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A FORMATIVE EVALUATION  
OF THE ARUSHA PLANNING AND VILLAGE DEVELOPMENT PROJECT (AP/VDP)

by

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April 1980

April 5, 1980

Memo To: All DAI Staff

From: Charlie Sweet

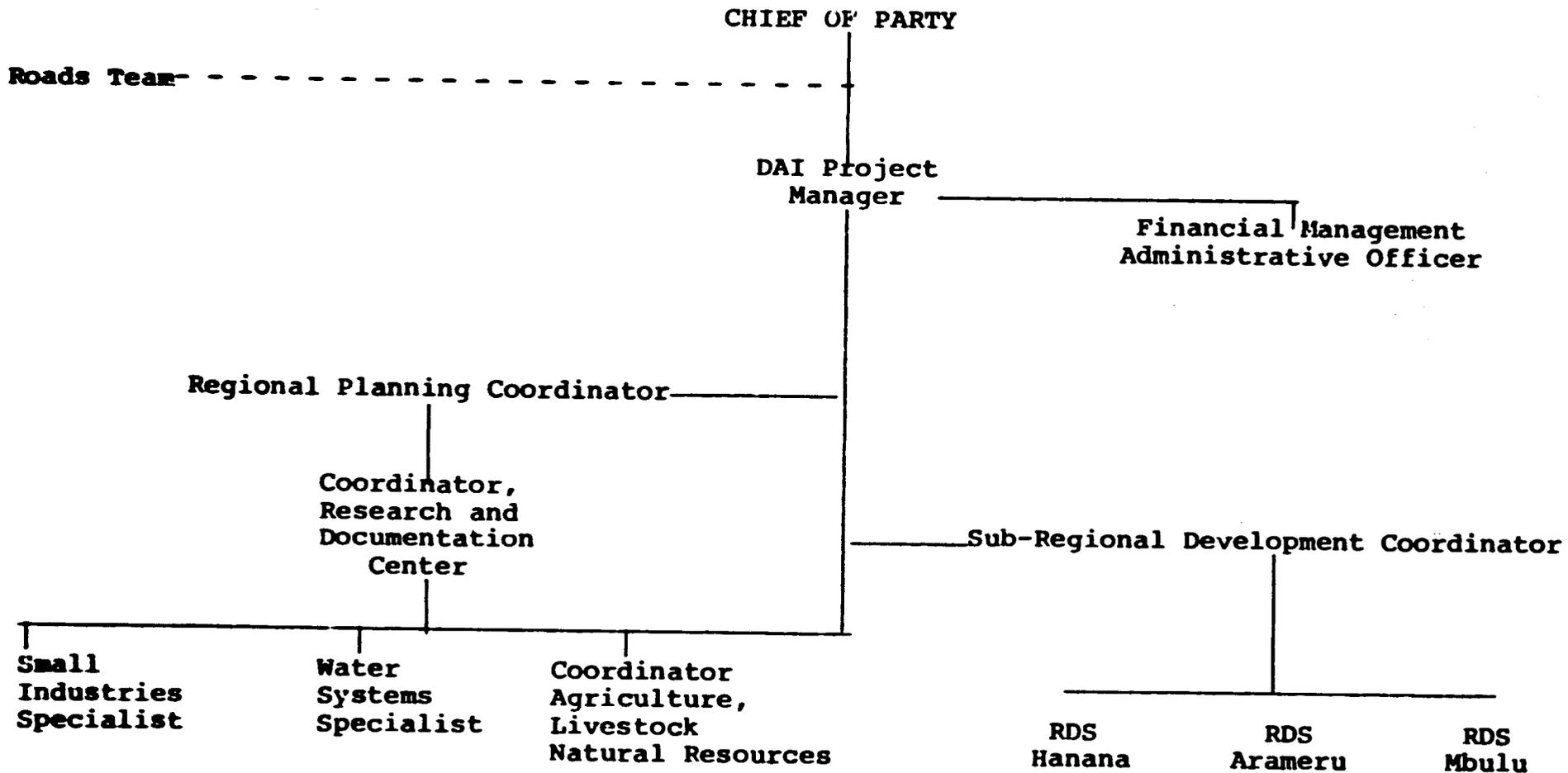
Subject: Organizational Structure for the Technical Assistance Team

Based on the recommendations of the evaluation team, I have revised the organizational structure of the team per the attach chart. The revisions are designed to free me for policy, planning and communication as well as to improve overall management.

As of today, Mike Sarco will become the DAI Project Manager in addition to heading the Project Implementation Unit. He has responsibility for authorizing and supervising the flow of resources so please make sure that he has approved an expenditure before making final commitments.

Ian Walton has done an outstanding job managing the preparation of the agriculture and livestock sector assessment. Ian will become the Regional Planning Coordinator as well as continue as Coordinator for Agriculture, Natural Resources and Livestock. He will supervise the preparation of the regional plan.

On USAID's approval, we will establish the position for the Sub-Regional Development Coordinator. Attached is the proposed scope of work. For this position, we would like team recommendations and will ask members of the team to interview potential candidates.



**ORGANIZATION OF DAI TECHNICAL ASSISTANCE TEAM**

The Chief of Party is responsible for policy, planning and interface with all team members and Government of Tanzania.

The DAI Project Manager is responsible for the management and implementation of all project activities, including the scheduling and authorization of resources and primary liaison with USAID.

**SUB-REGIONAL DEVELOPMENT COORDINATOR****SCOPE OF WORK**

1. Through consultation with Government and technical assistance personnel, develop processes and procedures for planning and implementing development activities that are appropriate to local areas. A partial list of responsibilities in this regard follows:
  - a. organizing the collection of village/ward data collection and analysis effort;
  - b. establishing criteria for the determination of what data ought to be collected, determining how data collection is to be managed, what techniques should be used for the analysis of data, what forms the data and analyses should be used for presentation, to whom these should be presented, and for what purposes;
  - c. the design of alternative project identification, design, implementation and evaluation system options; and
  - d. the design of experimental models and tests for increasing the participation of villagers in the project identification, design, implementation and evaluation process.
  
2. Through consultation with Government and technical assistance personnel, improve the capabilities at all levels of government

to encourage and to respond to village plans and initiatives. A partial list of responsibilities in this regard follows:

- a. design a multi-faceted training program for Government officials at the district through village levels, including programmatic on-the-job training, workshops/seminars and formal training within Tanzania and in other countries;
  - b. develop a strategy for institutionalizing such training within Tanzanian institutions; and
  - c. assist the rural development specialists assigned to the districts in the development of a coherent and consistent strategy, focusing on specific techniques and the steps within the process for transferring skills to Government officials at the District and Ward levels.
3. Provide guidance and support to the rural development specialists and their district counterparts. Some of the areas in which such guidance and support are necessary include:
- a. determining the priority roles of the rural development specialists in terms of training, mobilization strategies, project design and implementation, integration of APVDP activities and activities funded from the regular District Development budgets;
  - b. facilitate APVDP resources available to the Districts in support of District, ward and village level activities.

4. Assume primary responsibility for the drafting of a policy paper similar in format to the sector assessment papers which addresses key development issues (as defined in Annex B, DAI APVDP Evaluation Report).

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of

**Development Alternatives, Inc.**

**INTRODUCTION**

The purpose of this paper is to report the findings of an evaluation of AP/VDP conducted in Arusha in the two-week period starting March 21, 1980. The report starts by describing the background for this evaluation, what it was intended to accomplish, and the evaluation techniques employed. Following this, the major findings of the evaluation are presented along with some recommended actions. Two annexes that provide details on our findings are appended.

The overriding conclusion of this evaluation is that the project has tremendous potential to have a significant impact on the quality of life of poor farmers in the ARusha Region. The project has tremendous potential to have a significant impact on the quality of life of poor farmers in the Arusha Region. The project is well-conceived and the long-term expatriate staff is of high quality. The major focus in this evaluation has been on improving the mechanisms by which the project conception will be translated into reality.

## BACKGROUND

At this year's Board of Directors meeting of Development Alternatives, Inc., it was decided that the firm would conduct its own internal assessments of the projects it shared responsibility with host country governments for implementation. There were several reasons for this decision. First, the firm has, over the last decade, carried out a considerable amount of research on how projects should be designed and implemented to maximize the chances that small farmers will benefit in a manner that will become self-sustaining. We believe this work has applicability and that its guidelines shall be

Secondly, the firm now is involved in implementation efforts in four countries -- Tanzania, Zaire, Indonesia and Sudan, and there is reason to believe that much can be learned from comparative evaluations of these efforts. Finally, there has been a continuing question concerning the nature and amount of support and communications that should go on between our field teams and the home office, and it was believed that this set of evaluations would shed more light on this subject.

The Board of Directors was clear on what the primary focus of these valuations should be: the evaluation should focus on whether the project was moving in the best possible manner to achieve its overriding objective of increasing the well-being of small farmers in a way that could be sustained. The Board also

made it clear that these evaluations should be formative rather than summative, i.e., the primary output of the evaluations should not be judgments concerning project success or failure but rather a set of recommendations worked through with the project staff concerning steps that should be taken to increase chances for project success.

### EVALUATION METHODOLOGY

The type of evaluation methodology appropriate is largely a function of how long the project has been underway. For projects that have been in operation for a number of years, it is reasonable to look for evidence of success, i.e., have small farmers incomes increased as a result of project activities. In the case of a project such as AP/VDP that is just getting underway (it has been only eight months since expatriate staff started to arrive in Arusha), the focus should be on the processes being employed by the project to achieve its goals. It might be argued that there is no point in carrying out an evaluation so early-on. On the basis of this evaluation experience, we would disagree. It is just at this time, i.e., after the expatriate team has had a chance to develop its initial operating style, that a formative review can pay high dividends.

To gain an understanding of project processes, team members were interviewed at length to determine their conception of

their jobs and how these related to overall project objectives. An overnight visit was made to one of the more remote District sites. Because of time and logistical problems, little time was spent with the Tanzanians who are supposed to be involved in project activities. Similar constraints kept the team from making any investigation of the nature and extent that the road component of the project is integrated into other project activities.

The major findings and recommendations of the evaluation can be summarized under five major headings: regional planning, village development, integration, administration and management. Each of these topics is addressed in the sections that follow.

### Regional Planning

Given the broad definition of regional planning that was agreed to at the start of this project.<sup>1/</sup> It is somewhat artificial to break planning activities out from other project activities. Project activities should be guided by planning activities while at the same time the former should serve as a type of reality check on the latter. However, in the early stages of the project, there is necessarily a certain amount of planning work that must move apace, and it is this work that is examined in this section.

Despite the agreement that planning in AP/VDP should be organic in nature<sup>2/</sup> a lot of work has been initiated since the time the

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1/ See Regional Development Planning: A Critical Assessment of the Tanzanian Experience and Its Implications for the Arusha Planning Process, August 1979.

2/ Ibid.

project was started last summer. In terms of volume of regional planning activities, we have counted three information intensive activities, eight sector assessment activities, and nine information papers in various states of completion.<sup>1/</sup> Much work remains to be done on these papers to get them into what might be termed "completed first draft" condition. The amount and type of work remaining ranges from working up an outline of what is to be covered to a few marginal additions. Our first finding on this subject is that there is a critical need for research management to bring these papers to completed first draft condition and that nobody currently has this assignment. At this point, it is worth summarizing the potential uses of the regional planning exercise. First, the plan will provide a heretofore unequalled single source of information on the region. Second, the regional planning exercise should provide useful training for Tanzanians whose major responsibility entails fulfilling on the requirements for the annual budget cycle and the five-year development plans. The plan should also identify the major constraints to further development in the region. These constraints will include certain national economic policies, institutional shortcomings, inadequate economic and social infra-structure and manpower deficiencies. Perhaps the most important potential use of the planning results will be the enrichment of activities under the village development component of the project.

If the results of the planning exercise are to be both relevant and used, it is important that both planners and village

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<sup>1/</sup> For further details, see Annex A.

development personnel have a clear understanding of the potentials of the planning exercise. Our second important finding in this section is that very few of the planners and village development personnel have any conception of how the planning work should be integrated into the on-going activities either AP/VDP or the Tanzanian institutions. While a fairly detailed first paper on this subject has just been completed (Annex A), the ideas set forth in that paper havenot been circulated for comment and revision.

To summarize, two problems have been identified concerning the planning activities of AP/VDP. First, there is a critical need for someone to manage the research of the planning activities. Second, it is important that everyone involved in AP/VDP have a clear conception of what outputs should be forthcoming from the planning exercise and how they should be integrated into other projects and Regional activities. It is recommended that a full-time person be assigned to fill this position. This person should have extensive experience in research management and regional planning. A background in economics would also be useful. Ideally, this person would be a Tanzanian. A second-best solution would be to find a qualified expatriate who would work with a somewhat less-qualified Tanzanian with the understanding that the Tanzanian would be trained to take over the responsibility in a reasonable amount of time.

While the evaluation team is not in the position to offer a definitive schedule for the next steps in the planning exercise,

While the evaluation team is not in the position to offer a definitive schedule for the next steps in the planning exercise, a rough outline can be suggested. If the research manager can be recruited reasonably soon and current work on the papers continues at a reasonable pace, first drafts of all the papers currently assigned should be available by the beginning of June. These papers should be sent to a select number of persons for written comments. It is suggested that comments be solicited from the Washington office of Development Alternatives. These written comments should be returned to the research manager by the end of June. The research manager, in conjunction with the Chief of Party and appropriate Tanzanian officials would then decide what revisions, additions, deletions, etc., should be made to the first drafts. These revisions should be completed by the beginning of September. At that time, a regional planning "review tea," should be assembled in Arusha. This team should include outside experts as well as AP/VDP staff and appropriate Tanzanian officials. This team should determine how these papers should be synthesized into a comprehensive plan for the Region. Among other activities, this team should accomplish the following tasks:

- o identify overall themes for the region's development;
- o eliminate inconsistencies in the development initiatives proposed in the papers;
- o identify cross-cutting policy constraints;
- o identify a limited number of large project initiatives;
- o relate a proposed development initiative to resources currently available, and decide on strategies to acquire additional resources;

- o develop plans to disseminate the information generated by the regional planning exercise into other AD/VDP activities and into on-going regional development activities; and
- o determine what further planning activities are required.

The outcome of the meeting in September should be a paper that summarizes the conclusions reached and provides a comprehensive plan of action for the next year.

### Village Development

Village development activities are an important component of AD/VDP inasmuch as activities lumped under this heading include training in planning and project development at village, ward and district levels.

The evaluation team was impressed by the caliber of the Rural Development Specialists; by the same token, we were concerned that inadequate attention has as yet been given to a series of complex questions relating to potential roles of the RDSs and the mechanism they should use to attain their goals. Some of the issues calling for more attention are presented in the following paragraphs.

RDSs are intended to assist districts, wards and villages with their planning activities. As a subset of this, the RDSs are supposed to assist in the generation of project ideas from all three levels. This raises a number of interesting questions:

- o how much time should RDSs spend on general planning assistance, and how much time should be devoted to the generation of specific project proposals?

- o as regards the generation of project proposals, should each RDS employ the technique that he or she feels most competent with, or should their be emphasis placed on getting RDSs to use multiple techniques?
- o should AP/VDP monies for projects be kept separate from the Region's budget, or should AP/VDP monies be made an indistinguishable part of the Region's development budget?
- o should project proposals from individuals and groups of individuals qualify for consideration, or should consideration be limited to proposals coming from village, ward and district governments?
- o what types of village-level participation in appropriate for planning, project development, monitoring and evaluation?
  - how should information generated from village development activities be incorporated in the regional planning exercise, and conversely, how should information generated by the planning exercise be transmitted into village development activities?
- o more generally, how can communications between the RDS be improved and, following this, how can communications between those responsible for village development work and those responsible for regional planning activities be improved? and
- o what type of training are appropriate to complement the work of the RDSs, and how should it be time-phased?

The evaluation team has opinions on some of these issues and they are expressed in Annex B. But more important than our views is the point that there are complex issues that call for more attention than they have hertofore received from AP/VDP staff and Tanzanian officials. To insure that adequate explicit attention are given to these and other critical issues relating to the Village Development component of the project, two recommendations are offered:

1. a policy paper should be prepared over the next several months, similar in format to the Sector Assessment papers being prepared as part of the regional planning exercise, which addresses these important issues and provides a coherent strategy for the implementation of Village Development activities.
2. a new, full-time position should be created at the Regional level for the coordination of the RDSs; this person should provide guidance to RDSs concerning how to implement the strategy set forth in the policy paper described above; this person should also represent the interests of the RDSs to other AP/VDP staff and review the work of the RDSs in order to avoid wasted effort. Ideally, this person should be a Tanzanian. Failing this, an expatriate should be appointed to work with a Tanzanian who would ultimately assume this position.

#### Administration

In the above, it has been concluded that the Chief of Party needs additional support in managing the substantive components of the development activities to be undertaken by AP/VDP. The evaluation team also addressed the question of whether the Chief of Party had adequate support to manage the project's administrative, financial and logistical activities. While the evaluation team found that these problems have -- to date -- been handled reasonably well, a look into the future suggests that additional resources will be required.

It can be anticipated that very soon, the project will be responsible for additional procurement of up to \$1.6 million annually. There is also a fairly good probability that the project will have to expand into three or four additional

districts within a year. In the very near future, a large volume of funding requests will be forthcoming from the project's village development activities and, finally, it is the wish of AID, the Government of Tanzania and Development Alternatives, Inc., that the finance and administrative activities of AP/VDP be integrated into those of the Regional Government. On top of this, it is the view of the evaluation team that further efforts be made to increase communications on substantive issues between AID and AP/VDP.

The evaluation team has concluded that the objectives outlined above cannot be satisfactorily realized with the existing administrative staff. It is recommended that an additional full-time person be added to the AP/VDP staff to assist the Chief of Party in attaining these objectives.

#### Overall Management Structure

This section summarizes the implications of the recommendations made above for the overall management structure of the project. The first important point is that AID requires (and DAI policy dictates) that there be one, and only one, Chief of Party that is ultimately responsible for the project. The Chief of Party can delegate certain responsibilities to others, but he will be held ultimately responsible for all project decisions. The second important point is that organizational structures cannot be forced. People (and, hence) personalities are involved, and effective organizational structures must offer some flexibility.

To the evaluation team, the de facto structure of the project has everyone reporting directly to the Chief of Party. We have found this structure wanting in several important respects. First, there is inadequate management on both substantive and administrative sides. Secondly, team members have complained about inadequate communication. Our solution entails appointing three senior officers -- one to overview the regional planning activities; one to overview the village development activities; and one to supervise resource flows and administration. The team believes each of these individuals should be directly responsible to the Chief of Party for the management of responsibilities in his or her particular domains.

The evaluation team is concerned about one other aspect of overall project management. By establishing a project implementation unit at the Regional level, there is a danger that undue emphasis will be placed on the project development aspect of the RDSs' responsibilities to the detriment of attention given to the capacity-building responsibilities of the RDSs/ It is recommended that the project implementation unit's responsibilities be broadened to encompass both project development and capacity building activities.

### Integration

An important element in the success of any development project is to develop mechanisms to increase the quality of life

in a manner that is self-sustaining. Several things must happen if this goal is to be realized. First, project activities must not constitute such a heavy economic burden that they cannot be continued as foreign assistance is phased out. Second, a capacity must be created within host country institutions and personnel such that project activities can be continued when foreign technical assistance is withdrawn. In the AP/VDP design, explicit attention was given to this need when it was decided that the project should work within the confines of existing regional institutions.

A finding of this evaluation is that this decision, coupled with general exhortations to increase the capabilities of Tanzanians, is not adequate to achieve the integration to insure project activities will become self-sustaining when foreign assistance is withdrawn. A second finding is that there are various dimensions to the integration question and that for each dimension, there are numerous situation-specific problems that require customized solutions.

We have been impressed by the awareness of the need for integration among AP/VDP team members and Regional officials. Indeed, we cannot improve upon their definition of the integration dimensions and particular problems set therein. The major areas of concern include:

insuring that Tanzanians are fully involved in the regional planning exercise (here, the concern is both that the right individuals and institutions are involved;

- o insuring that project initiatives are not so expensive that they cannot be maintained when project monies are phased out;
- o insuring that Tanzanians are fully involved in the project's village development activities;
- o linking project activities to the annual budget cycles and five-year development planning exercises of Tanzania; and
- o integrating the finance and administrative activities of AP/VDP into the finance and administrative structures of the regional and lower level governments.

While there appears to be a general appreciation and consensus among AP/VDP staff and Regional officials on these goals, more attention needs to be given to the mechanisms by which these goals should be achieved. For example, the Region recognizes that the integration goals will be more difficult to realize in the absence of a full complement of Tanzanian staffers. Consequently, numerous requests have been made to the Prime Minister's Office for additional staffers. It is unlikely that the Prime Minister's Office will be able to fully comply with the Region's request, and consequently, the integration plan must start from a realistic assessment of how many staffers will, in fact, be available and how long they are likely to remain in place before being moved elsewhere.

Detailed consideration must also be given to what "involvement" means in operational terms. For Tanzanians to be "fully involved" in the regional planning activity, is it necessary that they co-author papers or is it enough that they have an opportunity to comment on the papers?

We recommend that a detailed plan of action for achieving all of the integration goals be drawn up. We recommend that the Chief of Party of AP/VDP, in conjunction with the appropriate Tanzanian officials, be tasked with the development of this strategy. This plan should include details on how each project component should be integrated into the Tanzanian structure, along with time schedules for these integration activities. This paper should serve as the basis for a meeting to gain understanding, revisions and final approval of the action plan. Progress on the plan should be closely monitored by the AP/VDP Chief of Party and appropriate Tanzanian officials.

## ANNEX A

### AP/VDP: MAKING ALL THE PIECES FIT TOGETHER

by Elliott R. Morss

#### INTRODUCTION

In some very real sense, the Arusha Regional Planning and Village Development Project can be seen as a large and complex information collection and processing activity. In theory, this activity will lead to accelerated development of the rural poor living in the Arusha Region through the application of new resources and more efficient use of existing resources. Just how all these information activities should come together to contribute to accelerated development of the Region is not readily apparent; indeed, past experiences with information-intensive integrated rural development projects would suggest that these information activities will amount to very little: the information will pile up, will not be used, and will soon be forgotten.<sup>1/</sup>

But AP/VDP has an advantage over past projects in that it has the opportunity to learn from what has gone before. This paper is intended as a navigational aide. It starts by setting

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<sup>1/</sup> c.f., Development Alternatives, Inc., Information for Decision-making in Rural Development, Washington, D.C. 1978.

forth the grand scheme of all the project components should fit together; indeed, it is an elegant scheme. Potential pitfalls are then identified along with suggestions on what steps should be taken to avoid the pitfalls. Of course, not all the pitfalls will be avoided. Never mind. The important thing is that the major actors in AP/VDP remain conscious of what they are trying to do and what is critical to their success.

#### THE GRAND SCHEME

A review of past regional planning activities, both in Tanzania and in other countries is a sobering experience. Often, these activities have been little more than paper generators. Planning activities will have little effect unless they influence resource allocations in both the private and public sectors. But many planning exercises have had little or not impact on budgetary allocations. In part, this is because regional plans have not been grounded in the political and budgetary realities of the regions for which they were written.

A review of past efforts to generate projects from the grass roots is also a sobering experience. Often, projects have been initiated that are doomed to failure because they are not tailored to survive in light of certain macro-economic and environmental considerations.

And finally, a review of the experiences where expatriates are intended to train nationals is also sobering. Frequently, expatriates do not see their roles as trainers but as doers, with the result that when they leave, everything falls apart.

AP/VDP is designed to avoid these pitfalls. The results of the regional planning exercise are supposed to be incorporated directly into annual budget exercises; projects developed from the grass roots are to be considered for funding in light of overriding macro constraints, and the pace of the project is supposed to be governed by the extent to which Tanzanians are available to work with and hopefully learn from expatriates. We not turn to particulars.

#### TIME PHASING ISSUES

Conceptually, one might argue that the regional and district planning activities should precede project approvals. How else can the pitfall of initiating projects that do not take account of macro constraints be avoided? In AP/VDP, the reality is that a considerable chunk of project monies (\$4 million for roads, \$1 million for potable water projects, and \$4 million for assorted projects) will be obligated before the first phase of the planning exercise is completed. One has to concede that some risk is involved. It is possible that some projects will be

funded that would not have been funded if the results of the first phase of the planning exercise were in. But this is a small risk. In the Arusha Region, there are roads that cry out for repairs -- roads that are simply impassable during much of the rainy season. There are large areas in the Region that do not have access to improved water sources. And, finally, the capacity to come up with well-documented project proposals at both the village and district levels are so limited that efforts to generate high quality project proposals should not have to wait for the completion of the planning exercise.

Indeed, the conceptual argument offered at the beginning of the last paragraph can be turned on its head: the immediate initiation of implementation activities will contribute to the planning exercise, for it will provide documentation on what is feasible and what is not, i.e., a "reality check." This is particularly true if the planners are asked to critique project proposals as part of the regular project approval process. It should also be noted that just as there is a risk that some bad projects will be approved because the findings of the first part of the planning exercise was not completed, there is also the risk that the regional planning exercise will not bear much fruit. I would argue that the optimal risk minimization strategy involves moving ahead on both fronts at the same time.

Above, it is suggested that \$9 million can be effectively spent on roads, potable water and other projects in the Arusha



Region. It is probably true that double that amount could be effectively spent on projects over the next few years, without any large-scale planning exercise. The regional planning exercise will probably end up costing over a half million dollars and one can reasonably ask whether these funds could not be more effectively put to work directly in the generation and funding of additional projects. To answer this question, one must consider the potential benefits of the regional planning exercise.

Every year, each region in Tanzania must go through a budgetary exercise that results in a request to the central government for development and recurrent monies. Every five years, the region participates in a five-year development plan exercise. The regional planning activities that are part of AP/VDP should be a useful drill for the region's two budgetary exercises provided it is well done and provided that Tanzanians are fully involved. In short, the regional planning exercise can be defended on grounds that it is a useful training activity.

A second important outcome of the regional plan is that it will provide a heretofore unequalled single source of information on the region. This should be of use to regional, district and central government officials, not to mention potential foreign investors, both public and private.

The regional plan should also provide the documentation on major constraints to development in the region. Some of these

constraints will be sector-specific, while other constraints will cut across sectors. Some of these constraints will be the result of government policies; some will be the result of inadequate manpower, some will be the result of economic and social infrastructure shortcomings, and some will stem from organizational and administrative inefficiencies in government. It can be anticipated that resource inadequacies will be identified; it is also likely that inefficient uses of existing resources will be identified. In short, the regional plan should identify major constraints to development and provide documentation appropriate for changing the. How should this information on constraints be used? There are several possibilities. When a resource constraint is identified, it might be appropriate to generate a project proposal for additional funding to overcome it. Alternatively, it might be appropriate to develop a paper appealing to the central government for a change in certain policies. In other instances, the proper action might entail a change in the organizational or administrative structure within the region.

One might ask what chance there is that desired results will follow. Will proposals be funded, will government policies be changed, and will organizational and administrative procedures be reformed? At this point, one can only speculate. However, inasmuch as AP/VDP is committed to spending in excess of half a million dollars on regional planning, it is incumbent on the project to provide such documentation to the regional policy-makers and assist them in making effective uses of it.

Perhaps the most important potential use of the planning exercise involves an enrichment of the village development component of the project. If regional planning has any legitimacy, it is in providing a basis for development activities. Skeptics may argue that common sense and a general awareness of the region is an adequate basis for the identification of appropriate development initiatives. This is a dubious claim. The Arusha Region has a wide variety of ecological zones and there is reason to believe that more specialized production in conformance with zonal boundaries will have high pay-offs. The regional planning exercise will identify constraints to further development in the region. While it is possible that some of these constraints can be removed, others will turn out to be intractable -- at least for the medium term. For example, there is no point in trying to increase agricultural production if the existing marketing and distribution system cannot handle what is already being produced. Similarly, there is little point in trying to expand access to potable water through the use of diesel-driven pumps if the country cannot afford to import more diesel fuel.

There would seem to be little point in initiating projects that require the support of government services if there is already an excess demand for government services. In such circumstances, it would be more sensible to determine first whether government services, including those provided by parastatals, cannot be delivered in a more efficient manner.

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Finally, an important activity in the village development component of the project is to increase small-scale enterprise activity in the region. There is little point in attempting to increase such activities if existing government policies provide no incentives for such activities.

The examples presented above are only illustrative of the ways results of the regional planning exercise might enhance the village development component of the project. Given these potentials, it is important that attention be given to the process by which information generated by the planning exercise is to find its way into the village development component. One thing is certain: an effective transfer of this information will require considerable forward planning.

ASSESSING THE CURRENT STATE OF AFFAIRS --  
THE REGIONAL PLANNING EXERCISE

At present, there are a number of on-going information activities that are intended to contribute to the regional planning exercise. We can group these activities under three major headings: information intensive, sector assessments, and information papers.

Information Intensive

Information intensive activities are those intended to provide information for multiple project purposes. These activities include: the inventory of existing information on the region, the village profiles and aerial photography. What distinguishes these planning activities from others is that they have no intrinsic value; if they are to be of value, they must be fed into other project activities, both planning and village development. It is too early to tell whether these activities will pay for themselves, but there are reasons to be concerned. The inventory of available information effort is being pursued in a half-hearted manner with no comprehensive plan for completion or use. The village profile work should be coded in the next month, but with the exception of the agricultural and livestock sector assessment papers, little advance work has been done to insure that this information is fed into other project initiatives. And even in the base of agriculture and livestock, little time has been given to determine specifically how the data will be used, particularly how it will be used analytically. At this point, the assessment has to be: it will take considerable imagination and aggressive salesmanship on the part of the information collectors for this information is to be put to good use. And here, we are only talking about the use of this information by expatriates. To be of long-term value, Tanzanians must be trained in the potential uses of this information and in the use of the yet-to-arrive

computer. To make matters worse, there is also the problem of what Tanzanians are available for training in the use of the village profile information.

Similar observations are in order concerning the aerial photography. Perhaps the concern should be even greater here inasmuch as very few people have training in the analytical uses of aerial photography.

To insure that the best use is made of these information-intensive activities, new procedures should be instituted. Those responsible for the information-intensive activities should be tasked with the responsibility to get the information used. A schedule of meetings should be established with potential users and the results of those meetings should be written up in memo form. Action plans should be spelled out in the memos and further actions should be monitored.

### Sector Assessments

Numerous activities under this heading are underway or just starting:

- o Population -- Johnston ?
- o Transport -- Holland, IDA, ?
- o Beekeeping - field officer, Arumeru
- o Agriculsture/Livestock Assessment -- Walton, Jacobs, Sargent and Humpal
- o Environment/Tourism -- Dunford, Bryan, \_\_\_\_\_, Beekhuis and V. Morss

- o Water -- Gadek
- o Small-Scale Enterprise -- Allen, Shaeffer, IDS
- o Health -- Alger

A question mark indicates more work is needed, but who is to do it remains unclear. There are serious problems with this work that derive primarily from inadequate research management. From talks with those responsible for these assessments, it is evident that few have a clear understanding of how these assessments should be structured and how they might be used. For example, there is no document that lays out the outline and purpose of these assessments. There have been false starts and wasted efforts. There is a critical need for someone to take over the responsibility of overall guidance and day-to-day direction to these studies.

In terms of what these assessments should include, general guidelines can be easily stated. They should start with a general description of activities in the sector. This should be followed by an assessment of these activities that includes a specification of the constraints to development of these sectors. Institutional and non-institutional barriers to progress should be covered. These assessments should conclude with a number of suggested initiatives. These initiatives should include a rationale for the use of project monies, proposals for outside funding, recommendations for policy changes, and recommendations for more effective use of existing resources. Proposals for the

expenditures of new monies should -- at a minimum -- include rough projections of costs.

Completion of the sector assessments following the outline set forth above is only the beginning of their potential use -- a necessary (but not sufficient) condition for their use. Once the sector assessments are in, and once the first round of information papers (to be discussed below) are completed, an expert team should be assembled to read through them in total. Out of these readings should come an understanding and rationale of how they fit together, the identification of cross-cutting issues, and some sense of the overall budgetary requirement called for to implement them. Budgetary and political circumstances will necessarily dictate the next set of actions. It can be anticipated that major gaps in the work will turn up. Decisions will have to be made concerning further steps. These might include detailed feasibility studies as well as further research papers. It can also be anticipated that "position papers" for Regional Officials to use at higher levels will also be called for.

#### Information Papers

At present, many information papers are either underway or have been completed. A nearly complete listing follows.

- o MORSS/Morss -- Conceptual Paper on Planning
- o Lewis's memos on details of the planning exercise
- o Thomas paper on local institutional structure

- o Chirug -- parastatals
- o Fosbrooke -- historical background (4 papers)
- o Morss -- relating the regional planning exercise to regional development objectives
- o Morss -- integration of Regions
- o Morss -- resource constraints
- o IDA -- assessing the results of the Third Five-Year Plan

The status of the Thomas and Chirug papers is uncertain. A first draft of the remaining papers are completed or nearly so.

#### THE NEED FOR A MANAGEMENT RESEARCH OVERVIEW

We return to the "Grand Scheme" outlined at the beginning of this paper. It can be concluded that insofar as the regional planning activities described above are concerned, efforts will fall far short of aspirations unless a full-time person is assigned to giving these efforts focus and direction. This person should be skilled in research management. At the same time, he should have a clear idea of the grand scheme. He should be available on a daily basis to work with those engaged in writing the various papers to deal with technical issues that will inevitably arise in efforts to complete the work agreed to in the sector assessment and information paper outlines. He should insure that outlines are developed for the papers yet to be started or not yet completed. These outlines should include what is to be

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covered but also the methodology to be employed and the resources required. All of this should have happened earlier on, but now is better than never.

#### NEXT STEPS

The "research manager" called for above should be recruited immediately. If this is done and if work on the already-assigned papers proceeds at a reasonable pace, first drafts of these papers should be available by the beginning of June. Between now and then, a "review panel" should be appointed. This panel should review these first drafts and provide written comments on these papers to the research manager no later than the end of June. The research manager, working with the Chief of Party, should determine what changes should be made in the papers, and how to accomplish these changes. By the beginning of September, second drafts of the papers should be available. At that time, a planning review team should be assembled in Arusha. The purpose of this meeting will be to determine how these papers should be synthesized into a comprehensive plan for the region. Among other activities, this team should accomplish the following tasks:

- o identify overall themes for the region's development
- o eliminate inconsistencies in development initiatives proposed
- o identify cross-cutting policy constraints

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- o identify a limited number of large project initiatives
- o relate development initiatives to resources currently available, and decide on strategies required to acquire additional resources
- o develop plans to disseminate the information generated by the regional planning exercise into other project activities and into on-going regional development activities
- o determine what further planning activities are required

The outcome o the meeting in September should be a paper that summarizes the conclusions reached and provides a comprehensive plan of action for the next year.

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## ANNEX B

### VILLAGE DEVELOPMENT ACTIVITIES

by

Jerry Silverman

#### INTRODUCTION

The village development sector constitutes an important element in AP/VDP and involves all activities directed towards the achievement of the following two objectives:

- o Identifying, designing, implementing, and evaluating individual, specific, income-generating projects at village, ward and district levels.
- o Developing and/or improving the Sub-Regional capacity of the Tanzanian Government to perform the above tasks and, to the degree relevant and possible, integrate the variety of such activities within the AP/VDP area.

Strictly speaking, "village development activities" is a misnomer, inasmuch as it involves legitimate project activities at levels above that of the village, i.e., at Ward and District levels. This has led to some confusion among project staff; some of whom believe that only projects identified from the "Bottom" (i.e. identified by persons living at the village level and designed by them) can legitimately be funded from the "Productive Activities" portion of the AP/VDP budget. Although the Policy Paper issued by the Project Review Committee on February 7, 1980, clearly

states that the division of financial resources from among the "Productive Activities" section of the budget can include as much as 50 percent for District development activities and another 20 percent for feasibility studies, some confusion on this point still remains (e.g., the belief among some project staff that the reason for the rejection of the bakery project in Arumeru District was that it was a district project emanating from a non-project village with benefits for the district as a whole rather than from a project village.) Although it would be ridiculous to rename the project, it should be understood by all project staff that the "Village Development" component has a broader "sub-Regional" focus than an exclusively village focus. In this context, it should also be understood that this project is not, strictly speaking, based on the simplistic "bottom-up" approach. Rather, the model being used can more appropriately be called a "Reciprocal bottom-up, top-down" approach. As the Figure on the next page clearly illustrates, the Government of Tanzania recognizes that such an approach does not simply replace "top-down" planning, implementation, and evaluation with "Bottom-up" planning, implementation, and evaluation. Rather, it emphasizes a change in the direction and flow of initiative and response, acknowledging that different types of initiatives and response require aggregation of resources at different levels in the planning and administrative chain. However, it also recognizes that both initiative and response mechanisms should be developed and retained at the lowest level of aggregation capable

of maintaining acceptable levels of efficiency. It is clear to the author of this Report that the structure of the Government of Tanzania conforms to the process required by the adoption of the "Reciprocal Bottom-up, To-down" model and that the implementation of the AP/VDP does not require any significant changes in that structure. The issues raised and the recommendations provided in the remainder of this Annex are directed towards the improvement of the process within the context of the already established structure of the Government of Tanzania in the Arusha Region. This point is significant and should be understood by all members of the DAI Technical Assistance Staff.

#### ISSUES AND TACTICAL RECOMMENDATIONS

- A. Given that there are two different objectives of the Village Development Project component of the AP/VDP, what is the appropriate relationship between them?

Although these two objectives can be complementary, they are necessarily so. Individual village level projects can be generated in isolation without any attention being given to the questions of how they can be improved through increased attention and/or improved skills of Government officers at village, ward, and/or District levels or how the projects themselves might contribute to the development and/or improvement of the sub-regional capacity of the Government. Thus, movement towards the achievement of one of these objectives does not necessarily lead

automatically towards positive movement in the direction of achieving the other objective. As only one possible example, training District Planning Officers (DPOs) in more sophisticated planning techniques in an attempt to improve the quality of District Project Plans might result in a conclusion on their part that people in the villages should participate less in the planning/project design process because the skills required for such participation are beyond villager capabilities. Thus, when designing activities direct towards one of these two activities, it is essential that consideration be given to the effect on attempts to achieve the other of these objectives. This is no easy task and requires a sophisticated understanding of the relationship between the two objectives.

In addition to the question of potential, complementarities and contradictions between these two objectives, there are a number of subordinate issues that can be identified as a result of having two distinct objectives rather than only one objective:

- o With reference to the allocation of staff, material, and financial resources, what are the trade-offs in terms of allocating such resources to attempts toward the achievement of one or another of the two objectives;
- o From a process point of view, what is the appropriate sequencing of steps towards the achievement of both objectives, both in terms of logical sequencing towards each objective and between them; and
- o What ought to be the appropriate allocation of roles and responsibilities as between Government of Tanzanian officials and DAI technical assistance staff during each stage of the process towards the achievement

of both objectives, especially keeping in mind that the direction of the process should be towards eliminating any operational responsibilities for DAI technical assistance staff?

The point to be made, here, is that none of the decisions required in response to the identification of these issue areas is simple. The clear articulation of these issues is only a first step towards the policy decisions which must be made to resolve them. A conscious effort will be required on the part of both DAI Technical Assistance staff and Government of Tanzania officials for the development of a Strategy which can provide appropriate guidance concerning the relative weights to apply to each of these two objectives so that informed decisions can be made by District and Ward staff and the Project Review Committee. More specifically, it should be pointed out that the Project Implementation Unit (PIU) as currently conceived is much too narrowly focused to address the issues raised in this section of the evaluation. Unfortunately, that is the only unit so far created and tasked with addressing problems faced by staff operating at the district level within the structure of the AP/VDP itself. It is clear that the PIU's mandate is limited to facilitating the review and processing of District/Ward/Village project proposals and has, at least to date, not been extended to providing guidance to operational staff concerning the relative priorities or relationship between the two objectives of the "Village Development" component of the AP/VDP. Therefore, it is self-evident that if explicit guidance is not forthcoming concerning alternative options in this regard,

the very existence of a narrowly focused PIU in the absence of other efforts addressing the broader range of issues will result in an overwhelming emphasis being placed -- at the operational level -- on the generation of project proposals essentially en vacue.

- B. What, if anything, should distinguish AP/VDP projects at the District/Ward/Village level from projects funded from the regular District Development Budget?

The answer to this question is in some respects simple, but in most respects extremely complex. On the one hand, AP/VDP projects are supposed to be productive in that they are supposed to increase incomes for the village and/or group of participants. In that sense, they are more narrowly defined than is the whole range of projects financed by the Government of Tanzania's District Development Budget, which can include income-generating projects but which is not limited to projects of that kind. On the other hand, some suggestions have been made that AP/VDP projects ought to concentrate on activities which will result in the generation of revolving funds that villages can draw on in future for the funding of second and third "generation" projects identified, designed, and implemented by themselves. This type of project would be largely outside the normal kind funded out of the District Development budget and would require some new structures and procedures for their implementation (for example, the depositing of loan repayments generated from the original project, their investment while being held until committed to

further project design, the payment of interest on such deposit, the procedures developed concerning who has authority to design future projects to be funded by the revolving fund and who has authority for the release of such funds, might be more appropriately handled by a District Development Bank or the Tanzanian Rural Development Bank than by other District Government Officials who are more familiar with handling funds which flow only in one direction -- from the Government to project recipients -- and do not revolve. As it now stands, the picture is not at all clear as to what the Regional Project Review Committee intends in this regard. At the District level, it is even less clear. For example, in Mbulu District, the majority of project proposals submitted for first year funding by the AP/VDP are virtually indistinguishable from those projects funded by the District Development budget in the four sectors included in the AP/VDP mandate. It is clear from a review of the Mbulu District Development Budget and the AP/VDP project proposals to date, that the District has been divided into AP/VDP Wards and non-AP/VDP Wards and that conventional activities of the District Government which are planned for the development of the district as a whole are subdivided by location for regular development budget funding or AP/VDP funding based almost exclusively on the location of the project site. Thus, of those nine projects funded from the District Development Budget which appropriately fall into the four sectors of the AP/VDP (agriculture, livestock, Cooperatives, and Natural Resources), only two are partially located within

the four pilot AP/VDP wards (one of several nurseries for fruit trees and one of five village shops). All of the other projects are located in non-AP/VDP wards. On the other hand, the projects funded under the District Development Project or are -- like the piggery project and the training of veterinary staff -- directed towards the improvement of resources available to the district as a whole (thus, one finds requests for a forest and fruit tree nursery, a village tree seedlings project, and a small-scale catchment and irrigation system). Therefore, it is necessary to give explicit attention to the development of a coherent set of criteria and indicators for applying these criteria to the selection and approval of appropriate projects for AP/VDP funding. The need for this is illustrated by the debate over whether or not approval should be given to the project which will provide training to the staff of and the supply of equipment and supplies to a veterinary center in Mbulu District. The debate to date has revolved around the question of whether or not AP/VDP funds should be used to support conventional Tanzanian Government services. That is, of course, one perfectly acceptable approach to the question. But yet another approach to the question is to focus not on who or what is receiving the support but for what purpose the funding is provided and from what source or direction the proposal originated. In those terms, one might argue that, if the reason for providing support to a Government of Tanzania Veterinary Center is that an improvement in its services is required for the success of some other village level generated animal husbandry project which was,

in its turn, previously or concurrently approved, the veterinary support project should also be approved. However, if the veterinary support project should also be approved. However, if the veterinary project was originated solely by the District Livestock Head as part of an ordinary staff improvement effort without any linkage to a village initiated project, it should not be approved (although it can be further argued that even if the veterinary proposal is not linked to a village-initiated project, it should be approved anyway as an effort to co-opt the Livestock Head's participation and support for the AP/VDP effort overall). The point to be made here is not that one particular set of criteria and indicators for their application is obviously better than some other set; but rather that some effort must be made to provide an explicit and consistent set of criteria of some sort as guidance for sub-regional staff on both the Government of Tanzania and DAI Technical Assistance Team sides.

- C. With reference to the Village Development component of the Productive Activities budget, what is the proper level of aggregation for the solicitation of project proposals and/or for the inclusion of a group of project participants?

At first glance, the answer to this question would seem to be established by the Tanzanian Government's official policy concerning villagization. That is, that the whole village should generate a project proposal, participate in its implementation, and receive the benefits generated therefrom. But does this broad policy, in fact, exclude the acceptability of a project proposed from some group less inclusive than the whole village? We do not

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know. However, we are struck by the fact that many people involved in the AP/VDP simply assume that such a restriction is in force. This assumption is made even though some evidence exists that some groups comprising less than the whole village have been authorized to operate an enterprise within a village context. We do not presume, in the report, to recommend whether one alternative is better than another. However, an analysis of the differential affects on the developmental strategy, mobilization techniques, project structures, and distribution of benefits given alternative levels of group aggregation would probably be useful, especially if -- based on such analysis -- guidance were provided to operational staff at sub-regional levels concerning the application of the villagization policy as regards implementation of the AP/VDP.

- D. To what degree with respect to which functions should village level participation be increased? What methodology ought to be followed to increase the level of village level participation to the appropriate degree in the identification, design, implementation, and evaluation of appropriate AP/VDP projects?

A discussion of these two closely interrelated issues requires, in turn, reference to the previous discussions under sub-heads A and C. In the context of a "Reciprocal Bottom-up, Top-down" approach, certain functions are best performed at the village level and other functions are best performed at the District level. Although those better acquainted with capabilities within the Arusha Region than we are should be responsible for specific judgments in this regard, in general terms, as experienced in

other locations, an allocation of functions within the process works best if it proceeds along the following lines:

o Problem identification.

The identification of a specific problem which should be addressed and ameliorated is, in most cases, best left to the population affected by it within a village or ecological zone. Therefore, this function is best left largely to the villagers.

o Identification of the causes of the problem.

This might involve the identification of causal factors outside the experience and/or knowledge of villagers. On the other hand, officials from Ward, District, and Regional levels should not simply assume that that is the case. Therefore, this function is best performed through a dialogue between villagers and officials from higher levels.

o Response/Design of Project Solution.

Although there will occasionally be exceptions, the technical solution in terms of all of its ramifications for the design of a management and implementation system will ordinarily be beyond the initial capacity of villagers; at least if left to themselves (however, it should be pointed out that over time, the experiences of villagers might result in the development of a capacity to do more of this in future). Therefore, this function is ordinarily best performed by technically skilled people at the Ward, District, or Regional levels. However, two principles should also be kept in mind: (a) this function should be performed at the lowest possible practicable level; and (b) attention should be given to improving the capacity of villagers to perform this function, or at least parts thereof, over time.

o Project Commitment.

This step is often overlooked by planners. The actual design of a project almost always raises additional questions about the trade-offs that must be made by villagers in order to successfully implement the project and achieve the desired objectives. Sometimes, when villagers become aware of what those

trade-offs are, they decide that the achievement of the objective is no longer desirable. Unfortunately, because planners sometimes think that since the project -- as they have designed it -- will achieve the objectives originally desired and requested by the villagers in the form of a somewhat vague idea, they assume that the villagers will support the operational implementation of that project and, therefore, neglect to present the project design itself to the villagers for their final approval. Neglecting to do this along with neglecting to present the operational consequences of proceeding with the project as designed, often leads to unexpected failures during the implementation phase. Therefore, this function should be performed through a substantive dialogue between affected villagers AND higher officials prior to final approval of the proposed project and obligation of funding.

o Project Implementation.

Projects should be designed so that they can be implemented primarily by the villagers themselves, even when from a strictly financial and cost/benefit point of view that is not the most efficient method. Assistance from higher levels should be limited to these technical inputs that are both necessary and impossible to obtain from among the villagers themselves and, once identified, should be provided in a timely manner from higher levels.

Project documents already identify three models to be used in an attempt to increase participation among villagers in the project identification/planning/implementation process: the Facilitator, Leadership Experience, and Conventional Government models. Clearly, a clarification of Tanzanian Government policy concerning the issue raised under sub-head C above is required because the modes through which each of the model is applied will depend to some extent on what that policy actually means in this regard. However, notwithstanding the resolution of that issue, it will be valuable to compare the relative efficiencies of each of these three models under whatever conditions Tanzanian policy

dictates. Therefore, a conscious effort should be made to apply each of these three models during the early stages of AP/VDP implementation within each of the three project Districts. This point is stressed here because, to date, one model is being used exclusively in Mbulu District while another model is being used exclusively in Arumeru District.

E. How can the project implementation process be used to generate information about methods for improving the AP/VDP during subsequent planning and implementation cycles?

This issue involves the conversion of a DAI philosophical principle or theory into an operational mode. In short, the theory posits that one of the most effective methods of generating project-relevant data is directly through the process of project implementation itself. Thus, rather than waiting for the completion of a thorough data collection effort through conventional methods (e.g., surveys, review of secondary sources, etc.) and the drafting of a comprehensive plan, project implementation should begin early in order to generate information concerning systemic opportunities and constraints through actual experience. Once actual project implementation begins, previously unidentified factors affecting project implementation will virtually "leap out" at the project manager and planner alike. Therefore, if an efficient project implementation monitoring system can be installed within the project which can "capture" information about the operational experience of the project, project and other planners can be provided with relevant information more quickly and

efficiently than through any other method. At the least, such a method will provide useful supplementary information to planners.

- F. What should be the content of training and what should be the process through which that content can be transmitted to appropriate Tanzanian Government officials at District, Ward, and village levels?

This is a much more complex issue than the conventional wisdom recognizes. The objective towards which training programs ought to be designed and implemented in the development and/or improvement of the capacity of Tanzanian Government officials at District, Ward, and village levels to more efficiently perform the tasks required to assist villagers in the identification, design, implementation and evaluation of specific income-generating projects. In short, it is an instrument for the achievement of the second objective specified at the beginning of this Annex B. Thus, any training to be provided should focus as directly as possible on both the location specific characteristics of the AP/VDP and the systems established to carry out the AP/VDP. Prepackaged training originating from other locations or derived from other project experiences are unlikely to be any more than marginally relevant to the specific training needs of Tanzanian Government officials working within the AP/VDP project area. With that in mind, it would be inappropriate for the authors of this Report, who have limited experience in Tanzania, to prescribe the appropriate content of such training. However, the process through which the design of appropriate training programs can be

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accomplished can be briefly described here. The most important factor affecting the quality of the training is probably the extent to which its design is based on the needs explicitly identified by the persons who will receive the training themselves. Thus, the actual design of the training programs should follow discussion between those responsible for designing and providing the training and those who are to receive the training. Further, throughout the actual training sessions, the materials used should be subject to revision by the trainees themselves based on their perceptions of the relevance of such materials to their actual job requirements. In addition, the materials and exercises used should be based almost exclusively on the actual materials used by the trainees in the performance of their actual assignments on the job. Finally, any training program should be designed in such a manner that Tanzanians can replicate it on future occasions. This is necessary since foreign trainers cannot be relied on indefinitely and further training of the same or similar type will be required forever in order to retain the skills among replacements of those transferred or retired following completion of previously provided training. The issues which have only been sketched here have been discussed in some depth with the AP/VDP Technical Assistance Team, in order to assure the relevance of the training to be provided by Cornell University during the two week workshops in Arusha, it will be necessary for Government of Tanzania officials at both the District and Ward levels to participate in the formulation of problems to be addressed and skills to be provided both

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before the commencement of those training sessions and while they are underway. Therefore, a strategy and schedule for collecting information in this regard from the relevant District and Ward Officers should be decided upon in the immediate future.

G. What should be the role of the RDS?

There remains some considerable confusion among the RDSs themselves, other members of the AP/VDP Technical Assistance Team, and Tanzanian Government officials on this point. Is the primary role of the RDS to provide on-the-job training to Tanzanian Government officials at the district and ward levels; or to work directly on the mobilization of villagers for participation in project activities; or to assist in the design of a project identification, design, implementation and evaluation system for AP/VDP, or to work towards the integration of AP/VDP project activities into the regular Tanzanian Government District Development Budgetary process, or to prepare Project Proposal forms as designed by others, or to serve merely as a facilitator for the processing of project proposals through the District-to-Region administrative chain, or all of the above, or some of the above and some other functions not listed above? The point is not that we recommend that the RDS should be doing one or another of these things -- that is for AP/VDP project staff to decide. Rather, the point is that no decision has been made, or perhaps such decisions have been made but have not been communicated to the persons concerned. Priorities should be set, whatever they might

be, to assure that the RDS's allocate their time and resources in appropriate ways. At this point in time, it is clear that the RDSs are not sufficiently aware of what they should be trying to do and how what they are doing might or might not link with other activities undertaken by the AP/VDP. In addition, some confusion and irritation has resulted from some initiatives taken at the Regional level without consultation with them. (For example, the content and scheduling of District Workshops and the content scheduling, and carrying out of both Village Profiles and Regional Planning surveys.) Further, there is some confusion about whether they have any right to claim Regional level Technical Resources to assist them in their specific tasks at the District level and, if so, how they can effectively draw on those resources. It is also clear that AP/VDP staff at the Regional level have not taken sufficient advantage of the RDS's ability to serve as a "reality check" on plans prepared and activities undertaken at the Regional level. With their experience "on the ground," the RDSs represent an important resource that should be drawn on by the Regional level to a much greater extent than has been the case to date. It is clear from this brief discussion that the RDSs require much greater guidance and assistance in conceptualizing their role, determining appropriate ways in which to carry out the concept, facilitating two-way communication between them and persons assigned to the Regional levels (as well as among themselves), and providing access to resources at the Regional level. Therefore, given the complexity of this task and the

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sophistication required to perform it well, it will require a full-time assignment for someone at the Regional level within the DAI Technical Assistance Team.

### STRATEGIC RECOMMENDATIONS

In addition to the teactical recommendations concerning the specific issues discussed above, two macro-level recommendations are necessary here.

- A. A policy paper should be prepared over the next several months, similar in format to the Sector Assessment papers being prepared as part of the preparation of the Regional Plan, which addresses the issues raised above and which provides coherent strategy for the implementation of the Village Development Sector component of the AP/VDP.
- B. A new full-time position at the Regional level should be created within AP/VDP for the coordination of the activities of the RDS, the provision of guidance to the RDSs concerning the day-to-day operationalization of the strategy provided by the policy paper described above, representation of the RDSs to other Regional AP/VDP staff, assist the RDSs in the implementation of their assigned tasks, reviewing the work of the RDSs in order to avoid wasted effort, and so forth. Ideally, this person would be Tanzanian. Failing this, an expatriate could be appointed to upgrade a less-qualified Tanzanian to fill this position.

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CONCLUSION

The Village Development Component of the AP/VDP represents an exciting concept and approach to rural development issues that has implications for countries other than Tanzania. Our short review of the efforts underway in this regard within Arusha Region convinces us that the Project is, in most respects, "on track" and will provide important insights to others involved in similar efforts elsewhere. The issues identified in other sections of this Annex are, in many respects, similar to those experienced by others who have or are in the process of undertaking similar projects in other locations. That clearly suggests that such problems are not peculiar to either Tanzania or to AP/VDP, especially as they have occurred during the earliest stages of project implementation. It is our hope that this brief review will assist those responsible for carrying the AP/VDP forward in the difficult tasks that await them.