8. MONITORING AND EVALUATION

8.1 Introduction

This chapter shows you how to integrate (participatory) monitoring and evaluation (M&E) into the regular development planning and implementation cycle of CPDP. In particular, it helps to:

- Understand the basic concepts of a M&E system based on a logical framework
- Design and implement a M&E plan
- Put a Participatory M&E approach in place
- Include monitoring and evaluation of the CPDP process itself

8.2 The basic concepts

Monitoring and evaluation (M&E) of the participatory planning process and the implementation of its respective outputs are extremely important. M&E ensures that the district follows the overall development direction formulated in the Strategic District Development Plan (Chapter 3). Moreover, M&E is critical to establish accomplishments of the district, ward and village development plans. M&E, if systematically, timely and correctly carried out, can provide you with useful information to follow up on strategic choices, on priorities and project implementation. Before setting out the practical guidelines, the next paragraphs explain a number of basic M&E concepts.

8.2.1 The Logical Framework

The logical framework (log frame) is a tool for planning and managing development processes and activities. The planning consolidation tables of Chapter 6 are by and large based on it. The format of a log frame is usually a four column grid that shows the linkages between:

• Project intentions, formulated in 'Objectives';

- Assessments of achievements, formulated in Indicators' which can be measured and verified objectively;
- Ways of checking progress, formulated in 'Means of Verification';
- Expected events or situations outside project control that can influence the project, formulated in 'Assumptions'.

Table 19 shows a typical log frame. Donors sometimes use different terms for the same elements of a log frame and this may be somewhat confusing. Log frames are not just static multi-year outlines. They can change as activities develop. Using periodic monitoring information, you can adjust the annual plan and modify the log frame to reflect what can realistically be achieved in the remaining time. ⁸

The rows of the log frame have an increasingly shorter time span and an increasing level of practicality. Following this logic, the "objectives" are defined at consecutive levels:

- **Goal** is the fundamental change for the target population in the **long run**. Achievement of the goal is known as **impact**. An example is a reduced number of people having lung cancer.
- **Purpose** is the change among the target population in direct response to activities in the medium-term. Achievement of the purpose is known as an **effect**. For example a reduced number of people smoking cigarettes. A purpose is often found as a strategic objective for a sector in the SDDP (Chapter 3, also compare Table 17 in Chapter 6).
- **Output** is the product of the programme within a shorter planning period. Achievement of outputs is measured in **results**. For example the number of anti-smoking campaigns organised. Outputs are often given as main activities in village development plans.

Objectives	Indicators	Means of Verification (MoVs)	Assumptions
Goal			
Purpose (s)			
Outputs			
Activities			
Inputs			

³ A reference manual for M&E in Ki-Swahili is: 'Midahalo ya Maendeleo Vigigini, ushirikishwagi wa walengwa kweni mi panogo ya maendeleo', TRACE, 1998.

Table 19: Structure of a typical log frame

- Activities in a log frame are all that is done to achieve an output. Achievement of an activity is often measured in processes e.g. (1) antismoke campaigners mobilised and instructed, (2) work plan for anti-smoking campaigns prepared, (3) permission from Local Government to campaign requested.
- **Inputs** are of course the resources necessary to execute activities, and include issues such as transport, stationery, staff, time, etc.

8.2.2 The monitoring and evaluation system

All the measures you take to realise effective monitoring and evaluation form together the M&E system. It is the information system used to assess the progress, performance and impact of the CDDP. The M&E system has two separate sets of activities:

- Monitoring activities
- Evaluation activities

Monitoring is the collection and management of data and information. Monitoring information is collected on a continuous basis throughout the implementation of the CDDP. Typical monitoring questions are: Is the implementation going well? Is the work being done as planned? Is the quality of the implementation satisfactory? Are costs under control? Are activities contributing to the expected outputs? Are institutional changes affecting the implementation? Are the contextual factors changing? All key actors can and should play a role in monitoring. Monitoring is mainly concerned with assessing outputs, activities and inputs.

Evaluation is the periodic assessment and analysis of the plan using monitoring data. Evaluation is mainly concerned with assessing achievements in relation to goal and purposes. After a period of implementation, it is necessary to look back and consider the CDDP as a whole. How successful has its implementation been? Have the outputs been realised? Are we on track in reaching the purposes? This information helps to learn from experience and improve your approach in subsequent years. Moreover, as Manager and Coordinator of the planning process, you need this information for reporting and for feedback to the district actors. Evaluations in CPDP are usually done annually. A more thorough evaluation using external consultants can be undertaken after 3 to 5 years.

Indicators are "things" you can measure to check whether proposed changes have occurred. Finding good indicators is not very easy and requires some experience and initial training. They should be formulated in a SMART way meaning that they should be: Specific, Measurable, Accurate, Reliable and Time-bound. They should also be:

- Relevant: directly linked to the "objective" at the appropriate level
- Technically feasible: easy to be measured and assessed.
- Useable: easily understood by the actors and using information provided by the indicator
- Participatory: so that the target community and other actors can be really involved in carrying out the monitoring and evaluation.

Table 20 gives a series of possible indicators for the planning example discussed in Table 17 of Chapter 6.

8.3 Making monitoring and evaluation work

In the true spirit of CPDP, all relevant actors play a part in the monitoring and evaluation of the district plan. M&E of the plan requires a structured approach and needs allocation of staff, time and resources. Specialised staff within the district should be assigned to oversee M&E of the CDDP and could include appointed and trained M&E officers from each of the Development Clusters. For purposes of sector specific M&E and data management, it is recommended to have departmental staff trained in M&E as well. Of course, overall coordination remains with the DPLO's office.

8.3.1 The M&E Plan

While drafting the Comprehensive District Development Plan (Chapter 6), the M&E team under the guidance of the DPLO should prepare a M&E plan. This plan describes all M&E requirements and responsibilities in respect of the CDDP. There are four important reasons for the early preparation of a M&E plan:

- Attention to M&E encourages critical reflection on CDDP objectives, assumptions, indicators and activities.
- Adequate provision can be made at the outset for meeting the cost of M&E.
- M&E can be incorporated from the start into the various CDDP components.
- Information users, including the target population, can participate in designing an appropriate M&E system that is acceptable and useful for their needs, not just for CDDP managers, donors etc.

Table 20: Sector development planning table with examples of M&E indicators

Result Area (Cluster): Education Sector: Primary Education Year: 2004/5

		Indicator	s/Targets	Means of	f Verification	Assumptions				
Strategic Objective or Purpose	To improve the quality of and accessibility to primary education	Net enrolment rate, transition from Primary to Secondary School, etc.		DEO statistics, SS statistics, examination results, etc.		Legislature on privately managed P. and S. Schools completed, PS fees legislature adopted, etc.				
Outputs 1.	Construction of primary school classrooms	No of new classrooms constructed, pupil:classroom ratio		DEO statistics, school management reports, reports Inspectorate, etc.		Local construction ability available, Maintenance policy in place, Construction material available, etc.				
2.	Construction of teachers houses									
3.	Instructional material available									
4.	Improved School management									
5.	In-service training of teachers									
6.	School libraries									
Activities	Activities		Means of Verification	Location	Responsible Person	Implementation Period		tion	Remarks	
						Ι	Π	III	IV	
Activities to realise	Output 1									
1.1	Conclude MoU with Village	Signed MoU	Village Registry DEO Registry	Village A	DEO	Х				After signing MoU operational planning to be finalised.
1.2	Collect stones etc (communities) (according to BoQ and cost-sharing arrangement)	No of trips sand No of Bricks on site	Site visit and physical inspection	Village A	Village Chairman VEO School Head		Х			Capacity of village should be closely monitored. Assistance if needed.
1.3	Supervision	No of visits by technical staff	Work log,	Village A	DEW	Х	Х	Х	Х	Work planning technical staff DEO/DEW jointly
	etc.									

The M&E plan can simply be based on the consolidated sector/cluster planning tables (Chapter 6). However, the tables themselves do not provide enough detail to prepare such plan. More information is required as to WHO will do WHAT, WHEN and WHERE, what METHODS will be used and how the information will be ANALYSED and REPORTED.

You can prepare an M&E plan by taking the indicators of the consolidated tables and answering the given questions. Table 21 shows an example of a simple M&E planning matrix that emerges when you do this. Note that this example shows the M&E requirements for **one** indicator at **one** objective level (purpose).

Basically, the M&E Plan for the CDDP is a simple compilation of all M&E matrices, particularly at output, activity and input level. Be practical and set priorities for what really needs to be done and can be done.

Take a final look at the M&E Plan and check whether the following is really clear:

- Who is responsible for collection of which information and when?
- Who is responsible for analysis of information, what method is used, and how are results communicated?
- Who is responsible for (management) decisions based on (new) available information?

8.3.2 Implementing the M&E plan

If well prepared, the implementation of the M&E plan can be rather straight forward. Make very sure that responsibilities of the various actors are clearly communicated and that resources such as transport, Daily Subsistence Allowances, stationery are budgeted for and made available on time. Formats for reporting should be designed in advance and clearly understood⁹.

Under the overall supervision of the DPLO, the Development Clusters are essentially responsible for overseeing the implementation of the M&E plan for their respective clusters. This is however largely delegated to cluster M&E officers, who work closely with sector staff assigned to M&E and data management.

For a successful implementation of M&E activities by each Development Cluster the following needs to be done:

- Preparing specific M&E work plans assigning (field-) staff (including DFT) to specific M&E assignments, timing, etc.
- Training, supervising, coaching staff in all aspects of M&E
- Overseeing that M&E activities are implemented correctly and on time
- Preparing field visit reports, training reports, etc.
- Analysing and verifying of data
- Consolidating reports into different formats for different information users
- Making sure that reports are made available to the respective information users

Purpose	Increased number of women seeking maternal health services at a health facility
Indicator	% of all deliveries in project area attended by trained health worker
	M&E Requirements:
Where to find	HMIS (DMO), community women giving birth in past year, village health committees, women
information?	bringing babies for EPI, TBAs, Health Staff
What methods to use?	Review records, census projections, surveys, group meetings, key informants, focus groups
Who is responsible?	M&E staff of DMO, counterparts, NGOs, community workers
How often to collect	monthly; quarterly; semi-annually; annually, baseline; mid-term; final
data?	
How to analyse data?	quantitative, tallies and trends, quantitative, correlation, quantitative patterns, ask and answer why?
What is Information is	Assessing trends: are we on track? If not, why? To make adjustments; Comparative assessment, Set
used for?	foundation for measuring change, Assess strategy effectiveness, Assess project effects
With whom is	Direct partners; DMO staff, Development cluster partners; donors; interested groups, villagers
Information is shared?	
How is information	Project reports, group meetings: presentation with support graphs, tables, maps, discussion, informal
shared?	meetings, radio programmes

Table 21: Example of format for M&E planning

⁹ Currently, PO-RALG (through the LGRP) is designing a computerised M&E system for a number of sectors. The LG-M&E system is adequate to print out standardised reports on these sectors and to filter data in the way you want.

8.4 Participatory Monitoring & Evaluation (PM&E)

Monitoring and evaluation is only effective if done in a participatory manner. PM&E builds collaboration and understanding among the actors, including the villagers, and provides an interesting learning experience for all involved. Through joint monitoring exercises, it is easier to agree on common planning and reporting formats, and to create a common understanding of the opportunities and constraints regarding the CDDP.

The most crucial part of all monitoring takes place in the village, where activities are implemented. People with a direct stake in the activity and benefiting from it live in the village and are keen to see the activities succeed. At present, though, little attention is paid to monitoring at village level involving the villagers themselves. Although villagers are involved in implementation, they are not considered experts in measuring success or failure. But when the villagers have taken an active role in the participatory planning process, they are usually ready and interested to take responsibility for M&E too. An example of a participatory monitoring assessment with villagers using the SWOT (Strengths, Weaknesses, Opportunities, Threats) methodology is provided in Table 22.

It clearly shows the ability of villagers to articulate critical issues at various levels

Delegating M&E assessments to villages is a step that most districts have yet to make. Therefore, genuine participatory M&E will require a major shift of organisational culture at your level. This is indeed a challenge.

Usually the implementer of a specific activity is responsible for monitoring and providing feedback to decision makers at a higher level. At the village level, the chosen implementation group/CBO or the respective village standing committee will report to the village government at regular intervals. Staff from the district planning office, development clusters and departments will receive feedback from the implementer through field reports, training reports etc. Moreover, field visits and meetings with stakeholders concerned will give a picture about the progress of a specific activity.

Most districts do not yet have a culture of systematic self-reflection and continued adjustment resulting from experiences on the ground.



Capacity building of villagers and district staff for M&E is important.

_		Example: Co	onstruction of classr	poms
Topic	Current status	Strength	Weakness	Proposed improvements
Implementation capacity (staff, transport, subcontract)	Inadequate supervision due to lack of staff allocation, transport and funds.	District task force was created to overview implementation of PEDP.	Not enough manpower Limited transport Inadequate skills at village level to carry out routine supervision. Staff assigned many other responsibilities leaving no time for field supervision.	 Some staff should be exclusively assigned the supervision tasks and no other duties. More transport available for technical staff. Training selected school committee members to supervise the day-to-day construction work. Training contractors on quality and BoQs will reduce the monitoring problems. Geographical areas (wards) to be assigned to individuals for increased accountability rather than covering the entire district with one team Start experimental phase with sub- contracting supervision to qualified NGOs (performance monitoring contract).
Coordination	District task force meets in principle every Monday for reporting.	District task force is the foundation for good departmental collaboration.	Many people involved with limited coordination. Instructions given by non-technical staff are not in line with technical requirements. Interdepartmental communication not enough.	 Stronger involvement of the Works Department is required to improve standardisation and quality. All documents from Ministry of Education should be forwarded and discussed with District Engineer.
Link physical supervision & payments	No link between payments and supervision.		Sub-standard quality. Payments prior to the finalisation of the works.	 Payments to be only done in line with the progress of works. Payments to be made only after inspection and approval. Enforce proper system of payment
Available documentation & use	Most construction sites do not follow standard maps and BoQs. There are no standard contracts with technical specifications signed by the school committee and contractor	No	Poor quality delivered by craftsmen and contractors. No legal means to address inadequate performance of the contractor. No adherence to standards of Ministry.	 Each construction site should have its file with certificates, overview of payments, contracts, letters and memos. The DE and DEO develop a standard contract for the employment of a contractor or craftsman. School committees adhere to the standard contracts.

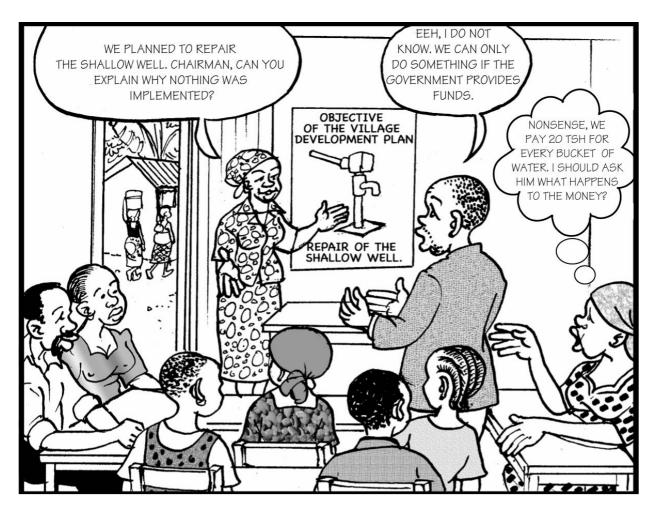
Table 22: Results of Participatory M&E using SWOT methodology

8.5 Monitoring & evaluation of the CPDP process

If the process of participatory planning is of poor quality, then the implementation of the plans also suffers set backs. It is therefore essential to pay sufficient attention to M&E of the CPDP process itself. This determines largely whether the approved village plan reflects the real needs of the villagers. The monitoring and evaluation of the participatory planning process is essentially the responsibility of the DFT. Table 23 gives a number of simple indicators to assess the level of participation in the preparation of the village plan. You may design your own list with additional criteria, data and targets. Include these in the DFT work plan (Chapter 4). Information on the village planning process itself that is needed to fill out Table 23 should be included in the VDP (Chapter 5). In other words, you have to make sure that the VDP has a chapter that describes the planning process that took place, mentioning tools used, number of days spent, etc. Pay attention to this aspect in the training of the village teams.

Indicator			Actual Score
Number of people actively participating in village participatory planning	At least 50% of all residents in the target area	10	
Number of days spent on village participatory planning	Hamlet level: 2 days, village level: 5 days	10	
Gender considerations	Gender segregated data in PRA; 1/3 of villagers participating are women; VDP includes priorities of women	10	
Village records	Minutes, quality of relevant meetings	10	
PRA tools used	At least 5 different tools used	10	
Facilitation	Satisfaction rate of participants	10	
Copies of VDP kept in the village	No=0, 10 = PRA outputs and VDP kept, accessible to all (displayed)	10	
Village leadership	Institutional commitment to participate and lead/ chosen by consensus	10	
Level of understanding	Outcome test *	10	
TOTAL SCORE		100	

* Refers to a simple test under development by DRDP.



Active monitoring and evaluation by villagers creates accountable leadership.

9. COMMUNICATION AND REPORTING

When so many people play a role in preparation and implementation of the CDDP, one of your key tasks is to keep everybody adequately informed, and that too on time. If you do not communicate adequately with the different actors, they are bound to loose interest. This chapter gives you a number of practical suggestions on how to structure communication and information sharing with actors. It elaborates:

- Who are the main users of information and what are their information interests
- What kind of information is required by the different actors in the various steps of preparing the CDDP
- What are the main reporting formats for CPDP and who is responsible for reporting

9.1 Users of information

An important first step is to carefully consider the different users of CDDP-related information. Some persons will be interested in the achievements and lessons learned in a project, others need information on their specific role or how to participate in actual decision-making. Each group of users require specific sets of information, possibly with a specific format.

All the actors involved in the process of CPDP need to be informed regularly about progress in planning and implementation. Make sure to ask them (especially project management, staff, and target populations) what kind of information and communication they require, and also what not. This not only simplifies your work but also makes sure that information is actually used.

Key categories of people and organisations who should receive information on the CPDP include:

- Communities involved: villagers, village governments, village committees, women's groups
- Local organisations, NGOs, CBOs, community groups, cultural and church leaders
- District Governments: district staff, politicians
- Central Government: the Regional Administrative Secretary, sector ministries
- Donors

Table 24 gives an overview of the main categories of actors in CPDP and their specific interests for information.

Although information needs of various actors are clearly different, they often receive the same documents, in the same formats. As a result the message doesn't often get across! For instance, it doesn't make sense to send bulky progress reports in English (required by a certain donor) to the Full Council. Instead make a summary of the main issues and have that translated into Ki-swahili. Consider the information user, his/her specific information requirements and ability to access information provided. Use the simple guidelines in Box 29 to present information.

Box 29: Guidelines for presenting information

- Know your audience, what they need to know, and why.
- Know when the information is needed.
- Be brief and to the point.
- Use simple and clear language.
- Follow a logical sequence of presentation.
- Choose presentation methods that fit the audience (e.g. do not use written material with illiterate villagers or very long reports for busy politicians).
- Choose a variety of ways to present information.

The following paragraphs give you tips on how to organise information dissemination during each phase of the planning and implementation process.

9.2 Information dissemination at the start of CPDP

When initiating CPDP at the district level, all development actors need to be adequately informed on CPDP (Chapter 4). The provision of information is critical to ensure that they support it and get involved. Table 25 gives a summary of the main information dissemination activities proposed for this stage. It is important that this is done in accordance with the general time-line of the CPDP process, as outlined in Chapter 4.7.

Stakeholders Interests for information on CPDP		
Community		
Traditional Leaders, Cultural and Religious Leaders	 To understand the planning process and the importance for participation and support To make informed decisions on whether to support CPDP To get support of villagers/constituencies for CPDP To determine levels of contributions and (moral) support 	
General community, target group such as women, farmers, youth, elderly etc.	 To be informed on CPDP, its objectives, strengths and weaknesses To know exact timetable and expected levels/modalities of participation To be prepared for CPDP related village meetings To know which village priorities are selected and what contributions are expected To know the management arrangements for selected village proposals To be informed on ward and district selection of proposals To know about disbursement of funds for village activities To be able to hold implementers and administrators accountable 	
Local Organisations		
NGOs, CBOs	 To be informed on CPDP, its objectives, strengths and weaknesses To know exact timetable and expected levels/modalities of participation To be prepared for CPDP related village meetings To know which village priorities are selected and what contributions are expected To integrate activities into village plans To know management arrangements for selected village proposals To be informed on ward and district selection of proposals To know about disbursement of funds for village activities To be able to hold implementers and administrators accountable 	
Local Government		
Councillors (Standing Committees, Full Council)	 To know the village plans and priorities To train, support and follow up DFT and VFTs To plan, coordinate and manage CPDP in collaboration with other actors To allocate resources, staff, etc. for implementation of CPDP To monitor budgets and expenditures To monitor physical implementation and impact on beneficiaries To understand the rationale and methodology of CPDP from village to district level To get support of villagers/constituencies for CPDP To inform ward and villages on selection of activities and available budgets To hold executive officers accountable for budget expenditure and physical implementation To formulate new district policy 	
Central Government		
Regional Administrative Secretariat	 To advise the District Council on the CPDP process To advise on (multi-) annual district development plans To provide technical expertise on specific sector programmes and activities To relate District Development Plans with national priorities To track and advise on physical implementation 	
Donor Community		
District donors (Multi-lateral, bi-lateral, NGOs)	 To be aware of district strategic plans and annual development plans To allocate finances and (other) support To monitor expenditure against approved budgets To monitor impact and physical implementation 	

Table 24: Main actors in CPDP and their interests for information on CPDP

Timely dissemination of information is important at this stage to make sure that CPDP activities are incorporated into the regular schedule of activities and that competent staff are allocated to the district and village planning facilitation teams and released from their regular responsibilities. Written communication in Ki-swahili is essential to ensure that actors at the village level understand the messages. In view of the current plan-year of the Government, the most appropriate time for communication of the mentioned information to respective stakeholders is early January.

Type of Info	From	То	Recommended Form
Planning guidelines	PO-RALG, RAS	DED	Letter, planning instruction
General info on CPDP,	DED, DPLO	All stakeholders concerned: Councillors,	Brochure, letter, DMT meeting
objectives, time-line,		HoDs, Clusters, Village Government,	Cluster meeting, Awareness
participants, etc.		VEO, WEO, WDC, VDC, NGOs,	meeting, Radio broadcast
		Private Sector, members of DAC	
Work plan for main facilitating	DPLO	DFT, VFT, departments and	Instruction letter, work plans,
groups		development clusters	meetings, DMT
Work plan for staff of DFT,	DPLO, DFT	Individual team members	Instruction letter
VFT			
Timing, work plan and staff	DPLO, HoDs	Departments	DMT Meeting
allocation departments			_
Timing, work plan and staff	DPLO	NGOs, private sector organisations	Invitation letter, cluster meeting,
allocation other NGOs			DAC meeting

Table 25: Main information dissemination activities at start of CPDP

9.3 Information dissemination for facilitating village planning

Adequate communication with the villagers is crucial to making village planning a success. It is obvious from the preceding chapters of this manual that an instruction letter alone to the VEO will not do! All villagers, local organisations and groups need to be informed and mobilised in order to get their interest and participation. This can be done by sending information directly to local NGOs, churches and community groups, rather than waiting for the VEO to inform everybody. In the later stages of planning and during implementation of the village plan, there will be specific village committees (e.g school, health, environment etc.) that need to be contacted directly with specific information. Table 26 gives a summary of main information activities at this stage. Again, it is important to stress timeliness and adherence to the general time-line of the CPDP process (Chapter 4).

Within the current government planning cycle, the most appropriate time would be in the period February to April.

Clearly, the VFT plays a crucial role in direct communication with the village. In particular, the village-based members of the team are well positioned to get messages across to fellow villagers. A village notice board can support their efforts (Box 30). Initially, the VFT is guided in this by the DFT, but over time and with more capacity built, can operate more independently.

As mentioned before, apart from the first year, the focus of the planning process in the subsequent years will be more on evaluation and re-planning. This means that information and communication requirements will also slightly change.

Type of Info	From	То	Recommended Form
General info on village	VFT	Villagers, VEO, VC, to local NGOs,	Letter, Brochure, Display on
development planning, its		churches, community groups, etc.	village notice board, Radio
objectives, ownership and			broadcast
participation requirements			
Timing of VDP for specific	(DFT)/VFT	WEO, VEO, VC, representatives of	Letter, Meeting
village, details of process, who		hamlets, local NGOs, churches and	
needs to be involved,		community groups	
resources, venue, allowances if			
any, request for preparations			
and all practical arrangements			
Information on district &	(DFT)/VFT	All villagers	Orally during VPP meeting,
national priorities (SDDP),			extract of SDDP, Display on
relevant district criteria and			ward, village, and dispensary
planning criteria, IPFs, village			notice boards
matching contributions, etc.			
Basic statistical data (health,	(DFT)/VFT	VEO/WEO	Ward and village profiles of LGA
education, population, etc.)		Village facilitation team	M&E database
available at the district			

Table 26: Information dissemination activities for facilitating village participatory planning

Box 30: The Village notice board

Communication is a major bottleneck in rural Tanzania. The village notice board is a low cost, but very efficient method to reach a broad public on development and administrative issues. It is therefore a good idea to use the village notice board systematically.

The VEO should display the following information on the board:

- Timetable of the village development planning process
- Summary of the village development plan and budget
- Priority list of development issues
- Village statistics on education, health, water, roads and other services
- Development funds received from PEDP, health basket and other donors for the village
- Revenue collection

The publication of the detailed allocation and use of development funds and revenue is now compulsory in many districts. This is an excellent way of promoting transparency and fostering good financial management.

In order to reach women, a display board can also be installed at the dispensary. During vaccination days, many mothers will have time to read the announcements and the information will be spread easily.

9.4 Information dissemination for consolidating the CDDP

Consolidation of village plans and those of others into one district plan is mainly done at the district level (Chapter 6). Within the current government plan-year, the consolidation process should take place in May. Main information sharing activities at this stage are described in Table 27 and relate to specific and sequential work plans of the various actors agreed upon in the DMT and closely monitored by the DED.

9.5 Information dissemination for approval and sharing of CDDP

Processing and approving the draft CDDP is mainly the task of actors at the district and regional level. In accordance with the current government planning cycle, this process should be completed before mid June.

Once approved, all stakeholders need to be informed of decisions taken (Refer Chapter 6). Proper communication with villages is critical if you want the momentum created during participatory planning to be maintained. If village proposals have been rejected, reasons for such rejection should be clearly mentioned and explained. Main information activities at this stage are described in Table 28.

9.6 Reporting as part of M&E

The monitoring activities of the CDDP usually result in a wide variety of reports e.g. field-visit reports, workshop implementation reports, supervision reports, financial statements, etc. These reports are prepared by the main implementer of a specific activity as indicated in the implementation work plan. The immediate superior, e.g. Head of Department, Manager of NGO or village committee, verifies the reports submitted by implementers. Often these reports are also necessary to support expenditure claims.

Type of Info	From	То	Recommended Form
Village and Ward	VFT, VEO,	DFT, Departments	VDP, WDP according to agreed
Development Plans	WEO		format
Formats for consolidation of	DFT	HOD, Clusters	Explanatory letter with pre-agreed
sector plans and budgets,		NGOs	specific formats (hard-copy and
formats for consolidation of			softcopy: e.g. excel spread sheets,
cluster plans and formats			etc.)
Specific work plan DFT and	DPLO	DED, DMT	Standard formats
its individual staff			
Specific work plans for	HoDs	DFT	
departments and its allocated			
staff			
Work plans and meeting	Clusters	DFT	
schedule for development			
clusters			

Table 27: Information dissemination activities for consolidating the CDDP

Type of Info	From	То	Recommended Form
Summary of accepted and	DFT/VFT	Villagers, VEO, VC, local NGOs,	Formal letter (annex approved and
rejected VDP proposals for	Councillor	churches, community groups, etc.	rejected plans with justification).
specific villages, plus			Information leaflet for village
explanations, clarifications			notice boards.
Draft CDDP as approved in	DED	Standing Committees, DAC, RAS	Refer to Chapter 6.8 and Box 25
the DMT			
Revised CDDP after	DED	Full Council	
consultation with Standing			
Committees, RAS, DAC			
General information plus	Council	Wider public	Radio broadcast, (local) news
summary of priorities and	information	-	papers and news letters.
special projects	department		

Table 28: Information	dissemination	activities t	for approval	and sharing of CDDP

The information thus collected is consolidated into CDDP progress reports on finances and physical implementation. Usually, progress reporting follows the normal government schedule and is done quarterly. Although the District Treasurer and DPLO are ultimately responsible for financial reports and physical progress reports respectively, the development clusters should discuss the implementation reports at cluster level, before 'feeding' into the main district reports.

Table 29 gives formats for the quarterly progress reports and indicates who is responsible for compilation and authorisation.

Type of Report	Suggested Content	From	То
Consolidated Financial	A complete overview of financial 'State	Step 1: Individual activity implementation	Immediate
Progress Report	of Affairs' of CDDP per development	reports by implementor	supervisor
(Development Cluster)	cluster.		
(Quarterly)	Expenditures per various GFS levels	Step 2: Sector implementation reports by	Development
	versus approved budgets; Analysis of	HoD	Cluster
	expenditures and detailed information of		
	deviations.	Step 3: Development Cluster reports	DT
	Details on bank and cash balances,		
	income received, etc.	Step 4: Consolidated financial report by	DED
	The report should be based on EPICOR	DT	
	7.2 software, verified and commented by		Standing
	the internal auditor.	Step 5: Final financial report by DED	Committees, FC
Consolidated Physical	Detailed information on status of	Step 1: Individual activity implementation	Immediate
Progress Report	physical implementation versus approved	reports by implementer	supervisor
(Development Cluster)	CDDP outputs and activities per		
(Quarterly/annually)	development cluster.	Step 2: Sector implementation reports by	Development
	Summary of main organisational and	HoD	Cluster
	institutional issues influencing		
	implementation.	Step 3: Development Cluster reports	DPLO
	Overview of delivery of project activities		
	and outputs versus targets.	Step 4: Consolidated financial report by	DED
	Management responses to observed	DT	
	constraints and possible modifications to		Standing
	the cluster planning tables.	Step 5: Final financial report DED	Committees, FC
	Annually, overview of realisation of		
	CDDP effects and impact, and an		
	assessment of unwanted side effects.		

Table 29: Main reports in CDDP

10. CAPACITY BUILDING FOR CPDP

10.1 Introduction

By now you have a good overview of the steps, activities and staff requirements to make CPDP work. But are the people and organisations mentioned ready to play their roles in the process? If not, this chapter will help you in organising specific capacity building activities for the main actors in the process of CPDP. In particular, this chapter gives you guidance on how to:

- Organise training for the district and village teams
- Prepare a human resources development plan
- Design capacity building support for functional staff, institutional actors, councillors, WDC and VDC
- Decide on outsourcing of training support and cope with staff transfers.

10.2 Capacity building of those who facilitate the planning process

In preparing a capacity building strategy for the main facilitators of CPDP (DFT, VFT), a good assessment of their existing skills and knowledge in relation to their roles and responsibilities is a crucial first step. For example, members of the DFT may know participatory planning and PRA methodology but lack exposure to real village planning and interaction with various actors. If you do such an assessment for all relevant staff as a basis for preparing a capacity building strategy, you are in fact developing what is called a human resources development plan for CPDP.

CPDP requires a way of working and use of methods and tools that are different from what many people in the district have been used to and have been trained in. The introduction of participatory planning therefore requires concerted attention to building the capacity, knowledge, skills and attitudes, of all involved. This is true at the district, as well as the ward and village levels. Capacity building is not limited to a first training of the DFT and the VFT. It includes supporting the facilitators in the field, reviewing experiences with village facilitators at the end of the season, providing adequate resource materials, giving real responsibility to the village facilitators, giving one or two the opportunity to present information on PP at a Council meeting, etc. In other words, be creative in looking for opportunities to build capacity and use existing mechanisms, meetings and

media where possible to reduce costs. The next paragraphs will focus on specific training interventions for the DFT and the VFT.

10.2.1 Training the District Planning Facilitation Team

The main role of the DFT is the overall facilitation of CPDP from village to district level (Chapter 2.5). The related tasks require the team to have a good understanding of the CPDP process and all the tools, formats and methodologies used. It also requires a number of functional and general management capacities such as project planning, organisation, M&E, facilitation, report writing, negotiation, etc. Preferably, most of these skills should be available among the DFT members and in fact, should determine selection of DFT members prior to CPDP. The main areas for capacity building of the DFT are summarised in Box 31.

Box 31: Main capacity building areas for DFT

- 1. CPDP process, steps, tools and formats
- Benefits of CPDP compared to conventional planning and its limitations
- The CPDP cycle, its timing, the link with other government planning activities
- The village planning process, methods, and tools
- Preparing a CDDP

2. Planning, organisation and managementPlanning CPDP

- Preparation of work plans, log frames, budgets and spreadsheets
- M&E, participatory M&E
- Reporting

3. Training of other actors, facilitation of participatory training events

- Facilitation skills for training
- Planning and organisation of training events
- Coaching and supervision
- Other training related issues

Training of the DFT should be top priority with the allocation of sufficient time and resources. However, not all members of the DFT need training in all the mentioned areas. Each receives training with respect to his/her specific responsibility in the team. Consider making a training plan for each DFT member. This will help to ensure that resources are budgeted for and set aside. Preferably, DFT members should be assigned for longer periods, and their transfers should be kept at a minimum. The first main induction training could be provided by outside training institutions or by experienced district-based trainers.

10.2.2 Training the Village Planning Facilitation Team

The VFT plays a critical role in village planning. Capacity building of the VFT should cover the following areas:

- The CPDP process, the role of village participatory planning and its contribution to CPDP (Chapter 2)
- The actual village planning process, tools and methods used (Chapter 5 and OO&D manuals)
- Management of village participatory planning, roles and responsibilities, timing
- Facilitation skills, questioning, listening, moderating group sessions
- Development planning and budget formats
- Basics of the log frame methodology
- Participatory M&E
- Interaction with village government, village assembly

An example of a typical first VFT training schedule is given in Table 30. As with the DFT, you need to assess the training needs of the individual members of the VFT, their existing skills and experiences, before planning training in detail. Again, consider making a training and coaching plan as a basis for mobilising and reserving resources. Preferably, VFT members should be assigned for a multi-annual period, and changing of members should be minimised. The first training can be provided by the DFT, assisted by outside training institutions or consultants if necessary.

The first training workshop should be highly interactive, reflecting the spirit and meaning of participation that is so crucial to successful preparation of a VDP. Trainers who, during the training, demonstrate ability in involving participants, listening to them, including their issues in the discussion and effectively facilitating group discussions, will be the most convincing in conveying the central message of VPP. The more opportunity participants are given to practice the methods and tools during the training, the more confident they will be in using these in the field.

Special capacity strengthening interventions are required for the village-based members in the VFT. Usually, they are very committed, but lack the relevant skills training. Some may have had previous experience in participatory work. It is a good strategy to provide coaching to this group of facilitators and to bring them together, from time to time, for further training and exchange of experiences.

For the VFT, coaching in the field is as important as formal training. Supervision, coaching and mentoring of the VFT by the DFT and DPLO is very important, particularly during the first planning exercise. Close interaction in the field also provides the DFT and DPLO an opportunity to learn about the quality of the CPDP. This will generate information to improve the planning guidelines and give concrete examples for use during further training events. It may so happen that during training or in the course of the actual facilitation some facilitators of the VFT show little interest or understanding of PP or are simply not committed and do not perform. In such cases, it is best to discontinue his/her assignment in order to maintain the energy and smooth flow of the CPDP process in the village.

As part of the capacity building process, you should organise an evaluation workshop with the district and village teams at the end of the annual planning process. This allows you to assess the CPDP process and encourage learning from experiences. Thereby, the different teams can be better prepared for the next planning cycle. In addition, particular subjects could be discussed in more detail than during the initial training, and new topics such as Participatory M&E could be introduced.

You may also wish to combine the training events for the DFT and VFT. This would help reduce costs and allow people at various levels to learn from each other. The guidelines above suggest separate training events because of the specific nature of these trainings, particularly at the initial stages, but where possible and feasible, joint training could be considered.

10.3 Capacity building for others

Success of the CPDP process also depends on the capacity of a wider range of actors. Capacity building of such actors should be included in a general capacity support plan of the council and its collaborators. Specifically, capacity support should be considered for:

- 1. Departmental staff
- 2. CPDP partners, organisations and other fora
- 3. Councillors

	Week 1: theory background	Week 2: village practical					
Day	Subject	Subject					
Monday	Development planning	Facilitate village assembly meeting					
j	Project cycle management	Brainstorm on resources opportunities					
	Link planning – monitoring – evaluation	Define priorities					
	Link village plans – national plan	Elect representatives to different working groups					
	Need for comprehensive planning						
	Planning methodologies: strengths & weaknesses	Afternoon:					
	Introduction to Participatory Planning	Discussion of strengths and problems encountered					
		Feedback on skills and methodologies applied					
Tuesday	Facilitation	Coaching village sector groups and facilitators					
	Who is a good facilitator	PRA					
	Adult learning	Data collection					
	Managing groups & individuals & energizers.						
	Facilitation methods (+ practicals)						
	Use of facilitation materials (+ practicals)	Afternoon:					
	Conflict mediation	Discussion of strengths and problems encountered					
	Village community representation	Feedback on skills and methodologies applied					
	Role of community planning	Evaluation of the day by facilitators					
	Social structure in village: types of households						
	Marginal communities						
	Community representation						
	Village government structures and their role						
	Development activities benefiting large section of						
	population (+ practicals)						
	Village and ward facilitators						
	Role in different planning steps						
	Selection procedure						
Wednesday	Methodology of PP and PRA	Coaching village planning groups					
	Constraints and opportunities	SWOT analysis					
	Focus on existing village resources	Developing priorities					
	Steps and formats						
	Need for clear development priorities	Afternoon:					
	Village absorption capacity	Discussion of strengths and problems encountered					
	Matrix ranking to set village priorities	Feedback on skills and methodologies applied					
/		Evaluation of the day by facilitators					
Thursday	Tanzania development vision 2025	Coaching village sector groups and facilitators					
	Log-frame, SDDP	Ranking priorities					
	Development sectors, clusters:	Developing 3-year plan					
	Health, education, agriculture, good governance	A.G.					
	Sector checklists for village planning	Afternoon:					
	Importance of comprehensive planning	Discussion of strengths and problems encountered					
	District planning guidelines	Feedback on skills and methodologies applied					
E.J.	Cross-cutting issues: Aids/environment/gender	Evaluation of the day by facilitators					
Friday	Budgets	Coaching village sector groups and facilitators					
	Village revenue	Priority activities 3-year rolling plan					
	External sources of funding in the district	Action plan 1 year					
	Matching principles	Budget 1 year					
	Budget formats for sectors	Afternoon					
	Standard costs of recurrent village projects	Afternoon: Disgussion of strengths and problems appoundered					
	BoQs and price lists	Discussion of strengths and problems encountered					
	Managing the village planning process	Feedback on skills and methodologies applied					
Saturday	Time, resources, process indicators	Evaluation of the day by facilitators					
Saturday	Data collection Role of data in village planning	Facilitation village council					
	Role of data in village planning	Presentation of draft plan by sector groups					
	Type of data available at the village and ward	Review draft plan					
	Problems with quantitative data	Endorsement final plan					
	Qualitative data: trends and ranking	Afternoon					
	LGRP M&E database	Afternoon:					
	PRA tools to generate qualitative data	Feedback on skills and methodologies applied					
		Evaluation of the process by facilitators					

Table 30: Two-week schedule for a VFT training

10.3.1 Capacity building of departmental staff

Departmental staff may need to be strengthened in their functional areas. Try to make an assessment of existing job descriptions, followed by a staff audit and staff appraisal. Based on the findings, make a capacity building programme to improve functional requirements.¹⁰

- The DPL office and staff need to be able to coordinate the whole CPDP process, guide the main actors such as the DFT and the VFT, and liaise with individual departments, NGOs, DMT, standing committees and Full Council. Functional areas that may need improvement are general planning skills, participatory planning including PRA methodology, log frame approach, M&E, reporting, facilitating meetings of development clusters, logistics management, information management, and data storage and analysis.
- The District Treasurer's office and staff play a crucial role in consolidation of the development (and recurrent) budget, and in critical review of department and cluster budgets. During implementation of the CDDP, their tasks will be in financial administration, budget control, and preparation of financial reports. Functional areas that could be improved are financial administration using Epicor 7.2, cheques and budget control, stores management, internal auditing, and financial reporting.
- The District Executive Director is in charge of the whole CPDP process, but delegates this task to the DPLO. The DED still plays an important role in providing general direction, supervision and control. Functional areas in which capacity support can be given are: policy development, strategic management, team management, delegation, communication, chairing meetings, leadership, and change management.
- Sector departments have specific technical responsibilities with regard to CPDP, and in particular, the critical assessment of technical proposals and related budgets. During implementation, they would need to monitor

and supervise implementation. Specific areas for improvement and capacity support are likely to be: functional technical expertise, delegation of tasks, team work, planning and budgeting, M&E, supervision, formulation of TORs, transfer of knowledge, and report writing.

• The Ward and Village Executive Officers play an important role in the ward and village, respectively. Important areas for capacity building are: planning and budgeting, M&E, report writing, financial administration, communication, and leadership.

10.3.2 Capacity building of partner organisations and fora

In view of their important role in CPDP, specific efforts to build the capacity of CPDP partners, organisations and other fora, some of which are newly established, should be considered.

- The Development Cluster works towards more 'holistic' development plans, crossing borders between traditional sectors. It is a forum for dialogue between government and nongovernment actors in a specific development domain. Functional areas that are most likely for capacity building are: management and facilitation of meetings, dialogue and negotiating skills, sector strategic planning, delegation of tasks, and M&E.
- The District Advisory Council (DAC) is a forum to create dialogue and understanding between various development actors at district level. If it does not yet exist, then the proposed members should be sensitised before the forum is launched. If it is already established, the main areas in which capacity could be enhanced are: meeting and discussion techniques, consensus building, strategic thinking, and policy formulation and development.
- Capacity building for NGOs, CBOs and the private sector to participate in the CPDP process also needs attention. This could be for individual organisations, or for representative organisations such as NGO networks or special interest groups (e.g. the chambers of commerce). Here, capacity building is most likely to be in: strategic and policy management, organisational development, financial administration, fund raising, and leadership.

¹⁰ As stated, this capacity support programme should 'fit in' to a more comprehensive Human Resources Development Plan for the council. For the preparation of such plan it is recommended to follow national modalities as currently implemented through the LGRP (Restructuring manual; step 14-16).



Participatory planning without a good attitude is not effective.

10.3.3 Capacity building of Councillors, WDC and VDC

The councillors, Ward and Village Development Committees play an important role in the preparation of the VDP and WDP. Councillors are also important as decision makers of the CDDP and as policy makers for the Strategic Development Plan. They represent the political dimension of the CPDP and are involved not only in defining the development direction, but also in issues of governance such as accountability, transparency and participation. Councillors concern themselves with the roles and relationship of the administrative and political arms of the District Council. In the Tanzanian democratic system, the lines of accountability between the administration, elected representatives and their constituents, as well as the flow of information between these levels are important.

Within such a context, training in the following aspects should be considered:

• WDC: Strategic thinking, development planning and budgeting, M&E, log frame approach, financial administration, setting

criteria and reviewing VDPs, the main sector programmes, and assessment of BoQs.

- VDC: Strategic thinking, development planning and budgeting, M&E, log frame approach, financial administration, assessment of development proposals.
- Councillors: Strategic thinking, policy development, the basics of democratic governance, communication and information management, leadership, development planning and budgeting, M&E, log frame approach, financial administration and procedures, chairing of meetings.

10.4 Outsourcing of capacity building

Many departments, and especially the planning department, are over-stretched due to limited human resources and increasing administrative responsibilities. As the trend of decentralisation continues, this situation will only worsen. Outsourcing, e.g. of training activities, is in this case a potential solution. It can also improve the quality of training, as supervising and implementation roles are separated and payments are made in line with performance. An overview of strengths and weaknesses of outsourcing as opposed to implementation by district staff is given in Box 32.

Outsourcing of training can be successful, if:

- A country-wide overview of service providers (NGOs, consultants, existing projects, training institutions, etc.) with relevant expertise could be established by the DPLO. Information on consultants can be obtained from other districts, the region and sector programmes.
- Targeted sub-contracting is used instead of a general tender announcement.
- Responsibilities of both parties are documented in a contract.
- Training targets are qualified and quantified.
- A common training manual is used.
- Payments are based on performance.

10.5 Coping with staff transfers

It is quite common that well-trained government staff is transferred to other positions or even outside the district. You may still ensure effective CPDP implementation by taking note of the following suggestions:

- Formalise the position of the DFT as an institutionalised unit with a clear mandate and Terms of Reference (Chapter 4).
- The same should be done for the people involved in the team: formalise their role through an approved job description
- Select VFT members who are resident in the village and with strong roots in the local community.
- Strengthen the role of the village-based VFT members vis-à-vis officials and NGO staff.
- Provide training to new staff, replacing those trained before. If the number is too small to organise a separate training in the district, ensure that the new staff join a relevant training in another district; or give them a good on-the-job training.
- Make sure that all plans, procedures & formats used are well recorded and stored in an accessible place.
- Prioritise training of committed people at ward and village level. Having an emotional link to their home area, they are unlikely to move out.
- Consider outsourcing of key functions to organisations with a permanent presence and interest in the district.

Mode of Intervention	Advantages	Disadvantages
Own implementation by departments	 Embedded in the district council structure ensuring strong linkages with the government. Experience gained through training provides opportunities for in-house teaching and additional capacity building for district staff. Payment of allowances complements government salaries. 	 Most departments do not have sufficient human resources to provide the proper training facilitation. As payments are not related to the quality of training, no incentives are created for performance. No separation of the supervision and implementing tasks which does not foster quality.
Outsourcing through sub-contracts, NGOs or tendering.	 Easy output control, if contracts are well prepared and provide quantitative benchmarks. Competitive selection based on capacity of the implementing partner leads to better training results. Payments related to performance, therefore quality is usually better. If training collaboration is with NGOs, additional funding and human resources are mobilised and will complement district council resources. The reflection on contracts and budgets improves the preparation and cost efficiency of the training. 	 Tendering will often be more expensive. Preparation of tenders and good contracts requires time.

Box 32: Advantages and disadvantages of outsourcing of capacity building

Health basket Agricultural sector basket

Road fund LGRP

DRDP

Education basket (PEDP)

CARE International TZ World Vision

Hifadhi Mazingira (HIMA) Multi Environmental Society (MESO) Tanzania Association of Foresters (TAF) District Development Association (DDA) Ngorongoro Conservation Area Authority

Canadian Physicians for Aid and Relief (CPAR)

ANNEX: Budget format example (Output level) in MS Excel

	DETAILED BUDGET																						
	Name of Output:		Improved management of primary schools																				
MTEF Code:																							
Main Activities Location Timeta					Type of Ing	ut	ele	Number o		nber o	of:						Financed	by (Tshs)					
S/N		¥illage	Code	1	(quart	ers) 3 4		GFS	Tgpe vehicle	Kms	Units	Persons	Days	Villages	Unit cost	Total	District Council	Community	Central Government Subsidy (OC)	Sectoral Devt Programme	Area Based Programme	Others	Code
		_						Code (7)	F (8)	¥ (9)				► (13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)
(1) 1	(2) Train school committees in	(3) All primary schools	(4) 3535	X	(5) X		(6) Per diem trainers	260843	(0)	(3)	(10)	2	71	(13)	15,000	2,130,000		. (10)	(10)	2,130,000	(20)	(21)	(22) C
	planning and administrative	of the district					Snacks & drinks	260845				8	2	71	250	284,000		284,000		_,,			-
	skills.						Transport	260846	L	150	0				450	675,000	1			675,000			с
							Stationary & printing	260847							1,000,000	1,000,000	-			1,000,000			с
																						· ·	
																-		-	-			· ·	
																			-			· ·	
																-	-	-	-	-		· ·	
2	Train head teachers in simple	All primary schools	3535		×	×	Per diem trainers	260823				2	5		TOTAL 15,000	4,089,000 150,000		284,000	-	3,805,000			С
-	financial bookkeeping and	of the district					DAS trainees	260823				71	5		10,000	3,550,000				3,550,000			c
	preparation of financial reports.	(2 batches)					Transport trainees	260826				71			2,000	142,000				142,000			с
							Stationary & printing	260827							750,000	750,000			-	750,000			с
																-	-	-		-		· ·	
																	-	-				· ·	
																-	-		-	•	-	· ·	
															TOTAL	4,592,000				4,592,000			
									+		+				TOTAL	4,532,000				4,532,000			
																-							
																-			-				
																-			-				
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	L	I	·						1		1				Total	8,681,000	-	284,000	-	8,397,000	-	-	
	Breakdov	vn contribution i	by othe	rs(co	olumn	1 22)									Quarter 1	2,044,500		142,000		1,902,500			1
															Quarter 2	4,340,500		142,000		4,198,500]
Code	''	Name of Financie	r				Amount								Quarter 3	2,296,000				2,296,000			
ů	1														Quarter 4								1

1	Total kilometres	per type of vehi	cle and costs.
Tipper (T)	Suzuki (S)	Lander. (L)	Młoyole (M)
		1,500	
-	-	450	-
		675,000	-
0.00%	0.00%	100.00%	0.00%
	Tipper (T) - - -	Tipper (T) Suzuki (S)	1,500 450 - 675,000

0.00%

Total

1,500

675,000

100.00%

A Guide for District Facilitators Managing Participatory Planning for Development