile

General Information

Serengeti District Council (SDC) is one of the five districts of Mara region. The district covers an area of 10373 square kilometers out of which 75% is occupied by National Parks and Game Reserves i.e. the Serengeti National Park, Ikorongo and Grumeti Game Reserves. Arable land covers only 659 or 6.4% of the total land area and it also supports a population estimated recently to be 202,758 people with a growth rate of 2.8%. N.B 2002 census shows a population of 176,609 people where 92,706 was women and 83,903 men with an average household size of 6 people. The district is divided into 18 wards and 75 villages 4 of them situated in the Mugumu township authority.

Economic Activities and Poverty Situation

The main economic activities of the district are agriculture (crops and livestock) and small businesses where agriculture constitutes over 85% of the district's economic activities. Main crops include cotton, sunflower, maize, cassava, finger millet, fruits and vegetables. Livestock available include cows, goats, sheep, pigs and chicken. Despite the potential for agricultural production (reliable rainfall above 1,200

mm) and endowment of natural resources majority of the people are poor (80% of the population live below the poverty line) where the per capita income is Tshs. 193,000 or approximately US\$ 1.

Sources of Funding

There are three main sources of funding for SDC and they include own sources, government subvention and donor support. Like many other LGAs in Tanzania, SDC relies over 90% on external funding for its recurrent and development budget. Own sources constitute only about 7% of the total budget. Own sources have been decreasing over the three FY period by roughly Tshs 142,000,000 each year since FY 2004/05 or 40% i.e. from Tshs. 362,839,372 in the FY 2005/06 to Tshs. 214,235,726 in FY 2007/08. Similarly, external funding including DDP has generally been decreasing over the years as evidenced in the table below.

Sources of Revenue	FY 2005/06		FY 2006/07		FY 2007/08		FY 08/09
	Projection	Actual	Projection	Actual	Projection	Actual	Projection
DDP	701 946 180	701 946 180	488 812 253	510 059 200	350 000 000	350 000 000	0
CDG	0	0	422 024 000	422 024 000	373 044 135	373 044 135	398 167 400
CBG	32 469 800	15 288 468	37 000 000	37 000 000	37 857 135	37 857 135	398 167 400
RWSSP	100 000 000	0	200 000 000	0	613 000 000	224 806 000	402 374 000
JRF	150 000 000	150 000 000	150 000 000	0	150 000 000	0	0
Road Fund	150 585 395	150 585 395	158 000 000	200 239 148	186 640 000	187 686 350	322 648 000
PADP	180 000 000	48 439 762	49 000 000	210 108 828	220 540 000	147 760 000	204 079 910
DASIP	0	0	49 000 000	74 244 002	0	156 954 684	585 941 000
TASAF	0	0	0	28 959 125	250 000 000	168 607 024	127 687 397
TACAIDS	0	0	72 000 000	0	79 456 000	58 305 632	62 706 400
Basket Fund	114 315 480	114 315 480	135 315 430	67 786 000	262 333 750	330 119 750	284 706 400
UDEM	0	0	0	0	15 600 000	3 900 000	15 420 000
PEDP	630 966 630	630 966 630	772 980 000	134 000 000	692 773 600	109 700 000	31 106 000
SEDP	0	0	0	0	0	0	0
CSDP	25 250 000	12 653 000	9 000 000	8 901 500	9 000 000	0	0
AMREF	86 630 500	0	0	0	0	0	0
Global Fund	0	0	0	0	0	100 000 000	220 000 000
Own Sources	298 192 754	362 839 372	184 000 000	220 222 000	204 457 000	214 235 726	299 860 000
Total	2 470 356 739	2 187 034 287	2 727 131 683	1 913 543 803	3 444 701 620	2 462 976 436	3352863907

Disclaimer: Information was provided to evaluation team by the acting DPLO.

Staffing Situation

The staffing situation in Serengeti is not very promising as there appeared to exist serious shortages in some of the key service sectors i.e. education and health. This shortage has impacted negatively on the ability of the council to provide quality services. The table below provides a summary of the current staffing situation.

Serengeti District Council Staffing Situation

Department/Unit	Required	On Post	Shortage	Percentage
Internal Audit	2	1	1	50
Legal Unit	1	0	1	100
HR & Administration	110	100	10	9,09
Finance	14	10	4	35
Planning & Trade	5	2	3	
Education & Culture	1170	790	380	32,5
Health	183	113	70	38,3
Water	37	32	5	13,5
Works	23	20	3	13
Lands, N/Resources & Environment	13	8	5	38,5
Agriculture, Livestock Dev. & Coops.	97	51	46	47,4
Community Development	21	13	8	38,1
Total	1676	1140	536	415,39

Apart from the existing staff shortage those that exist are not all qualified. In some departments like health the percentage of unqualified staff is as high as 70%.

Basic Information about Service situation and the performance in service delivery

Service	Performance measurement (few)	Existing situation	National std/target
Agriculture & livestock	Extension staff farmer ratio	1:1879	1: 1,500
Health	% of pop. accessing health services	50	100
	Average distance to health facility	2 Km	500 meters
	Doctor patient ratio	1:250	1:60?
	Patient bed ratio	130:1	1:1
Education	Teacher – pupil ratio	1:69	1:35?
	Teacher – house ratio	1:24	1:3
	Pupil – classroom ratio	1:75	1:35
	Pupil – book ratio	1:3	1:2
	Pupil – desk ratio	1:5	1:3
Water	% of pop. accessing safe drinking water	45.2	100
	Average distance to water point	1.5 km	400 meters
Infrastructure (roads)	% of road network passable year round	40	N/A

From the district profile the following information on some of the basic social services could be extracted

a) Health

Health services were provided by both the public and private sector. There was no district hospital but a designated one which belongs to a religious institution. Most of the existing health facilities moreover, were reported to be in bad shape some requiring major repairs. For example out of the listed existing 43 public health facilities only 8 or 19% were in good condition while the remaining 35 (81%) in bad condition where 27 (63%) required minor rehabilitation and the remaining 8 (19%) major rehabilitation. Provision of the services was noted to be adversely affected by lack of adequate funding and shortage of qualified staff. As a result drugs, medical equipment and other medical facilities were indicated as inadequate. Some of the performance indicators were as follows:

Malaria transmission rate	53%
Infant mortality rate	34/1000
Maternal Deaths	115/100,000
HIV/AIDS infection	7%
Malaria, pneumonia and anemia were reported as the main killer diseases.	

b) Education

Although the council has made some achievements in terms of the provision of education services, concentration has been more on the infrastructure at the expense of the quality of the service. For example, in most secondary schools, shortage of teachers was common, one exercise book was shared by 6 pupils while libraries and laboratory equipment were not available.

c) Road network

Whereas the district has 1187 kilometers of road network only 34% of the roads are passable throughout the year. The target to increase the road network to 1219 kilometers by 2011 can be seen feasible due to training on modern road construction and rehabilitation i.e. the DROMAS and LBT.

d) Agriculture and livestock development

Despite the obvious potential for agricultural productivity this sector (soil fertility, adequate rainfall, grazing land and potential for irrigation) was reported to be faced with a number of challenges including inadequate extension services (only 33 were available), poor veterinary services etc. For example animal husbandry constitutes quite a large share of the economic activities in the district but out of the existing 22 cattle dips which were not enough only 11 (50%) were in good working condition.

e) Water and other natural resources

Water is a scarce resource in Serengeti since less than 50% of the population can access it. Efforts to increase the service and establish management structures appeared to have had little impact since out of the 70 established water committees only 27 (39%) were active while only 10 of the existing 289 water user groups were legally registered. Depletion of the natural resources was also reported as an area of concern due to lack clear strategy for managing the resources. Introducing and implementing PFM, land use plans as well as awareness creation of the new laws on environmental management, land, water etc were considered as important but little was done to this effect.

Ukerewe District Council Profile

General Information

Ukerewe District Council (SDC) is composed of 38 small islands the biggest being Ukerewe (494 sq. km) where the district headquarters are located at Nansio. Apart from Ukerewe the only other big island is Ukara (80 sq.km) while the remaining have land areas of less than 20 sq. km. Being one of the eight districts of Mwanza region Ukerewe district is said to cover an area of about 6400 square kilometers where only 640 square kilometer (10%) is habitable while the rest covered by the waters of Lake Victoria. Arable land is only about 62,000 hectares with high population density (408 per sq. km) compared to the other districts. According to the census of 2002 the population was estimated to be 260,831 with a growth rate of 2.9% where 139,756 were females and 136,423 males. The average household size is currently estimated to be 6 people.

Administratively the district is divided into 4 divisions, 24 wards and 74 villages.

Economic Activities and Poverty Situation

The main economic activity is agriculture which employs over 90% of the population. Small holder farming in cassava, potatoes, maize, fruits and rice for both cash and food is the main preoccupation of the majority of the people while a few (about 7%) are engaged in fishing. The GDP is estimated at Tshs. 130,000 per capita which is below the poverty line thus making Ukerewe among the poorest districts in the country. Increasing population has impacted negatively on agricultural production due excessive use of the arable and poor farming methods resulting into declining soil fertility and therefore land productivity.

Council's Budget and Sources of Funding for four FYs

There are three main sources of funding which include own sources, government subvention (recurrent block grant) and donor support (development grant but also CG contribution). Own sources constitutes less than 10% of the annual budget even though over the past three FY it has been increasing. The table below provides a summary of the budget and funding sources over a four year period.

Sources of Revenue	FY 2005/06		FY 2006/07		FY 2007/08		FY 08/09
	Projection	Actual	Projection	Actual	Projection	Actual	Projection
Own Sources							
Taxes and Levy	4,100,000	334,000	4,100,000	466,000	1,000,000	451,000	1,000,000
Produce-cess	3,400,000	1,791,000	3,000,000	1,008,470	2,100,000	1,487,830	2,000,000
Business licenses	16,544,000	16,381,800	38,600,000	20,662,100	45,920,000	33,161,100	56,400,000
Liquor licenses	100t	80,000	100t	80,000	100t	109,000	600,000
General taxes (Rapes penalties & dues)	449,195,095	325,532,750	483,704,000	291,177,200	432,010,000	415,200,800	496,830,000
Receipt Govt property	12,120,000	32,465,261	24,620,000	17,532,136	20,120,000	39,666,486	37,600,000
Receipts other taxes	3,942,000	5,440,846	6,358,000	5,098,547	8,139,750	12,802,081	17,408,000
GPF (compensation)	321,160,000	83,147,400	177,000,000	111,481,900	238,643,000	184,224,900	325,273,000
Sub Total	810,461,095	465,173,057	737,382,000	447,506,353	747,932,750	687,103,227	937,111,000
Rec. Block Grant							
PE	2,344,161,000	2,232,011,070	4,232,745,290	2,327,062,362	4,444,099,705	3,323,712,996	5,893,226,000
Other charges	597,866,715	444,970,772	362,593,756	587,267,700	812,624,000	636,341,524	1,086,308,000
Sub Total	2,942,027,715	2,676,981,842	4,595,339,046	2,914,330,062	5,256,723,705	3,960,054,520	6,979,534,000
Other Rec. Transfers							
Health sector basket	151,654,900	151,654,900	179,735,000	89,867,500	348,036,500	344,096,250	377,840,000
PEDP	810,048,750	733,414,191	1,505,000,000	698,544,843	430,000,000	246,114,000	43,239,000
Road fund	140,600,300	329,408,600	158,000,000	51,810,027	437,041,750	114,024,446	387,061,500
JRF	0	2,959,093	0	0	0	0	53,000,000
Sub Total	1,102,303,950	1,217,436,784	1,842,735,000	840,222,370	1,215,078,250	704,234,696	861,140,500

Sources of Revenue	FY 2005/06	FY 2006/07	FY 2007/08	FY 08/09			
	Projection	Actual	Projection	Actual	Projection	Actual	Projection
Dev. Grants							
Dev. (grant CG)	42,427,900	42,427,900	42,427,000	44,000,000	0	0	0
TASAF	24,296,00	26,916,475	282,362,613	137,651,773	261,504,440	929,579,692	233,900,000
LGCDG	0	0	0	0	459,121,000	355,358,575	593,530,000
CBG	0	18,150,000	40,000,000	5,691,000	40,274,907	33,352,450	45,531,000
DADPS	28,914,800	28,914,800	45,466,000	45,466,000	0	36,040,000	0
TACAIDS	43,000,000	0	100,000,000	0	105,421,400	0	83,378,000
RWSSP	0	0	0	0	321,040,579	0	445,814,000
CSPD	40,800,000	6,801,000	7,889,500	7,889,500	25,000,000	0	0
DDP – Sida	700,000,000	343,488,775	552,803,400	552,803,400	351,760,000	351,760,000	0
DADG	0	0	0	0	27,470,750	0	29,117,000
UDEM	0	0	0	0	15,600,000	5,280,000	15,420,000
DASIP	0	0	0	0	0	169,968,589	460,685,000
GLOBAL FUND	0	0	0	0	548,322,143	135,596,500	220,000,000
LGDG	0	0	0	0	0	469,181,365	0
JICA	0	19,462,567	0	0	0	0	0
Sub Total	855,166,996	486,161,517	1,070,948,513	793,501,673	2,139,930,819	2,486,117,171	2,127,375,000
Grand Total	5,734,232,460	4,845,753,200	8,246,404,559	4,995,560,458	9,375,241,774	7,837,509,614	10,905,160,500

Staffing Situation

Staff shortage and existence of unqualified staff in the key service departments particularly health and education was reported during the evaluation. This shortage has impacted negatively on the ability of the council to provide quality services. The table below provides a summary of the current staffing situation.

Serengeti District Council Staffing Situation

Department/Unit	Required	On Post	Shortage
Internal Audit	2	2	0
Legal Unit	1	1	0
HR & Administration	66	53	13
Finance	25		
Education & Culture	1346	1123	223
Health	385	281	104
Water	16	16	0
Works	14	11	3
Lands, N/Resources & Environment	68	68	0
Agriculture, Livestock Dev. & Coops.	36	36	0
Community Development	N/A	N/A	N/A
Total	1959	1535	330

Data provided by the DHRO which contradicts what was in the records

Apart from staff shortage not all existing staff were qualified. The most affected departments were finance, health, water and natural resources. Information available showed that 69%, 50%, and 35% of staff in water, health and finance departments respectively were not qualified.

Basic Information about Service situation and the performance in service delivery

Service	Performance measurement (few)	Existing situation	National std/target
Agriculture & livestock	Extension staff farmer ratio	1:3000	1: 1,500
Health	% of pop. accessing health services	67	100
	Average distance to health facility	N/A	
	Doctor patient ratio	1:106313	N/A
	Patient bed ratio	274:1	1:1
Education	Teacher –pupil ratio	1:71	1:35?
	Teacher –house ratio	1:3	1:3
	Pupil –Classroom ratio	1:265	1:35
	Pupil –book ratio	1:6	1:2
	Pupil –desk ratio	1:6	1:3
Water	% of pop. accessing safe drinking water	38	100
	Average distance to water point	750 m	400 meters
Infrastructure (roads)	% of road network passable year round	100%	N/A

Unfortunately the district profile did not provide any relevant information regarding status of basic social service provision in the district. However, during the stakeholder survey which was held in 2005 over 50% of the respondents were dissatisfied with both the quality and quantity of services provided. For example by then there were a total of 16 cattle dips and none was functioning, veterinary services were not operating and all veterinary centers were closed.

Depletion of the natural resources was also reported to have been a major problem which has resulted into vegetation cover of mainly bushes and shrubs (after years of deforestation). Introducing and implementing PFM, land use plans as well as awareness creation of the new laws on environmental management, land, water etc were considered as important but little was done to this effect.

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Final Evaluation Report**

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