The United Republic of Tanzania

President's Office

Regional Administration and Local Government

Guidelines for Improved Opportunities and Obstacles to Development (O&OD)

October, 2019

Foreword

Improved "Opportunities and Obstacles to Development (Improved O&OD)" is one among of the efforts made by the Government of Tanzania (GoT) to promote community empowerment. Improved O&OD has been designed to replace Conventional O&OD developed in 2001 that was constrained with several shortfalls. Conventional O&OD was developed in line with Local Government Reform Programme (LGRP) articulated in Decentralisation by Devolution (D by D) Agenda of 1996 and subsequent Local Government Policy Paper of 1998. The LGRP was derived from legal framework of the Constitution of the United Republic of Tanzania 1977 under Article 145 and 146 that stress on transferring authority to people to make them proactively participate in planning and implementation of development programmes.

Improved O&OD is the most effective and efficient methodology for all Local Government Authorities (LGAs) to accelerate D by D policy which aimed at providing better service to people. Furthermore, Improved O&OD is the methodology to strengthen LGAs' capacity to grasp the reality in villages/*Mitaa* and design community development projects based on reflection of the reality of people in each LGA. Moreover, the methodology revives and reactivates the country's biggest heritage from the Late *Mwalimu Nyerere*, "*Self-Help Efforts*" of the people towards their own development, which will eventually lead to sustainable development. The Late *Mwalimu Nyerere* emphasised that "*people cannot be developed but they can develop themselves*". *Mwalimu* believed in the Self-Help Efforts as a key to community development. *Mwalimu Nyerere* encouraged people to be the main actor of their own development.

Correspondingly, Improved O&OD is in line with various government aspirations such as Tanzania Development Vision 2025, Second Five Year Development Plan (FYDP 2016/17-2020/21) as well as various cross-cutting policies. The Tanzania Development Vision 2025 underlines the importance of empowering local governments and communities and promoting broad-based grassroots participation in the mobilisation of resources, knowledge and experience with a view to stimulate initiatives at all levels of society. Improved O&OD considerably contributes to the attainment of the Vision 2025. The FYDP II 2016/17-2020/21 Objectives number 6 and 8 focus on "Improving quality of

life and human wellbeing and intensify and strengthen the roles of local actors in planning and implementation". In Improved O&OD, people as the main actor of development prepare plan and implement them for attaining better life in collaboration with LGAs.

Improved O&OD also contributes to other broad policies such as East African regional policy and global policy. The East African Community Vision 2050 is a broad development framework envisaged to transform the region into middle income with improvement of different sectors including Local Government. The East African Community (EAC) vision centres the focus on realising a federal state, which is socially coherent with harmonised economic development steered by committed leadership and empowered community.

Likewise, Improved O&OD provides broad based development framework to the communities irrespective of gender, age, ethnicities or cultural and social background.

The Guidelines give an overview of Improved O&OD for all government staff, especially LGA policy makers as well as training institutions to guide and supervise their staff to play their respective roles. I strongly believe that the Guidelines will change relationship between LGAs and communities thus building trust among them for enhanced and sustainable development.

Guidelines for Improved O&OD were formulated with a dozen of experience accumulated for more than 9 years through implementation of the project entitled "Strengthening Participatory Planning and Community Development Cycle for Good Local Governance"; Phase I (2009 -2014) and Phase II (2015 – 2021) with concerted and huge efforts from various stakeholders. This project was implemented by PO-RALG in collaboration with JICA.

These Guidelines consist of six (6) chapters; Chapter One begins with introduction to explain the historical background of O&OD. Chapter Two gives an overview of O&OD for all stakeholders, especially decision makers. Chapter Three explains planning, budgeting, implementation and monitoring process for practitioners in LGAs. Chapter Four explains roles of actors at all levels in O&OD. Through Chapter Two to Four, readers are guided to understand the theoretical framework and important aspects of O&OD at LGA level. Chapter Five comprises the training system of O&OD to explain types of training courses and

their outlines. Chapter Six explains mechanisms of assessment for O&OD.

These Guidelines are accompanied by four (4) operational manuals: "Planning and Implementation Manual for Improved Opportunities and Obstacles to Development (O&OD)", "Community Facilitation Manual for Improved Opportunities and Obstacles to Development (O&OD)", "Trainer's Manual", and "Trainer of Trainers Manual". These manuals are mutually interlinked under the Guidelines to achieve the goal of O&OD.

I would like to express my sincere gratitude to various actors who have provided invaluable inputs to improve the Guidelines, such as officials from Regional Commissioners, District Commissioners Offices, Council Directors, other staff and communities from the target Regions and LGAs. Furthermore, I would like to convey my gratitude to related divisions of the President's Office - Regional Administration and Local Government (PO-RALG) including O&OD Team and Local Government Training Institute (LGTI), that accomplished formulation of the Guidelines for Improved O&OD as well as other Stakeholders such as Ministries and Civil Society Organizations which delivered their sincere inputs toward preparation of the Guidelines. The Guidelines would have never been developed without those efforts.

Finally, I would like to express my sincere appreciation to the Japan International Cooperation Agency (JICA) for its continuous and valuable technical support during the course of formulation of the Guidelines.

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Acronyms and Abbreviations

ALAT	Association of Local Authorities in Tanzania
CD	Council Director
CDP	Community Development Process
CIs	Community Initiatives
CMT	Council Management Team
CPP	Community Planning Process
CTF	Council Task Force
DAS	District Administrative Secretary
DbyD	Decentralisation by Devolution
DC	District Commissioner
DCDO	District Community Development Officer
DHRO	District Human Resource Officer
DLG	Division of Local Government
DPLO	District Planning Officer
DPP	Division of Policy and Planning
DPs	Development Partners
DRA	Division of Regional Administration
DSC	Division of Sector Coordination
EAC	East African Community
EOs	Extension Officers
FYDP	Five Year Development Plan
GoT	The Government of Tanzania
HLG	Higher Local Government
JICA	Japan International Cooperation Agency
LCFs	Local Community Facilitators
LED	Local Economic Development
LGAs	Local Government Authorities
LGRP	Local Government Reform Programme
LGTI	Local Government Training Institute
LLG	Lower Local Government
M&E	Monitoring and Evaluation
MC	*Mtaa* Committee
MEO	*Mtaa* Executive Officer

MTs	Master Trainers
O&OD	Opportunities and Obstacles to Development
PO-RALG	President's Office - Regional Administration and Local Government
RAS	Regional Administrative Secretary
RS	Regional Secretariat
SP	Social Preparation
SRGP	Strategic Revenue Generation Project
SWF	Senior Ward Facilitator
ToT	Training of Trainers
VC	Village Council
VEO	Village Executive Officer
WDC	Ward Development Committee
WEO	Ward Executive Officer
WFs	Ward Facilitators

CHAPTER ONE
INTRODUCTION

1.1 Background

In Tanzania, it is a valuable tradition that people unite and make self-help efforts to improve their well-being since late *Mwalimu Julius K. Nyerere* era. President's Office-Regional Administration and Local Government (PO-RALG) strongly believes that this is a precious asset of the country and community development can be effectively and efficiently implemented by the government through this tradition.

In order to put better service delivery into operation, LGAs implemented "Opportunities and Obstacles to Development (O&OD)" as a mechanism to operationalize Decentralization by Devolution (DbyD) under supervision of PO-RALG. By reflecting experience of O&OD in LGAs, PO-RALG revised and developed an improved version of O&OD which put more emphasis on encouragement and promotion of people's self-help efforts.

The essence of Improved O&OD is that people are the main actor of development and the government is a supporter for their development. The essence is nothing new as the spirit of *Mwalimu Julius K. Nyerere* has been famously quoted "*People cannot be developed but they can develop by themselves*". From this perspective, the collaboration between the government and people has to be developed so as to enable people to make more self-help efforts to overcome their challenges.

In O&OD, people make plans based on their felt-needs and their capability in collaboration with Local Government Authorities (LGAs). Plans prepared by local people are not limited to a certain sector, but cover any sectoral issues such as health, education, water, irrigation, agriculture, livestock, fishery, environment (e.g. climate change and disaster management), security, education and health as long as those are people's felt-needs for their better life. In O&OD, not only men, but also women are motivated to actively participate in promoting

local development[1]. A host of positive changes brought by women in terms of local development have been featured in O&OD. Therefore, O&OD integrates any sectoral issues based on people's felt-needs.

1.2 Challenges of Conventional O&OD

O&OD methodology is a participatory planning approach for LGAs to ensure that development planning properly reflects the real needs of respective local communities and was rolled out in 105 out of 132 LGAs by 2010. However, the government aspirations to realise bottom-up planning and budgeting with maximum community participation failed to be materialised due to several shortfalls as described below.

i. People's Participation Fatigue

The planning process of Conventional O&OD necessitated LGAs to visit and consult with people for collection of their priorities and needs in each fiscal year. However, the undeniable truth is that the government was not in the capacity to respond to all identified needs or priorities of communities in a respective fiscal year. Nevertheless, as a matter of procedure in every fiscal year's budget preparation. Since most of the identified needs by communities remained unaccomplished, people got tired and bored to repeatedly participate in the planning process in following fiscal year.

ii. Lack of People's Ownership

Even though LGAs facilitated communities to come up with their priorities which later were aggregated in the overall Council's plan and budget, which were only managed by LGAs as the implementer and communities were left aside without control of the plan. LGAs were supposed to decide what to implement based on the available budget. It finally made communities think that the plan was for LGAs and they were just consulted for its preparation.

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[1] "Local Development" in Improved O&OD context is a form of development based on the identification and effective use of locally available resources and endogenous potentialities of communities with serious considerations on social and environmental characteristics of the area.

iii. People's Dependency on Government Support

The process made communities believe that after identifying their priorities the government will satisfy their needs. This made them reluctant to play a role as the main actor of their own development and just wait for the government to implement such projects for them even when these are within their capacity to undertake. In essence, Conventional O&OD aimed at empowering communities by involving them only in planning process. However, participation in only planning process does not empower communities unless they are actively involved in Community Development Process (Social Preparation, Community Planning Process, Implementation, Monitoring and Evaluation) and learn from that experience. Furthermore, community reluctancy is also associated to the dependency and reliability to promises from different stakeholders to implement some projects.

In order to rectify the above-mentioned shortcomings of Conventional O&OD and considering the valuable heritage of the nation: "self-help efforts", Improved O&OD has been developed to attain the intended objectives of the Government.

1.3 Improved O&OD

Improved O&OD, with the current government system, will enable the government to promote self-help efforts of the people, nurture them and establish a collaborative relationship with such move to realise better service delivery and local development. Through the above-mentioned process, it is also expected that communities will get empowered to produce more and more Community Initiatives (CIs). Detailed information about Improved O&OD is explained in Chapter Two.

The most important difference between Conventional and Improved O&OD is that the conventional one was just a participatory planning and budgeting methodology. Improved O&OD is a more holistic methodology aiming to establish collaborative relationships between the government and communities by strengthening LGA's capacity in identifying and encouraging CIs as well as empowering communities to implement and complete CIs.

The other difference is the focus on Community Planning Process (CPP). In Conventional O&OD the main focus was in Community Priorities, while Improved O&OD focuses on CIs during CPP.

In Conventional O&OD, facilitation process was done within fourteen (14) days in the planning process, whereas in Improved O&OD there is continuous facilitation in the whole Community Development Process (CDP) for community empowerment.

Table 1-1: Difference between Conventional and Improved O&OD

	Conventional O&OD	Improved O&OD
Definition	Participatory planning and budgeting methodology	Methodology to establish collaborative relationship between government and communities
Focus of CPP and LGA's supports	Community Priorities	Community Initiatives (CIs)
Coverage of facilitation	Only planning process at village level for integrated community development plan	Whole Community Development Process (CDP) for community empowerment

1.4 Contributions of Improved O&OD to Social and Economic Development

Improved O&OD, as a process of empowering communities and establishing the collaborative relationships, will bring benefits which directly contribute to the improvement in service delivery and local development as explained hereunder:

i. Empowerment of Communities

The principle of Improved O&OD is to encourage communities to implement development activities by themselves. By accumulating concrete experience of this kind, people will become confident that they can do if they really want. It will also give communities experience of organising themselves to overcome their common challenges collectively. This is what is called "Community Empowerment". Such communities can come up with more and more CIs.

ii. Sustainability of Project Outcomes

The past-experience of failure in dozens of government projects raises a question on how to ensure sustainability of the project outcomes through people's participation. However, empowered communities independently and proactively reproduce CIs based on people's felt-needs by mobilising their own resources and capability. This phenomenon assures sustainability of such projects based on strong ownership of people since the projects are "decided based on people's felt-needs", "planned based on people's capability and available resources", "implemented and monitored by people themselves". This strong sense of ownership on the project becomes a fundamental incentive for communities to seriously take care of their project outcomes: consequently, it enhances the sustainability of the project.

iii. Short and Long-term Cost Reduction for Local Government Authorities

Collaboration between LGAs and communities enables to support more projects with less cost compared to supporting community priorities by the government alone. The sustainability of project outcomes reinforced by people's ownership and capability leads to a remarkable long-term cost reduction. It is because people independently implement, complete their CIs and maintain the outcomes as much as they can. Thus, LGAs' roles in such conditions will be to encourage, facilitate and complement people's efforts toward further empowerment and realisation of CIs. These expected roles obviously do not bring financial pressures to the government in comparison with the cases where the government implements projects by itself from scratch. In addition, this long-term cost reduction will allow LGAs to concentrate more on larger-scale projects benefiting a huge number of populations which are beyond community's capability and authority such as "Strategic Revenue Generating Projects (SRGPs)".

iv. Strengthening Collaborative Relationship between the Government and Community

Improved O&OD empowers communities to reproduce CIs for pursuing their better life. Also, it enables the government to support people's self-help efforts based on people's reality. Each side plays its role according to the respective characteristics while effectively harmonises and complements each other

towards optimised service delivery and local development as an integrated local society.

v. Good Local Governance at Lower Local Government (LLG)

In the process of realising and ensuring the outcomes of CIs, people should pass through a series of collective decision-making process at different levels (*Kitongoji*, Village council/*Mtaa* Committee, Village/*Mtaa* Assembly). This process prompts communities to internalise a certain degree of transparency and accountability for further effective and democratic decision-making. Consequently, the quality of local governance, particularly at Village/*Mtaa* government will be consolidated.

vi. Local Economic Development

Improved O&OD contributes to Local Economic Development (LED) through facilitating group activities in communities. The Five Year Development Plan (FYDP) II stresses that the core aim of LED is to ensure that practical approaches are used by RSs, LGAs, and communities in designing and implementing locally customised interventions. Effective LED planning ensures that priority issues are addressed and limited resources are well targeted to promote local growth and poverty reduction. LGAs are also required to support communities to develop their own economic solutions including exploring new ideas for improving the creation and distribution of work to disadvantaged groups and minorities. Therefore, the Improved O&OD complements LED initiatives since it emphasises on self-help efforts for community empowerment.

Improved O&OD offers significant contributions to realise social and economic development to individuals and communities as a whole. Further, Improved O&OD enables the government to effectively deliver services needed by people with minimum budget through maximum utilisation of people's Self-Help Efforts (CIs). Local government services and local development can be pursued with much less budget of the government through Improved O&OD, while the government devotes more budget to strategic development of the country.

CHAPTER TWO
OVERVIEW OF IMPROVED OPPORTUNITIES AND OBSTACLES TO DEVELOPMENT (O&OD)

The aim of this chapter is to create understanding on Improved O&OD. The chapter describes meanings, goal and components of O&OD. The chapter also explains the activities and budgets in LGAs for O&OD launching and operation.

2.1 Meaning and Goal of Improved O&OD

O&OD is a methodology to build and sustain collaborative relationships between LGA and community for better service delivery and local development by empowering communities and promoting Community Initiatives (CIs).

2.1.1 Collaborative Relationships between LGA and Community

The collaborative relationships are an intended situation whereby people and LGAs are supporting one another to realise better service delivery and local development. This collaborative process involves the followings;

- People make efforts to overcoming their challenges by themselves whenever they can instead of waiting for the government action.
- Villages/*Mitaa* function as an administrative unit so that people can take actions as the main actor to improve their own life
- LGAs encourage Villages/*Mitaa* to function as the focal point of people's self-help efforts and facilitate people to boost collaborative activities.

2.1.2 Local Development

Local development in O&OD context is a form of development based on the identification and effective use of locally available resources and endogenous potentialities of communities with serious considerations on social and environmental characteristics of the area.

In order to realise better service delivery and local development through the collaborative relationships, there are two (2) major ideas, namely "Community Initiatives (CIs)" and "Community Empowerment".

2.1.3 Community Initiatives

Community Initiatives (CIs) are collective actions or projects that people proactively plan, implement and reflect to overcome challenges identified by themselves. People take actions because they seriously feel the necessity and urgency. Therefore, CIs are strong community priorities that people make up their mind to start taking actions by themselves without waiting for somebody to do something for them. In Tanzania, a lot of CIs have been implemented by people as one of precious traditions of the country. The significance of CIs for collaborative relationships is because CIs are where people's and the government's efforts can be joined and bring effective service delivery and development. For the sake of enabling people to improve their own life through CIs, communities should be empowered.

2.1.4 Community Empowerment

In the context of O&OD, community empowerment is a process of strengthening organisational capability of communities in development which enables them to identify challenges and potentials, proactively unite and collectively tackle those challenges as CIs. It is a spiral development process realised through experience-based learning process (action and reflection) in each CI undertaken by people themselves.

Community empowerment is the most critical idea in O&OD as a factor for promotion of CIs, of the sustainability of project outcomes, and even it is a fundamental condition for the collaborative relationship between the government and communities. Collective efforts play vital role of enabling people to overcome more problems than those of segmented individual efforts. Thus, people's organisational capability is the main focus of community empowerment in O&OD.

In the context of community empowerment, experience-based learning process (action and reflection) can be interpreted in the way that people as the main actor can improve their organisational capability in development by experiencing many CIs. In addition, as people's organisational capability becomes stronger through Experience-based learning process the quality and size of their CIs will also be improved.

However, community empowerment cannot be achieved with a single process of action and reflection for a CI, rather requires repetition of the same process since capability building needs accumulation of experience. Therefore, the reproduction of CIs is vital for Community Empowerment.

The diagram below represents the idea of "Community Empowerment" as a spiral development process in relation to "CIs" and "Experience-based learning process (action and reflection).

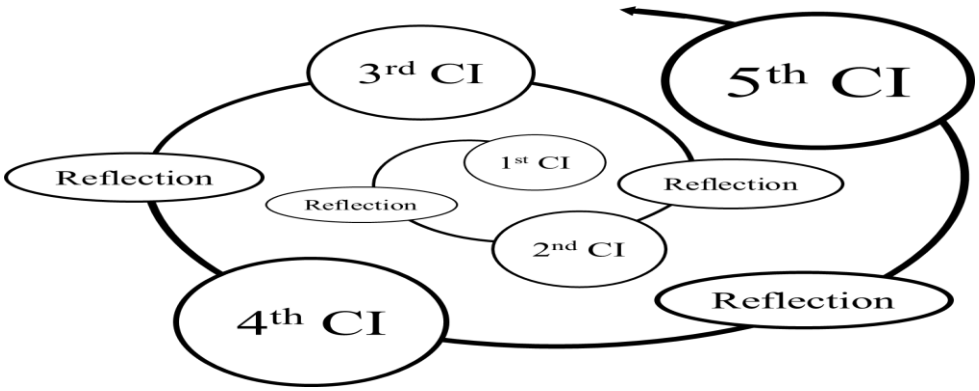

Diagram 2-1: Spiral development process of community empowerment in relation with CIs and experience-based learning (action and reflection)

Through community empowerment process, the following situations will be realised as an empowered community;

- People take action to overcome their own challenges
- Villages/*Mitaa* function as an administrative unit so that people can take actions as the main actor to improve their own life

Considering the identified challenges of Conventional O&OD, the need for the collaboration and joint efforts between the government and communities has been highly recognised for further improvement in service delivery and local development as the goal of O&OD

2.2 Components of Improved O&OD

For the sake of realisation of collaborative relationships explained above, there are two (2) components of O&OD, namely Community Development Process (CDP) and LGA support to promote CIs.

2.2.1 Community Development Process

Community Development Process (CDP) in O&OD is described as a continuous process for communities to organise themselves and realise CIs and community empowerment for bringing positive changes in their life. In CDP, there are indispensable four (4) steps, namely Social Preparation (SP), Community Planning Process (CPP), Implementation and Monitoring and Evaluation (M&E).

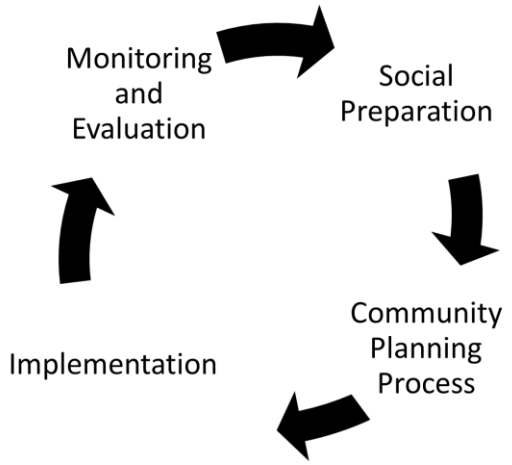

Diagram 2-2: Community Development Process

As a significant process for community empowerment people are supposed to proactively participate in and fully behave as the main actor throughout the entire CDP. This experience certainly consolidates people's capability in development as a community. The steps of CDP are explained as follows;

i. Social Preparation

Social Preparation (SP) is a process to raise community's critical awareness on its actual situations as well as self-recognition on its potential for development, and to organise the community itself toward collective actions so as to fulfil common needs among people. It is an indispensable step that should be vigorously undertaken by people themselves prior to any project planning and implementation in order to lay a foundation for successful development activities. SP becomes a base for accomplishing community development activities as well as effective Community Planning Process (CPP). During SP, people are supposed to identify their needs and potentiality in development by recognising their own

history of collective actions or CIs. Village/*Mtaa* leaders should be trained during this step so as to be champions of awareness creation in the community. Therefore, LGA should consider and promote it for effective CDP by training Village/*Mtaa* leaders and extension officers. Although SP is a continuous process which should be realised for the entire CDP continuously, a period of time (at least six (6) months before CPP) has to be secured as a minimum condition in order to create enough people's awareness and organise people for future CIs.

ii. Community Planning Process

Community Planning Process (CPP) is a process for people to collectively make strategies, prioritise challenges to be tackled and develop concrete CIs as their own projects. People consider and identify what they can do, what they have (availability of local resources and capability) and make own plans. Regarding what they cannot do, people think how to get support from the outside (e.g. LGA, private sector, other stakeholders). People also consider how to sustain the outcomes of their previous initiatives.

iii. Implementation

The main actor of CI implementation is people. People are expected to collectively implement their own plan. However, LGAs should be aware of the kinds and timing of necessary support toward success of CIs.

iv. Monitoring and Evaluation

Monitoring is constant checking and reflection to ensure that the activities are implemented as planned and make necessary improvement in order to achieve the desired goal. Evaluation is a process of identifying and reflecting upon the effects of what has been done in relation to activities planned and overall objectives. Based on the results of Monitoring and Evaluation (M&E), implementers reflect and improve plans and implementation of future activities. It is also for people's capability building by confirming the progress/challenges and extracting lessons for their future CIs. This is "Experienced-based learning (action and reflection)" for people and directly contribute to Community Empowerment. In O&OD, monitoring is constantly exercised by people during the implementation of CIs. Evaluation is also done by people before the next planning process and when a CI is completed in order to analyse the success of

implementation of the plan. Results of M&E should be documented as reference for other development activities. As another actor, LGAs need to monitor CIs to be able to provide appropriate support at appropriate timing. LGAs also have to realise M&E to measure their own activities, especially the effectiveness of CI support. The procedures of CPP, Implementation and M&E are explained in detail in Chapter Three.

2.2.2 LGA Support to Promote Community Empowerment and CIs

The basic roles and responsibilities of LGAs in O&OD are to promote community empowerment and CIs through supporting the realisation of effective CDP and CIs for building collaborative relationships. For promoting community empowerment and CIs, LGAs should provide the following supports, namely community facilitation and support to CIs.

i. Community Facilitation

In order to realise CDP in more efficient and effective way community facilitation is vital. Community facilitation is a process to promote experience-based learning among people for their empowerment by accompanying people very closely throughout CDP and stimulate people towards action and reflection. Hence, LGAs capacitate extension officers to perform community facilitation as Ward Facilitator (WF).

WF is a trained extension officer who practice community facilitation. The details of WF's roles are explained in Chapter Four and the way to carry out them is explained in "Community Facilitation Manual for Improved O&OD". WFs need to support several cycles of CDP for accumulating successful experience among people, which takes some years. Therefore, WFs should work as a team with at least three (3) members in order to share and deal with different sector issues.

The ultimate goal of community facilitation from LGA is to create and nurture Local Community Facilitators (LCFs) in order to internalise community facilitation and realise effective CDP without WFs. LCFs are active people in development who can facilitate other people at the community level. The roles of LCFs are explained in Chapter Four.

ii. Support to Community Initiatives

Through CDP, communities identify their own CIs. Based on identification of CI, people make a plan so-called "Community Development Plan" through CPP and the plan is submitted to LGAs. The details of CPP are explained in "Planning and Implementation Manual for Improved O&OD". Then, LGAs should follow the steps below for providing appropriate supports to CIs.

a. Analyse CIs and capability of Village/*Mtaa* with the submitted plan
b. Share the analysed CIs with sector departments
c. Analyse appropriate supports to CIs based on results of analysis above
d. Incorporate decided supports into plan and budget
e. Provide supports at appropriate timing

After identifying existing CIs through Community Development Plan, those CIs and capability of Village/*Mtaa* need to be analysed by LGAs for coming up with appropriate supports. The most important idea for promoting CIs is "encouraging communities" rather than "providing resources". It is because people should be encouraged and become willing to realise CIs. People can be easily dependent on external support or lose the sense of self-help efforts if LGAs instantly provide resources. Consequently, CIs may become just a means for people to extract support from LGAs. It implies that "providing resources" sometimes kills the spirit of "people's self-help efforts" rather than encourages CIs. This tendency is often observed in the communities where people have little experience and capability in CIs.

It is essential for LGAs to analyse the experience and capability of villages/*Mitaa* to avoid the potential risk of increasing people's dependency with financial support. However, it should be considered at the same time that there are some indispensable supports from LGAs to CIs since communities may have limitations in terms of technique, finance, authority, etc. as their obstacles, and those limitations will give people a feeling of "giving up". Therefore, LGAs should analyse CIs and determine appropriate support to each of CIs with a serious consideration on the idea of "encouraging communities", the risk of demoralising self-help efforts with instant resource provision, and indispensable supports enabling communities to proceed and complete their CIs. Possible

supports from LGAs to CIs are categorised into three (3) types, namely moral support, technical support and financial support.

- **Moral Support**

Moral support is a series of actions for encouragement such as showing the recognition and appreciation by visiting the sights, sending letters and awarding. Moral support is the most important form of support since it is directly connected with "encouragement". It is always recommended that LGAs should accompany and appreciate communities' efforts. Moral support can promote them to continue CIs even when they face some difficulties. Accompaniment and encouragement by LGA give people power to overcome challenges and continue their efforts. The advantage of this support is a low-cost implication for LGAs. Moral support can be provided by physical visits to the sights, issuing letters or certificates for appreciation, utilising any occasion of monitoring to Villages/*Mitaa* by any government officers.

- **Technical Support**

Technical support is providing skills and information which communities need for their CIs such as technologies in different areas, the government minimum standards, information regarding policies and laws. When a CI requires knowledges and skills which are beyond people's capacity, LGAs should provide technical support such as dispatch of ward extension officers, district engineers, or provision of blueprints and various professional advices. Furthermore, technical support can be provided through the monitoring process without a huge budget.

- **Financial Support**

Financial Support is fund and material provision to communities. LGAs should encourage communities to accomplish their CIs by themselves as much as possible. Only if the scale of projects requires the amount of resources that is beyond people's capacity, LGAs can complement those efforts by providing funds or materials. Moreover, it is crucial for LGAs to seriously confirm the ownership and readiness of the community to sustain any results of project/programme by themselves before giving financial supports. Needless to say, it is to avoid increasing people's dependency and demoralising "self-help

efforts".

After analysing CIs and appropriate supports, the results should be reflected into LGA's plan and budget so that appropriate supports can be realised as LGA's plan. In the case that the LGA cannot provide the identified appropriate supports due to its limitations, the LGA need to seek collaboration/develop linkages with other stakeholders so that the required supports can be provided by those stakeholders. It is also highly important for LGAs to continuously make follow-ups on the progress of identified CIs so that LGA's support can be delivered even when sudden changes or urgent necessity occur.

2.3 LGA's Key Activities for Improved O&OD

With a view to realising the benefits of Improved O&OD, LGAs should prepare budget and realise the following activities.

2.3.1 Initial Activities for Improved O&OD

There is a series of indispensable activities to commence O&OD by LGA such as formation of Council Task Force (CTF), Orientation Workshop for decision-makers and CTF, and training for key actors.

i. Formation of Council Task Force

In order to realise O&OD activities in an effective way, there must be a coordination team within LGA. This team is called "Council Task Force (CTF)". CTF should consist of at least seven (7) members who are District Planning Officer (DPLO), District Human Resource Officer (DHRO), District Community Development Officer (DCDO) and other four (4) staffs from departments related to community development. A focal person has to be selected among seven (7) members of CTF. The roles of responsibility of CTF are explained in Chapter Four.

ii. Orientation Workshop for Decision-makers and Council Task Force

Before starting activities of O&OD, common understandings on O&OD should be created among decision-makers within LGA (e.g. Council Director, Councillors and District Commissioner's Office) for building a political will on O&OD and institutionalising it into LGA. Therefore, an orientation workshop for decision-makers should be conducted in collaboration with PO-RALG, Reginal

Secretariat (RS) and Local Government Training Institute (LGTI). CTF should be also a participant in this workshop since it is an important coordination team in O&OD. The details of the workshop are explained in Chapter Five.

iii. Trainings for Key Actors

In O&OD, there are key actors at different levels such as CTF, Ward Executive Officers (WEOs) and WFs. Those actors have to be provided with training since they are required to have special knowledge and capability according to their expected roles. The roles of those key actors are explained in Chapter Four and the details of respective training are explained in Chapter Five.

It should be noted that CTF training must be realised first followed by WEO training. Before WF training trained CTF needs to select three (3) WFs in each ward with the following criteria.

- Acceptable personal characteristics for people
- Having been continuously visiting communities and having communication with them
- Hard-working
- More than 10 years to retirement

The budget for the orientation workshop and trainings above needs to be prepared by LGAs.

2.3.2 Activities for Improved O&OD Operation

After training, the daily operation of O&OD by the trained actors will start and continue. In O&OD, its daily operation can be mainly divided into two (2) levels such as Village/*Mtaa* and LGA level.

At Village/*Mtaa* level, LGAs have to make sure that WFs realise facilitation for effective CDP by people themselves. At LGA level, LGAs have to compile the information of CIs, analyse, identify appropriate supports for different CIs, prepare and implement its plan. LGAs also need to realise monitoring and evaluation on the effectiveness of its plan and support to CIs by visiting the sites which can be also an opportunity to provide "moral" and "technical" supports to people. Activities for O&OD operations are explained in detail in Chapter Three.

CHAPTER THREE
PLANNING, BUDGETING, IMPLEMENTATION, MONITORING AND EVALUATION

Chapter Three explains operational steps of Improved O&OD during Planning, Budgeting, Implementation, Monitoring and Evaluation (M&E) by focusing on CIs. Four (4) sections are prepared in the chapter. Firstly, Planning and Budgeting is explained. At Lower Local Government (LLG) level (i.e. Village/*Mtaa* level), the process is called Community Planning Process (CPP). Planning and Budgeting at Higher Local Government (HLG) level is a set of steps to decide appropriate support to promote CIs. The second section explains ways to implement LGA plan and sectoral projects whereby self-help efforts/community engagement are highlighted. The third section explains M&E process by community and procedure for reporting and sharing progress of CIs at Ward and HLG levels. The fourth section explains the relationship between HLG and LLG in Planning and Budgeting.

3.1 Planning and Budgeting

The process of planning and budgeting at LGA is divided into two (2) parts, namely LLG and HLG.

3.1.1 Planning and Budgeting at Lower Local Government Level

The planning process starts from villages/*Mitaa* level in which people participate in analysing their felt-problems and needs. This process at villages/*Mitaa* is called Community Planning Process (CPP) which has to be inclusive for all people in the Village/*Mtaa*. CPP is also a channel for villages/*Mitaa* to submit felt-needs of the people and information about CIs to LGA. In CPP, review of CIs is crucial to distinguish what people can do by themselves with locally available resources and what people cannot do. For this sake, prior to CPP, villages/*Mitaa* need to identify what people have done as CIs so that information on CIs can be used in prioritisation of people's felt-needs. CI Identification should be done through coordination by Village Executive Officer (VEO)/*Mtaa* Executive Officer (MEO) and Village/*Mtaa* leaders together with implementers of CIs by using format in Table 3-1 and referring to the sample described in Table 3-2.

Table 3-1: Form of Community Initiative (CI) Identification

Ward Name ---------- **Village/*Mtaa* Name** ---------- **Date**----------

1) Background and History of Village/*Mtaa* enabling people to implement a series of CIs						
2) Name of CI and Location	**3) Name of implementor of CI, Number of members and Unit (Village/*Mtaa*, *Kitongoji*, neighbourhood)**	**4) Eventual goal**	**5) CI implementation process** **-When CI start** **-Who started CI** **- Series of activities** **-Last year's achievement** **- Utilised resources in the last year** **- Number of participants in last year**	**6) Rules & regulation**	**7) Compliance**	**8) Linkage with organisation/ systems**

Name of Village/*Mtaa* Chairperson _____ **Name of VEO/MEO** _____

Signature _____ **Signature** _____

Table 3-2: Form of Community Initiative (CI) Identification (Sample)

1)Background and History of Village/*Mtaa* enabling people to implement a series of CIs

It is said that we had conflicts for utilization of water among the villagers long time ago. Our ancestors build a consensus to use and maintain the water sources. That consensus has become our rules since that time. In order to convey the basic rules to the offspring (us), the ancestors arranged it as the following myth. "In our village, we had 2 gods of water and forest. One day, god of water decided to monopolise water by himself without careful consideration. Having heard his outrageous action, god of forest came to be angry and decided to dry up precious water resource coming down from the mountain forest. God of water was very much upset with dried up land and started to struggle to live in. Condition given by god of forest to resume the provision of water from the mountain was to sacrifice first born children in the village to the nearby waterfall. God of water begged thousands of times not to let the children lose their life for the coming generation, rather she promised not to monopolise water again and agreed to share with all villagers for equal use of that natural resource." Not to let that tragedy happen again, ancestors agreed a rule to commit to take care of water by making a daily rotating schedule for each hamlet to check and clean the canal. The schedule should be decided through the regular meeting among hamlets representative. This consensus built experience made it common sense for all villagers to make decision through hamlets representative meetings.

2) Name of CI and Location	**3) Name of implementor of CI, Number of members and Unit (Village/*Mtaa*, *Kitongoji*, neighbourhood)**	**4) Eventual goal**	**5) CI implementation process** **-When CI start** **-Who started CI** **- Series of activities** **-Last year's achievement** **- Utilised resources in the last year** **- Number of participants in last year**	**6) Rules & regulation**	**7) Compliance**	**8) Linkage with organisation/ systems**
Construction of 5km Irrigation canal from XXX to YYY Kitongoji	*Irrigation committee, Total members: 250 people at village*	*Provision of 5km Irrigation canal from XXX to YYY Kitongoji*	*Irrigation construction started three years ago.* *-Initiators were from village council.* *-20 persons worked with their tools in 10 days and to construct 2 km canal in last year* *-200 people in total participated in the work.*	*-All beneficiaries of the canal have to participate in construction of canal physically of financially.* *-Each member should contribute 50,000 Tsh.*	*10 beneficiaries do not participate in the work.*	*Link with LGA agriculture department*
Construction of CC Kitongoji Butcher	*Committee of Butchers, Total member :55 households in CC Kitongoji*	*Provision of Butcher*	*The decision of starting construction came after community suffers from diseases born from eating unsafe meet 3 years ago. As a result of CC Kitongoji meetings, community agreed to construct Kitongoji butcher managed by Kitongoji meat safety committee which was elected by community in the same day.* *Construction work started last year and 200 pieces of roof tiles from community was collected. In last year, all members of Kitongoji participated in the construction work.*	*Each household in CC Kitongoji must contribute Tsh. 10,000 and is supposed to participate in construction work.* *During operation of the butcher, each household in CC Kitongoji can purchase meat in subsidised price.* *Committee has responsibility to sell safe meet to the community.* *The income from the business is the Kitongoji revenue.*	*Some representative of households did not participate in the construction work and has not contribute Tsh 10,000.*	*Link with NARCO*

The detailed procedures of CI identification and CPP is explained in "Planning and Implementation Manual for Improved O&OD".

For HLG, CPP is the preliminary and most relevant step to accommodate CIs into LGA's plan and budget. The quality of services provided to communities is largely determined by how LGA analyse the information of CIs from each Village/*Mtaa.*

CPP consists of six (6) steps namely, "Launching and Training of Village/*Mtaa* Planning Team", "Pre-planning/Review", "Planning", "Consultation", "Endorsement/Approval" and "Submission and Sharing".

i. Launching and Training of Village/*Mtaa* Planning Team

This step begins with introduction and orienting communities to acquire basic knowledges and skills on CPP. Those activities are normally conducted in a Village/*Mtaa* Assembly in which all people in the Village/*Mtaa*, Village Council/*Mtaa* Committee members, VEO/MEO, WEO, Extension Officers (EOs), councillors, WFs participate. In this occasion, WFs/EOs explains the meaning and importance of CPP as well as the way of conducting it. After the meeting, WFs/EOs in collaboration with community leaders form a team called "Planning Team" by selecting representatives from each *Kitongoji* based on gender balance, age (18 years old or more). These representatives are responsible for preparing a draft of Community Development Plan on behalf of their community. Some of representatives can be from Village Council (VC)/*Mtaa* Committee (MC).

The above procedure helps communities to have common understanding on the importance of planning by themselves and all steps of CPP. The members of Planning Team are to be trained on CPP for two (2) days. This training is conducted by WFs/EOs in collaboration with VEO/MEO and CTF. The purpose of the training is to equip Planning Team with knowledges on the whole process of CPP and its concept.

ii. Pre-planning/Review

This stage intends to review information on CIs and the actual situation of the community. This review aims at confirming community felt-problems/needs, experience and capability of the Village/*Mtaa* in development. Discussions about the previous year's activities such as the last year's annual goal, achievements, reasons of success and its contributing factors, challenges encountered are vigorously taken place. Also, communities should consider cross-cutting issues such as governance, gender, HIV/AIDS, disaster management and environmental management. These cross-cutting issues are highly important because they will ensure reflection of community's felt-needs inclusively and holistically into planning and budgeting process both at

level of Village/*Mtaa* and LGA. This exercise should be spent at least for one (1) day.

iii. Planning

There are three (3) stages in Planning, namely Analysis of Current Situation, Preparation of Draft of Community Development Plan and Community Action Plan. At least two (2) days should be spent for completing them.

a. Analysis of Current Situation

By utilising the information on CIs shared through Pre-planning/Review, Planning Team should have discussions and identify the opportunities (locally available resources, capability and experience of the community).

b. Preparation of Draft of Community Development Plan

The experience and capability of the community determine what the community can do and cannot do in response to felt-problems/needs. Planning is done following the form shown in Table 3-3 and referring to the sample described in Table 3-4.

Table 3-3: Form of Community Development Plan

Village/*Mtaa* Name: **Ward Name:** **Date: / /**

1) Name and location of CI	2) Eventual goal	3) Last year's annual goal	4) Last year achievement/ Progress/Kind and amount of resources collected and utilised by the community	5) Promoting/ hindering factors (external & internal)	6) This year annual goal (Government Fiscal year from July to June)	7) Required resource		Priority	
						Internal (Shouldered by the community themselves)	External (Supports from LGA, NGOs, Agencies and other institutions)	8) Priorities for community own actions	9) Community priority (supports from LGA)

Name of Village/*Mtaa* Chairperson _____ **Name of VEO/MEO** _____

Signature _____ **Signature** _____

Table 3-4: Sample of Community Development Plan

1) Name and location of CI	2) Eventual goal	3) Last year's annual goal	4) Last year achievement / Progress/Kind and amount of resources collected and utilised by the community	5) Promoting/ hindering factors (external & internal)	6) This year annual goal (Government Fiscal year from July to June)	7) Required resource		Priority	
						Internal (Shouldered by the community themselves)	External (Supports from LGA, NGOs, Agencies and other institutions)	8) Priorities for community own actions	9) Community priority (supports from LGA)
Irrigation from AA to BB Kitongoji	*Extend irrigation canal for 5 Km*	*Prepare land for irrigation*	*-Prepared and cleared the land* *-20 persons worked with their tools in 10 days*	*<positive > support of VC was effective to obtain the land*	*Wait for technical support and funds*	*N/A*	*Engineer, Tsh 100 million*	***N/A***	***1***
Construction of CC Kitongoji Butcher	*Build communal 1 butcher*	*Complete construction*	*-Reached up to roof level* *-200 pieces of roof tiles from community*	*<Negative>Brick could not be collected due to lack of sand*	*Completer roof and paint*	*Bricks, Labour, financial contribution (Tsh 5000/HHD)*	*paint*	***2***	***3***
Construction of 3 school Toilet in XXX school	*Add 3 toilets to primary school*	*Complete building toilets*	*-Collected all necessary resources such as bricks, cements, 3 toilets which community bought*	*<Negative> Fundi was busy for other construction*	*Complete all construction*	*Labour, finance from village council*	*Technical advice*	***1***	***4***
Nurse's house in YY Kitongoji	*Renovate the old nurses' house*	*New*	*New*	*New*	*Obtain blueprint and funds*	*Bricks, financial contribution (Tsh 5000/H.H)*	*Blueprint, technical advice, appointment of new Nurse*	***3***	***2***

c. Community Action Plan

Through CPP, people sort out what they can do by themselves and what they cannot do by reflecting on their past experience. In order for people to implement activities in collective and efficient ways to realise what they can do, each group of actors such as committee of school/dispensary, *Kitongoji* and community groups need to formulate Community Action Plan. Community Action Plan should be made with Table 3-5 and referring to the sample described in Table 3-6.

Table 3-5: Form of "Community Action Plan"

Name of CI:				
This Year's Annual Goal:				
No.	**Steps/Activities**	**When**	**By Whom**	**How (using which internal/external resources?)**

Name of Village/
***Mtaa* Chairperson** _____ **Signature** _____

Name of VEO/MEO _____ **Signature** _____

Table 3-6: Form of "Community Action Plan" (Sample)

Name of CI: *Construction of Butcher*				
This Year's Annual Goal: *Complete Roof and Paint*				
	Steps/Activities	**When**	**By Whom**	**How (using which internal/external resources?)**
1	*Buy material for roofing*	*October*	*Financial Committee*	*Contributions from people already collected last year*
2	*Construct the roof*	*November*	*Local fundi and community*	*Contribution from people to pay for local fundi* *Manpower or Vijana group to help the fundi*
3	*Request paint*	*November*	*VEO/MEO and Extension officer*	*VEO/MEO and Extension officer through WDC to request pain from the District*
4	*Paint the building*	*March (or whenever ready)*	*Vijana group*	*Manpower of Vijana group with supervision of the fundi*

Community Action Plan is also to be used during monitoring by community to check progress according to the set schedule and analyse any reasons for delays.

iv. Consultation

Planning Team presents the draft of Community Development Plan as well as Community Action Plan to each *Kitongoji* in the village and *Mtaa* so that people have a chance to add or remove some of the activities in the draft for improvement. After the draft plan is shared in all *Kitongoji* as well as within *Mtaa*, next step is to present to Ward Development Committee (WDC) in order to make the draft more implementable with technical comments from WDC.

v. Endorsement/Approval

Planning Team presents the draft and comments provided during Consultation process at Village/*Mtaa* Assembly where the Village/*Mtaa* members endorse Community Development Plan. If people have additional comments, it should be considered in the plan. After these procedures, the plan is authorised and submitted to Village Council/*Mtaa* Committee to organise immediate implementation of the plan. People should understand the plan and have a sense

of ownership not only on the plan but also the process.

vi. Submission and Sharing

The final version of Community Development Plan is submitted to LGA together with the minutes of Village/*Mtaa* Assembly. The plan may be shared with development partners. It is the responsibility of LGAs to support CIs and Village/*Mtaa* plan to encourage people to continue their initiatives by appreciating what people have been doing through Moral, Technical and Financial supports.

3.1.2 Planning and Budgeting at Higher Local Government level

After HLG receives Community Development Plan from all villages/*Mitaa* through wards and before HLG incorporates to LGA plan and budget, following steps should be adhered.

i. Analysis on Village/*Mtaa* Capability

HLG analyses capability of each Village/*Mtaa* in terms of continuity and diversity of CIs. The continuity means that the Village/*Mtaa* continuously implements CIs and start new CIs after completion of previous CIs. The diversity means variety of CIs implemented in different sectors, demographic consideration and social geographic units. In order to see trends of the continuity and the diversity of CIs, HLG should utilise the developed "CI Database" of each Village/*Mtaa* by inputting records of CIs over years, utilising digital (computer) or manual (box file). The detailed procedures for "CI Database" are explained in "Planning and Implementation Manual for Improved O&OD".

If there are many continuous CIs in various sectors and in various *vitongoji* of a Village/*Mtaa*, it means that the Village/*Mtaa* has good management to take collective actions through coordination by Village/*Mtaa* leaders (e.g. Chairperson, VEO/MEO, group leaders, *Kitongoji* leaders). In case that a Village/*Mtaa* does not have even one single CI, LGAs still have to consider appropriate supports such as Moral Support or sending WFs to accelerate people toward their self-help efforts.

ii. Sharing with Sector Departments

HLG shares the results of analysis on Village/*Mtaa* capability to all sector departments. The purpose is to inform sector departments of what CIs have been done by villages/*Mitaa* and to incorporate CIs into sector department plans.

iii. Decision on Appropriate Supports

HLG decides appropriate support either moral, technical and financial supports through discussions and approval in Council Management Team (CMT) as well as standing committees. Decisions in types of support to be provided depends on the results of Village/*Mtaa* capability assessment. If the Village/*Mtaa* has a good organisation and has been implementing various CIs continuously, any of three (3) types of the support can be given. On the other hand, if the Village/*Mtaa* doesn't have good organisation to implement CIs continuously, Financial support cannot be given as the first choice because it will create more dependency among people. Therefore, other supports such as moral support to encourage the people to make more self-help effort or technical support to accelerate implementation of CIs should be considered.

iv. Budgeting for Appropriate Support

After scrutinising the appropriate support, CTF submits proposals of the appropriate support to CMT so as for the proposals to be discussed in different council committees, especially in Finance and Planning Committee, District Consultative Committee (DCC) and Full Council for approval. All stakeholders in the planning and budgeting process should consider the importance of CIs and prioritise support for them. In addition to budget for those support to promote CIs, HLG also needs to consider necessary budget for WF and CTF activities.

v. Feedback to Villages/*Mitaa*

HLG provides feedbacks on the supports to be provided by LGA to Village/*Mtaa* through WEOs and sending letters. The content of letters should indicate not only financial supports but also moral and technical supports to be provided. HLG should insist on Moral Support so that villages/*Mitaa* would continue developing their CIs even if there is no financial support from the government.

3.2 Implementation

The section explains implementation process at LLG level and HLG level focusing on people's self-help efforts to continuously implement CIs.

3.2.1 Implementation at Lower Local Government Level

After confirming felt-problems and what communities can do and making concrete action plans through CPP, people start to take collective actions using locally available resource, human resources as well as their experiences. At the early stage of implementation, people should adhere to the policies and government sector standards which can be obtained from Ward Extension Officers and LGA Experts. The implementation process is for communities to realise action and reflection process in CIs. The community should accumulate lessons from actual experience for further effective implementation of CIs in various sectors.

3.2.2 Implementation at Higher Local Government Level

After deciding appropriate supports, CTF proceeds to implementation of LGA activities, which can be divided into two (2) categories: LGA support to promote community-initiated projects and sectoral projects with people's engagement. In the implementation stage, CTF should be creative to make use of the limited budget to realise better service delivery and local development through the above-mentioned two (2) categories of implementation.

i. LGA Support to Promote CIs

It should be noted that "LGA support" towards CIs does not necessarily imply only "Financial", but also other modes such as "Moral" and "Technical". The followings are concrete actions of the types. The explanation starts from Moral Support which is the most important and effective actions to promote CIs.

a. Moral Support

- Make use of available monitoring occasions towards villages/*Mitaa* to show appreciation on CIs.
- Give timely feedback to villages/*Mitaa* and showing appreciation on CIs.
- Send a letter of appreciation on CIs to villages/*Mitaa.*

- Introduce good villages/*Mitaa* in terms of continuous CIs as the best practice case in available occasions.
- Invite Village/*Mtaa* leaders and representatives of good villages/*Mitaa* as speakers to share their experience in available occasions.
- Provide Village/*Mtaa* leaders and representatives of villages/*Mitaa* with training opportunities.
- District Administrative Secretary (DAS)/LGA officers/Extension officers directly participate in activities together with people.

b. Technical Support

- Provide blueprints to the villages/*Mitaa* so that they can follow the government sector standards.
- Continuously send WEOs for daily consultation.
- Send LGA experts such as district engineers in timely manner to supervise construction works.
- Provide Village/*Mtaa* leaders and representatives of villages/*Mitaa* with exchange visits as well as training opportunities for acquisition of new technologies.
- To provide training on financial management and book-keeping including calculation for value of community labour.

c. Financial Support

- Provide financial support to accelerate implementation of CIs without increasing dependency to Government.
- Provide financial support for the purpose of promoting people toward implementation of CIs one after another.
- Financial support can be given to "good" Village/Mtaa which has strong organisation in terms of continuous CIs.

ii. Implementation of Sectoral Projects

Sectoral Projects are supply-driven activities which aim at achieving intended objectives. The implementation can be funded from internal or external sources. Sectoral projects are coordinated and supervised by the government through user departments. Its success depends on several internal and external factors. Some of the most important aspects are awareness among people (project

beneficiaries) on their engagement in projects, a well-organised project team, and effective monitoring of project progress and related expenditures.

Despite the fact that sectoral projects can be implemented by the government, community engagement is still indispensable. Community engagement can be realised through participatory planning, implementation and monitoring. Having had O&OD in place, it will bring positive outcomes in sectoral projects by promoting people's engagement in those projects.

a. Essence of Community Engagement in Implementation of Sectoral Projects

The implementation of sectoral projects with community engagement can bring positive outcome and benefits as follows;

Sustainability of Project:

Sustainability of sectoral projects will be ensured with community engagement. The community will own the process and whenever any problems arise in the project, it will be easy for community to keep up and solve it.

Good Management for Project Resource during and after Implementation:

Resource Management will be improved through community engagement during and after implementation of the projects.

Cost Reduction to the Government:

Collaborations between the government and community in implementation of sectoral projects will reduce cost since community may provide local materials like stone, bricks, water, labour power. For example, in a case of construction of a dispensary in Maseyu Village, Morogoro District Council, the total cost of construction was Tsh. 120,000,000. Total amount of contributions from community was Tsh.15,000,000. Tsh. 9,300,000 was in cash, while Tsh. 5,700,000 was in kind such as mobilization of construction materials like sands and stones. Other stakeholders operating within the village supported materials as well as cash equivalent to Tsh. 80,000,000. Therefore, the cost borne by LGA was only Tsh. 25,000,000 (21 % of total cost)

Strengthening Local Governance:

In the process of implementing sectoral projects, community needs to pass through a series of collective decision-making at different levels (*Kitongoji*, Villages Council/*Mtaa* Committee, Village/*Mtaa* Assembly, etc.). This process tends to prompt communities to internalise a certain degree of transparency and accountability for further effective and democratic decision-making. Consequently, the quality of local governance and people's sense of compliance to rules and regulations will be consolidated.

b. Mechanism to Promote Community Engagement

In order to have community engagement, the following mechanisms can be used.

Obtaining Understanding of People towards Sectoral Projects:

It is crucial for implementers of sectoral projects to obtain understanding of people about the purpose, process and obligation for the projects from the initial stage. If the people do not have understanding about the project, no engagement with their own willingness can be promoted. For the purpose, project implementers should collaborate with local leaders who can convincingly explain about the sectoral projects to people. Those are community leaders who are within the community such as VEO/MEO, WEO, Village/*Mtaa* leaders etc.

Promoting Endogenous Community Participation:

There are many types of traditional community participation such as "*Msaragambo*", "*Mvava*" "*Matoleo*", "*Harambee*" or "*Siku ya Maendeleo*". These are traditional collective self-help efforts to construct and maintain communal infrastructures such as schools, feeder roads, irrigation canals, etc. These actions are applicable at *Kitongoji*, Village/*Mtaa*, or ward for people to collaborate in implementing development works voluntarily without cash payment. LGA should implement the sectoral projects by utilising those people's traditional experience to reduce the cost of implementation of projects.

Establishing Core Organisation in *Vitongoji*:

To promote community engagement in sectoral projects, it is very important to set up an organisation in *Kitongoji* which is the smallest administrative unit

where local people have been closely living together with a strong relationship. Organisations at level of *Kitongoji* can be effectively utilised to implement projects at all levels including wards as well as LGAs. People have accumulated experience and capability to collectively tackle their challenges. Moreover, people discuss development issues at a *Kitongoji* meeting. Thus, implementers of sectoral projects should establish groups in *Kitongoji* level and make the best use of it for more effective mobilisation of people.

Utilising Achievement-oriented Leaders:

It is often observed that there are people who has a will to improve people's life. These leaders are known as "achievement-oriented leaders" in O&OD. Forming an organisation at *Kitongoji* with these achievement-oriented leaders is one of the secrets of success in sectoral projects. It is strongly recommended to encourage these leaders to strictly apply by-laws in the course of implementing sectoral projects. Also, "influential people", who are well-known in the community and have influences to change people, can be found in some villages/*Mitaa*. Such people are important to be engaged in order to stimulate their community to participate fully.

Enhancing Village Council/*Mtaa* Committee to Promote Collaboration among Ward, Village/*Mtaa* and *Kitongoji*:

Village Council (VC)/*Mtaa* Committee (MC) is a venue where representatives of *Kitongoji* get together and officially discuss issues related to development. VC/MC should play a vital role as a liaison unit among *vitongoji* and contributes effective implementation of not only Village/*Mtaa*/*Kitongoji* projects but also ward level projects. Also VC/MC closely coordinates and encourages activities in each *Kitongoji*. For this purpose, utilising and enhancing VC/MC is an important aspect to promote community engagement in ward level projects.

Application of Force Account in Sectoral Projects:

Force account is construction by the use of public or semi-public agencies or departments concerned, where the public or semi-public agency has its own personnel and equipment. Regulation 167 (1) (a)-(f) of Public Procurement Regulations, 2013, the use of force account may be justified where required works are small and scattered or are in remote locations which qualified construction

firms are unlikely to tender at reasonable prices; work is required to be carried out without disrupting ongoing operations; risks of unavoidable work interruption are better borne by a procuring entity or public authority than by a contractor; or there are emergencies needing prompt attention. Force account method is termed as non-competitive bid contract where an authorised local municipal agency, generally described as a region, city or village, has to complete the project by furnishing the labour, equipment, and materials under its direct control.

The benefits of force account include efficiency gains where the procuring entity is able to execute works much faster, enhancement of internal capacity of the procuring entity since works are executed and supervised by the procuring entity staff, enhancing local *fundi* to gain skills through working experience with the procuring entity, cost savings compared to other methods and improvement of economic situation of the communities. Moreover, for force account, implementers must ascertain that it is cheaper to execute the works in house as compared to contracting out. Therefore, the procuring entity is able to deliver services at a cheaper cost (refer to *"Force Account Circular from PO-RALG"* for details).

3.3 Monitoring and Evaluation

Monitoring is constant checking and reflection to ensure that the activities are implemented as planned and make necessary improvement in order to achieve the desired goal. Evaluation is a process of identifying and reflecting upon the effects of what has been done in relation to activities planned and overall objectives. Based on the results of Monitoring and Evaluation (M&E), implementers reflect and improve plans and implementation of future activities. It is also for people's capability building by confirming the progress/challenges and extracting lessons for their future CIs. This is "Experienced-based learning (action and reflection)" for people and directly contribute to Community Empowerment. Monitoring is constantly exercised by people during the implementation of CIs. Evaluation is done by people before the next planning process and when a CI is completed in order to analyse the success of implementation of the plan. As another actor, LGAs need to monitor CIs to be able to provide appropriate support at appropriate timing. LGAs have to realise M&E to measure their own activities, especially the effectiveness of CI support.

The followings are M&E activities to be conducted at different levels;

i. At Village/*Mtaa* Level

- Implementers of CIs including committees observe and record what they are doing and what is not working on continuous basis
- The implementers fill the results of observations in "Monitoring/Evaluation Report on CIs" (refer to "Planning and Implementation Manual for Improved O&OD" for the procedures of filling the report)
- The Monitoring/Evaluation Report on CIs is shared with Village/*Mtaa* leaders such as Village/*Mtaa* chairpersons, VEO/MEO and heads of committees
- The implementers also report the results of monitoring to VC/MC periodically by utilising the Monitoring/Evaluation Report on CIs
- Village/*Mtaa* Chairperson, VEO/MEO and heads of committees promote and support the implementers to share the Monitoring/Evaluation Report on CIs to VC/MC. In the meetings, all actors make reflections about on-going projects as well as completed projects
- Revising on-going plans and making new plans for further actions will be done by reflecting the results of discussion in the Village/*Mtaa* meetings
- VEO/MEO displays the results of the discussion, especially revised and new plans on the notice board
- VEO/MEO incorporates the information on progress of each CI into the minutes of the meetings to be shared in Ward Development Committee (WDC)
- VEO/MEO submits minutes of Village/*Mtaa* meeting indicating monitoring/evaluation results on CIs quarterly to WDC through WEO. In addition to the minutes, VEO/MEO submits Monitoring/Evaluation Report on CIs to WDC through WEO once a year for each CI.

ii. At Ward Level

- Progress of CIs mentioned in the minutes of Village/*Mtaa* meetings from each Village/*Mtaa* are quarterly shared in WDC

- WFs/EOs monitor each Village/*Mtaa* and identify what are working and what has not been implemented yet based on the plan
- Reflections about supports from Ward Office towards CIs as well as community engagement in ward level projects are to be done through regular and emergency WDCs. Revising on-going plans should be done for further actions by reflecting the results of discussion in WDC
- WEO displays the results of the discussion, especially revised and new plans on the notice board
- WEO incorporates the information on progress of each CI into the minutes of WDC and submit them to HLG on quarterly basis. The Monitoring/Evaluation Reports on CIs has to be attached to the minutes.

iii. At HLG Level

- After receiving the minutes and the Monitoring/Evaluation Reports on CIs from each ward quarterly, DPLO coordinates with other departments to analyse progress of CIs and sectoral projects.
- Based on the above, CMT verifies the contents of minutes and Monitoring/Evaluation Reports on CIs by utilising available occasions of monitoring such as project monitoring and regular monitoring.
- CMT members reflect the results of the discussion, consider necessary supports such as moral, technical and financial supports and revise plans for further LGA's support for CIs.
- Council Director (CD) shares the minutes and the Monitoring/Evaluation Reports on CIs to Council Committees and Full Council for discussion and approval to enable further LGA's support for CIs.
- LGA provides feedbacks to villages/*Mitaa* on the result of discussion and approved supports
- CD reports to Regional Secretariat (RS) who will subsequently report to PO-RALG and respective sector ministries.

Monitoring is the most important activity for LGAs as well as Ward Office to recognise and appreciate what people are doing on their own. Recognition and appreciation are source of energy/motivation for people to continue on-going CIs and to start new CIs as well as engage themselves in the sectoral projects.

3.4 Relationship between HLG and LLG in Planning and Budgeting

In Chapter Three, procedures of CPP and LGA supports to realise the collaborative relationship between LGA and communities are explained for concretising the ideas which Chapter Two explained as an overview of Improved O&OD. In order to visualise the relationship, the following diagram 3-1 shows whole picture of Improved O&OD process.

At the bottom of the diagram, there is a process of facilitation which is to be conducted by WFs to ensure people proactively play roles in whole process of CDP. In the diagram, only one cycle of CDP is described; however, in an actual sense, CDP is a continuous process to be realised one after another in which people accumulate experience in planning, implementation and M&E for their own development.

There is an arrow from a part of CPP to Planning and Budgeting at HLG level, which represents a channel of submission of Community Development Plan. Having received Community Development Plan, HLGs become able to incorporate CIs into LGA activities/projects.

There is also an arrow from HLG to Village/*Mtaa* indicating feedbacks to be given after HLG makes decisions about LGA activities/projects for next fiscal year.

A double-headed arrow between HLG and LLG on the right side indicates collaboration between LGA and communities for implementation and M&E of CIs/sectoral projects through LGA support to CIs and community engagement in sectoral projects. In the process at HLG level, Council Task Force (CTF) is a main engine.

With a view to put the diagram in practice, it should be noted that it is essential for both LGAs and communities to be able to fully utilise the following two (2) manuals, namely

- Planning and Implementation Manual for Improved O&OD and
- Community Facilitation Manual for Improved O&OD

For this sake, LGAs have to make full efforts to create GOOD CTF and WFs.

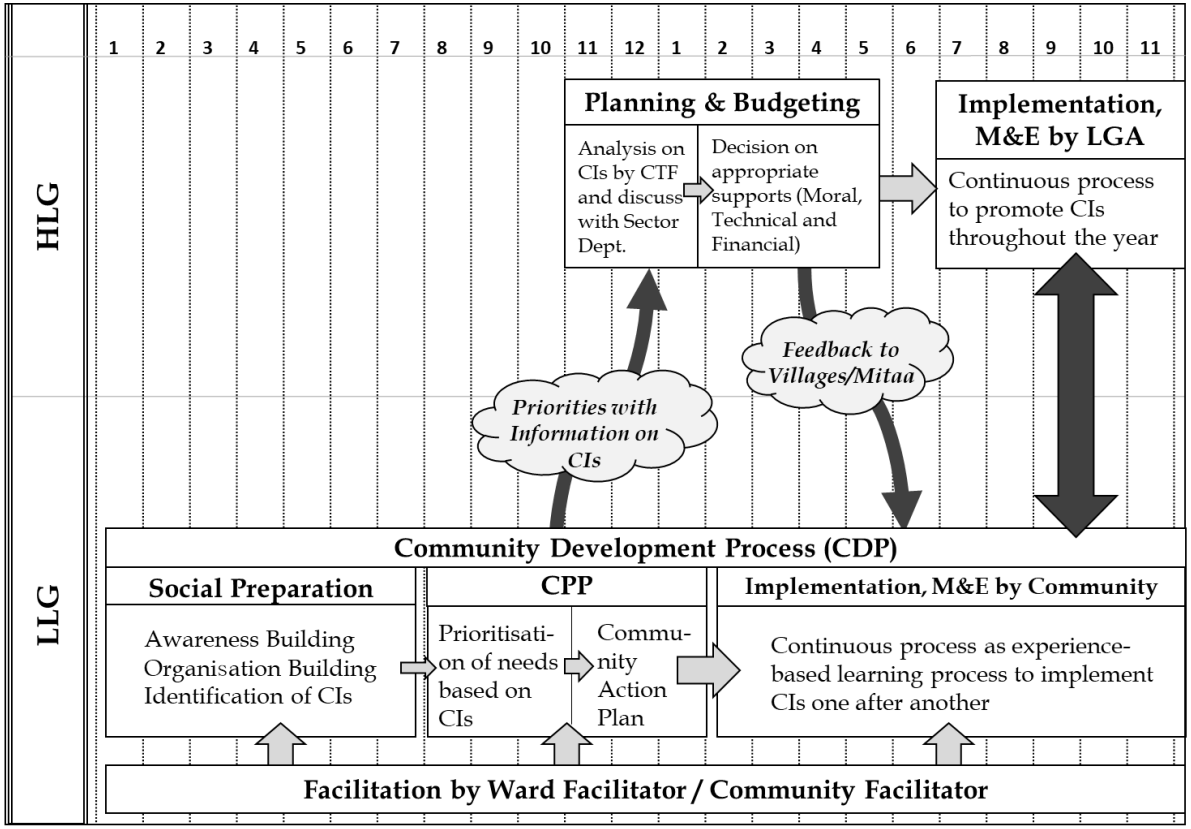

Diagram 3-1: Steps and Relationship between HLG and LLG in Planning and Budgeting

NOTE: Ward Office takes responsibilities for coordination with HLG and provision of supportive supervision to villages/*Mitaa* for all steps. CTF has to support WF for the entire process of facilitation.

CHAPTER FOUR
ROLES AND RESPONSIBILITIES OF ACTORS IN IMPROVED OPPORTUNITIES AND OBSTACLES TO DEVELOPMENT (O&OD)

This chapter explains roles and responsibilities of actors in O&OD at different levels: Village/*Mtaa*, ward, Higher Local Government (HLG), District, regional, and national. For realising the objective of O&OD in a sustainable manner, these actors, ranging from people at grass-root level to various decision makers, are required to play collaborative roles respectively as established structure in the government.

4.1 Actors at Village/*Mtaa* Level

At Village/*Mtaa* level, there are various actors such as community groups, Village/*Mtaa* Chairperson, Village Council (VC)/*Mtaa* Committee (MC) members, VEO/MEO, and so forth. People as the main actor identify and analyse their challenges, make plans of their own activities by considering their actual situation, and take collective actions based on their capability and experience. Community groups are venues for members to adapt new knowledge and experience as well as acquire leadership skills to be potential leaders. Village/*Mtaa* Chairperson and VC/MC members promote people to make self-help efforts through collaboration with Ward Facilitators (WFs), Local Community Facilitators (LCFs) and other Extension Officers (EOs).

4.1.1 Village General Assembly/*Mtaa* Assembly

Village General Assembly/*Mtaa* Assembly will perform the following roles and responsibilities;

i. Make a collective agreement on common challenges and needs
ii. Plan, endorse and monitor people's activities in collaboration with WFs and other EOs
iii. Share information on CIs

4.1.2 Village Council/*Mtaa* Committee

Village Council/*Mtaa* Committee will perform the following roles and responsibilities;

i. Motivate and encourage people to take actions based on their capacity in collaboration with WFs and Local Community Facilitators (LCFs)
ii. Coordinate people to make self-help efforts through collaboration with WFs, LCFs and other EOs
iii. Utilise Village/*Mtaa* Assembly for collective decision-making on CIs
iv. Supervise different development committees within the Village/*Mtaa* to ensure continuous implementation of CI
v. Promote information and experience sharing on CIs
vi. Give available supports towards people to continue CIs
vii. Link people with Ward Development Committee (WDC) and HLG for sharing agendas and feedbacks on the decision

4.1.3 Village/*Mtaa* Chairperson

Village/*Mtaa* Chairperson will perform the following roles and responsibilities;

i. Participate in process of identifying CIs
ii. Approve the contents of filled CI Forms after checking them with people in the Village/*Mtaa*.
iii. Share the CI Forms in VC/MC and Village/*Mtaa* Assembly for common understanding
iv. Monitor the progress of CIs with VEO/MEO and share the results in VC/MC and Village/*Mtaa* Assembly
v. Collaborate with VEO/MEO,VC/MC members in promoting the development of CIs
vi. Link people with WDC and HLG to share agendas and feedbacks on the decisions

4.1.4 Village Executive Officer and *Mtaa* Executive Officer

VEO/MEO will perform the following roles and responsibilities;

i. Participate in process of identifying CIs
ii. Collect necessary information related to CIs

iii. Fill CI Forms and submit them to VC/MC through Village/*Mtaa* Chairperson
iv. Ensure smooth implementation of CIs in line with by-laws, policies and regulations
v. Disseminate CI's information to relevant committees, each *Kitongoji* and community groups
vi. Coordinate and create conducive environment for mutual communication among WFs, EOs and people
vii. Collaborate with WFs to develop people's ability to identify what they can do and what they cannot do by themselves (i.e. needs for necessary supports)
viii. Utilise VC/MC, Village/*Mtaa* Assembly and other occasions to stimulate discussion about CIs
ix. Link people with WDC and HLG for sharing agendas and feedback on the decisions

4.1.5 *Kitongoji* Chairperson

Kitongoji Chairperson will perform the following roles and responsibilities;

i. Collaborate with WFs and LCFs to promote people's self-help efforts
ii. Create conducive environment on democratic decision-making to identify people's needs and capability
iii. Share information and supervise CIs in accordance with the agreement made in Village Council/*Mtaa* Committee and Village/*Mtaa* Assembly
iv. Supervise selection of LCFs from active persons in *Kitongoji* and train them in collaboration with WFs for continuous facilitation at *Kitongoji* level

4.1.6 Local Community Facilitators

Local Community Facilitators (LCFs) are active persons within communities such as *Kitongoji* who are selected by people because of their experience in working together with WFs and for continuous facilitation. Their roles are to;

i. Collaborate with Village/*Mtaa* leaders and other influential persons such as traditional leaders in encouraging people to identify their felt-needs and take collective actions in response to their needs
ii. Continue facilitation to ensure the sustainability of development activities

even without the presence of WFs

4.1.7 Community Groups

Community Groups will perform the following roles and responsibilities;

i. Plan and implement activities on their own based on their felt-needs
ii. Attract support to accelerate their activities
iii. Show good practices in order to other people to stimulate them

4.2 Actors at Ward Level

Actors at ward level such as Ward Development Committee (WDC), WEO and WFs are expected to function as a bridge between HLG and villages/*Mitaa* for sharing experience among villages/*Mitaa* and also function as a catalyst to promote people's self-help efforts.

4.2.1 Ward Development Committee

WDC will perform the following roles and responsibilities;

i. Suggest and decide possible supports on CIs as a Ward office
ii. Share and monitor the progress of CIs and support given by a Ward office
iii. Connect sectoral projects with people's problems and needs
iv. Link people with villages/*Mitaa* and HLG for sharing information and feedback on CIs
v. Solve Conflicts that may occur during implementation of CIs
vi. Review M&E Report and provide necessary advices

4.2.2 Ward Executive Officer

WEO will perform the following roles and responsibilities;

i. Instruct VEOs/MEOs to fill in "CI Forms" and collect the filled CI Forms
ii. Create awareness on the importance of people's self-help efforts among VEOs/MEOs, Ward Councillor and other EOs.
iii. Create conducive working environment for WFs to perform their facilitation work to people
iv. Share WF's facilitation progress and results in different forums in the ward

such as WDC.

v. Report WF's facilitation progress and the results to Council Director (CD).
vi. Collaborate with WFs to promote active discussions in WDC to promote and ensure the sustainability of CIs

4.2.3 Ward Facilitators

Ward Facilitators will perform the following roles and responsibilities;

i. Support people to identify their challenges and plan to overcome them
ii. Collaborate with Village/*Mtaa* leaders and people to monitor and evaluate people's development activities from Village/*Mtaa* level to *Kitongoji* level
iii. Support people to realise community empowerment through experienced-based learning
iv. Provide technical support in the area of his/her specialisation and communicate with WEO and CTF to deal with challenges beyond people's capabilities
v. Identify, train and nurture LCFs for sustainable development
vi. Link people with different partners to enhance people's self-help efforts
vii. Share facilitation experience in different forums such as WDC for promoting people's self-help efforts in order to consolidate understanding of community facilitation

4.2.4 Senior Ward Facilitators

Senior Ward Facilitators (SWFs) [2] will perform the following roles and responsibilities;

i. Share facilitation experience and tips as resource persons in WFs training and other occasions
ii. Give technical guidance and follow-up in terms of facilitation skills to new WFs in the field

[2] Senior Ward Facilitators (SWFs) are experienced WFs who are nominated by LGAs and registered at PO-RALG for the sake of supporting WFs in different LGAs nationwide.

4.3 District Commissioner's Office

District Commissioner's Office will perform the following roles and responsibilities;

i. Encourage people to make self-help efforts to overcome their challenges
ii. Share experience on issues related to O&OD and the facilitation progress by WFs to all actors in their jurisdiction through existing occasions
iii. Supervise and ensure activities of O&OD are implemented according to this Guidelines

4.4 Actors at Higher Local Government Level

4.4.1. Full Council

Full Council will perform the following roles and responsibilities;

i. Receive and discuss proposals on O&OD activities from respective committees (Education, Economy, Health and Social Services Committee)
ii. Approve LGA plan and budget for CIs with a consideration of the capability and experience of communities in implementing CIs
iii. Approve collaborations with other stakeholders to promote people to develop and reproduce CIs
iv. Monitor the progress of CIs and LGA support towards the CIs based on reports from Council Management Team (CMT)

4.4.2. Council Director

Council Director will perform the following roles and responsibilities;

i. Give necessary instructions for smooth and sustainable operation of O&OD in the respective council
ii. Use available occasions to create awareness both in CMT and Full Council on the importance and benefits of O&OD
iii. Coordinate with CMT to propose a necessary budget for O&OD activities to Full Council through Finance and Planning Committee
iv. Report the progress of O&OD activities to Regional Secretariat (RS)
v. Select CTF members, including a focal person among CTF for O&OD activities

vi. Solve conflicts (if any) among implementers of various projects

4.4.3. Council Management Team

CMT will perform the following roles and responsibilities;

i. Give instructions to each department to consider CIs in their plans and budgets
ii. Propose sufficient amount of budget for O&OD activities (including support for villages/*Mitaa* to develop and reproduce CIs, support for implementation of CTF and WF activities), and submit to Full Council through Finance and Planning Committee
iii. Monitor the progress of O&OD activities and report to Full Council through respective committees

4.4.4. Council Task Force

CMT will perform the following roles and responsibilities;

i. Create awareness on the importance and benefits of O&OD to CMT, Full Council and Development Partners (DPs)
ii. Coordinate with DPs and sector departments to realise O&OD activities in an effective way
iii. Compile CIs information per Village/*Mtaa* and analyse them with considerations on the capability of communities
iv. Report the results of CI analysis and proposals of appropriate support to CMT
v. Plan and propose an annual plan and budget to CMT for CI encouragement, training for WFs, WEOs, VEOs/MEOs as well as WFs' activities
vi. Provide WFs with supportive supervision and necessary logistics for their frequent visits to communities for promotion of self-help efforts
vii. Build capacity of WFs and utilise them as resource persons to disseminate their experience to other villages/*Mitaa*/wards in the LGA
viii. Compile reports from WFs about people's positive changes and share the reports with members of CMT
ix. Cooperate with "*Walezi wa Kata*" to encourage facilitation and people's self-help efforts, identify people's needs, and give them necessary support

x. Coordinate forums for exchanging experience in CIs among villages/*Mitaa* (e.g. exchange visit, sharing workshops)
xi. Nominate SWFs and candidates of SWFs in collaboration with registered SWFs
xii. Share SWF's experience as resource persons in training of O&OD and other occasions in collaboration with PO-RALG

4.5 Actors at Regional Level

In order to efficiently reach all LGAs, actors such as Regional Secretariat (RS) need to play roles to coordinate with PO-RALG and LGAs in respective regions. Specifically, each actor performs following roles;

4.5.1 Regional Commissioner's Office

Regional Commissioner's Office will perform the following roles and responsibilities;

i. Use available forums to disseminate related information on O&OD and directives to stakeholders in the region
ii. Encourage people to make self-help efforts
iii. Disseminate directives to LGAs on O&OD
iv. Ensure that LGAs allocate a budget to promote people's self-help effort and encouragement of CIs
v. Appoint a focal person from RS (Regional O&OD Focal Person)
vi. Appreciate people's efforts by site visits and encourage competition among LGAs
vii. Prepare necessary logistic to conduct O&OD activities
viii. Promote exchange of ideas and experience among the stakeholders
ix. Link CIs with civil societies, private organizations and other institutions dealing with community facilitation
x. Monitor O&OD activities and submit the results to Regional Management Team, councils and PO-RALG quarterly and semi-annually

4.5.2 Regional Secretary Team

Regional Secretary Team will perform the following roles and responsibilities;

i. Discuss important issues and prepare proposals on how to improve the

issues including technical advices

ii. Supervise councils to ensure that they implement O&OD activities

iii. Provide guidance to LGAs for planning and budgeting and implementation of O&OD activities

iv. Make follow up on O&OD activities in LGAs and report the results to Regional Administrative Secretary (RAS)

4.5.3 Regional O&OD Focal Person

Regional O&OD Focal Person appointed by Regional Administrative Secretary will perform the following roles and responsibilities;

i. Link related officers of RS with PO-RALG and LGTI

ii. Coordinate implementation of O&OD activities among stakeholders including private organisations and civil societies which provide facilitation and supports for CIs in the region

iii. Compile progress reports on O&OD activities from LGAs in the region

iv. Present the progress reports on O&OD activities to the related officers of RS

v. Provide guidance to LGAs for planning and budgeting and implementation of O&OD activities

4.6 Actors at National Level

At national level, there are a variety of actors such as PO-RALG, O&OD Team and Local Government Training Institute (LGTI) whose roles include dissemination and promotion of O&OD nationwide. Those roles entail giving directives, training and conducting assessment. There are also other actors such as Ministries, agencies, non-state actors and development partners which are expected to support O&OD in their projects/programmes.

4.6.1 President's Office - Regional Administration and Local Government (PO-RALG)

PO-RALG will perform the following roles and responsibilities;

i. Give directives and necessary information related to O&OD by utilising available occasions within/outside PO-RALG

ii. Collaborate with other Ministries, Regional/District Commissioner's

Office, Civil Society Organizations and Development Partners in undertaking activities of O&OD

iii. Provide Guidelines towards Development Partners (DPs) to understand and reflect ideas of O&OD in their programmes

iv. Create awareness on effectiveness of O&OD in all LGAs through workshops and other relevant occasions such as Association of Local Authorities in Tanzania (ALAT)

v. Capacitate and Supervise RSs and LGAs in implementation of O&OD activities

vi. Monitor the implementation of O&OD in LGAs and incorporate the results into formulation of local government policies, national planning and budgeting

vii. Collaborate with LGTI to carry out assessment on the performance of LGAs on promoting CI and sectoral projects, training on O&OD and performance of actors

viii. Mobilise resources for the assessment above

ix. Accredit other institutions for O&OD training

x. Accredit Master Trainers (MTs) of O&OD training

O&OD Team

O&OD Team is the centre of information and coordination on technical support in O&OD activities.

i. Provide information and technical supports to LGAs, RSs and other institutions on O&OD as the centre of its coordination

ii. Supervise, coordinate, make follow up and evaluate the implementation of O&OD activities in LGAs in collaboration with RS

iii. Share monitoring and assessment results to PO-RALG and LGTI management in order to improve policies, Guidelines and training curriculum

iv. Coordinate with LGTI to manage training of O&OD

v. Register and mobilise SWFs for technical support towards new WFs and other stakeholders in different LGAs

vi. Coordinate dispatching SWFs and experienced CTF members for experience sharing in LGAs

vii. Make continuous follow-up on WFs and CTF activities in LGAs

Local Government Training Institute (LGTI)

LGTI is the core training institute for O&OD training. Detailed information about the training system is explained in Chapter Five of this Guidelines.

i. Provide and coordinate a series of O&OD training courses for CTFs, WEOs, WFs and other actors according to LGAs' needs
ii. Develop training courses and ensure the quality of training through monitoring and revision of training materials.
iii. Collaborate with PO-RALG on conducting assessment on the performance of LGAs on promoting CIs and sectoral projects, training on O&OD and performance of actors.
iv. Incorporate the concept of O&OD into curriculum of other training courses
v. Support other training institutes to incorporate O&OD concepts into their curricula and materials
vi. Create and maintain a pool of Master Trainers (MTs) as trainers for other trainers and for training improvement
vii. Utilise training and workshops as venues for awareness creation for O&OD
viii. Provide Training of Trainers (ToT) for new trainers of O&OD training and provide the certificates to the trainees
ix. Propose candidates of MTs to PO-RALG for its accreditation.
x. Maintain database of trainers of O&OD

4.6.2 Ministries, Departments and Agencies

Ministries, Departments and Agencies will perform the following roles and responsibilities;

i. Adopt and incorporate O&OD methodology in their programmes
ii. Support sector departments within LGA to promote CIs
iii. Provide advices to realize effective and efficient implementation of O&OD

4.6.3 Civil Society Organizations (CSO) and Development Partners (DP)

CSOs such as faith-based organisations and DPs will perform the following roles and responsibilities;

i. Support LGAs to conduct O&OD training in the areas of their operation
ii. Support WF facilitation in the area of their operation through utilisation of locally available resources
iii. Support CI in the area of their operation through utilisation of locally available resources

CHAPTER FIVE
TRAINING SYSTEM OF IMPROVED OPPORTUNITIES AND OBSTACLES TO DEVELOPMENT (O&OD)

This chapter explains a comprehensive picture of Improved O&OD training system for different actors. It covers target actors and training contents of Orientation Workshop for Decision Makers, Council Task Force (CTF) Training, Ward Executive Officer (WEO) Training, Ward Facilitator (WF) Training, Village/*Mtaa* Executive Officer (VEO/MEO) Training and training for other training institutes.

5.1 Outline of Training for Improved O&OD

Improved O&OD methodology has shown a great success not only in participatory planning, but also in the promotion of Community Initiatives (CIs) as well as community empowerment in the pilot areas. There is a strong need to roll out this methodology nationwide. The learning outcomes and scope of each training category towards key stakeholders are strategically set in order to enable those actors to perform with a great extent for the realisation of better service delivery and local development.

5.1.1 Training Approach

There shall be a precisely defined training system about O&OD. Local Government Training Institute (LGTI) as the "Centre of Excellence" in O&OD shall be the Lead Training Institute by taking primary roles over the management on the entire system. LGTI shall also collaborate with O&OD Team in training management through mutual learnings and capacity building of both parties concerning O&OD.

There shall be target actors and training categories in the training system of O&OD. The target actors are decision makers in LGA, Council Task Force (CTF), Ward Executive Officers (WEOs), Ward Facilitators (WFs) and Village/*Mtaa* Executive Officers (VEOs/MEOs). There shall also be two (2) main categories in terms of training contents as "Basic" and "Technical". "Basic" contents are fundamental ideas and knowledge on O&OD which all key actors should

internalise as a shared norm and a basic direction of operation in LGA. "Technical" contents vary according to the expected roles and required expertise (e.g. knowhow of community facilitation for WF). The cost of the training is borne by respective LGAs.

The revision of each training will be realised mainly by LGTI in collaboration with O&OD Team. Some stakeholders from the field such as Senior Ward Facilitators (SWFs) and experienced CTF members will be resource persons for this specific task.

5.1.2 Orientation Workshop for Regional and Council Leaders

Although all target actors mentioned in the above are "key" in O&OD operation, leaders such as Regional/District Commissioner's Office, Council Director (CD) and councillors are the most important actors because their strong leadership and dignity will result in outstanding performance of all actors within LGA. Moreover, tactfulness of those decision makers toward self-help efforts of communities will bring unmeasurably positive encouragement for people if it is visualised and properly delivered to people. Thus, an orientation on O&OD for policy makers in LGA needs to be organised as the first step of Improved O&OD introduction in LGA. It is named "Orientation Workshop for Regional and Council Leaders".

Table 5-1: The outline of Orientation Workshop for Regional and Council Leaders

Participant	Regional/District Commissioner's Office, Regional Secretary Team, Council Director (CD), Councillors, CTF	
Purpose	To introduce the basic ideas and knowledge on O&OD to decision makers as the 1st step of O&OD introduction in LGA	
Approach	Class session	
Contents	Basic	Basic ideas and knowledge on O&OD

5.1.3 Council Task force Training

Council Task Force (CTF) in O&OD is one of the important actors coordinating the entire O&OD activities in LGA as explained in Chapter Four. Thus, there shall be training named "Council Task Force training" which is class-room training.

Capable CTF members from some experienced LGAs may be invited as a resource person for better learning of trainees. The outline of the training is shown in Table 5-2.

Table 5-2: The outline of CTF Training

Trainees	7 CTF members (DPLO, DCDO, DHRO and 4 ordinary staff from relevant departments)	
Purpose	Enable CTF to start playing their expected roles as a team	
Approach	Class session	
Contents	Basic	Basic ideas and knowledge on O&OD
	Technical	- Frameworks for understanding communities - LGA support to promote CIs - community facilitation - Support and supervision on WFs - Sensitisation of LGA officers and councillors on O&OD

5.1.4 Ward Executive Officer Training

Ward Executive Officer (WEO) is also an important actor in O&OD who should be an intermediate coordinator between HLG and LLG as well as between CTF and WFs. It implies that the degree of WEO's awareness and understanding on O&OD remarkably influence the efficiency of O&OD operation in LGA. The outline of WEO Training is as shown in Table 5-3.

Table 5-3: The outline of WEO Training

Trainee	WEOs	
Purpose	To enable WEOs to be an intermediate coordinator between HLG and LLG, and CTF and WFs for operating O&OD activities in an effective way.	
Approach	Class session	
Contents	Basic	Basic ideas and knowledge on O&OD
	Technical	- Frameworks for understanding communities - LGA support to promote CIs - community facilitation - Support and supervision on WFs

5.1.5 Ward Facilitator Training

Ward Facilitator (WF) is another key actor in O&OD. Their primary role is to empower communities through community facilitation. Hence, there shall be training specifically designed for WFs named "Ward Facilitator training" with the purpose of transforming a ward extension officer from a technical officer to a facilitator for community empowerment. WF training is comprised of a series of class and filed sessions in order to cover community facilitation for a whole Community Development Process, particularly, with a strong focus on Social Preparation (SP) and Community Planning Process (CPP). Senior Ward Facilitators (SWFs) will play two (2) important roles as resource persons for experience sharing and on-site trainers throughout the training. The outline of the training is shown in Table 5-4.

Table 5-4: The outline of WF Training

Trainee	At least 3 prospective WFs from each ward	
Purpose	To transform trainees from extension officers to facilitators for community empowerment	
Approach	A series of class and field sessions	
Contents	Basic	Basic ideas and knowledge on O&OD
	Technical	- Frameworks for understanding communities - community facilitation - Field exercise on "Social Preparation" and "Community Planning Process (CPP)"

5.1.6 Training for Village Executive Officers/*Mtaa* Executive Officers

Village Executive Officer (VEO)/*Mtaa* Executive Officer (MEO) should be aware of O&OD to coordinate different activities, particularly at Village/*Mtaa* and *Kitongoji* level. VEOs/MEOs should be the closest supporter for WFs and communities for effective community facilitation and empowerment. The training for VEOs/MEOs is basically conducted by WFs through continuous involvement of VEOs/MEOs in WF's facilitation activities. With witnessing a series of facilitation exercises by WFs, VEO/MEO's knowledge and skills on community facilitation will be developed. Additionally, the training for VEOs/MEOs can be also arranged by LGTI upon a request from LGAs. The

topics of training in this case are determined through the coordination between LGTI and the LGAs.

5.2 Training for Other Training Institutions

LGTI, as the "Centre of Excellence" of O&OD training system, takes the responsibility for disseminating proper ideas and knowledge of O&OD nationwide through training provision. The coverage of training is, however, not only limited to LGA officers and councillors, but also other training institutes. It is expected that those training institutes, which are trained and certified by LGTI and accredited by PO-RALG, will become other training providers for O&OD. It is also basically a demand-driven approach implying that it will be realised only when the necessity and the fulfilment of basic conditions (i.e. willingness and organisational readiness of other training institutes) are confirmed. Thus, other training institutions and/or individual lecturers are not allowed to provide training of O&OD without being trained by LGTI.

In addition, PO-RALG in collaboration with LGTI will play a central role in quality assurance in O&OD training courses which contain "Training of Trainers (ToT)", "assessment on training and trainers" and "revision of respective training".

CHAPTER SIX
ASSESSMENT OF IMPROVED OPPORTUNITIES AND OBSTACLES TO DEVELOPMENT (O&OD)

Chapter Six explains the meaning, objectives, focus areas, performance indicators and procedure of assessment for O&OD.

6.1 Meaning of Assessment

In the context of O&OD, assessment is a means of appraising the performance of various actors involved in supporting, promoting and implementation of CIs. The assessment will be conducted annually based on analysis on reports submitted by LGAs and through site visits. Criteria developed by PO-RALG are to be used in the assessment. At the LGA level, local reality and characteristics of each CI should be also considered in the assessment.

6.2 Objectives of Assessment

Assessment in O&OD is to achieve the following objectives;

i. To identify the opportunities and challenges in implementation of the Guidelines and Manuals for O&OD so as to measure its applicability for further improvement
ii. To foster LGA support to communities for further realisation of local development through feedback from PO-RALG as well as horizontal learning among LGAs
iii. To improve training programmes for O&OD in order to cope with emerging needs

6.3 Focus Areas

Assessment is important for realising the effectiveness of O&OD to communities and the nation at large. In order to conduct the assessment effectively, three (3) focus areas are emphasised namely: Performance of LGAs on Community Initiatives (CIs) and sectoral projects, Performance of actors at national, regional, district and LGA levels, and training programmes provided to LGAs by LGTI. Each focus area is explained in the following sections.

6.3.1 Performance of LGAs on CIs and Sectoral Projects

This assessment shall be jointly conducted by PO-RALG and LGTI. The assessment runs along with the exiting assessment and supervision systems in PO-RALG which is set to be conducted nationwide. Key aspects to be assessed in this focus area are as follows;

i. Functionality of supporting mechanism within LGAs toward CI promotion such as Incorporation of CIs into LGA planning and budgeting process
ii. Collaboration between Regional Secretariat, LGAs and villages/*Mitaa* for smooth implementation of O&OD activities

These key aspects will be assessed through the existing follow-up systems within PO-RALG involving its divisions such as: Division of Sector Coordination (DSC), Division of Information and Communication Technology (DICT), Division of Local Government (DLG), Division of Policy and Planning (DPP) and Division of Regional Administration (DRA).

6.3.2 Performance of Actors within LGA

This is an internal assessment within LGAs to evaluate the performance of each actor based on their roles and responsibilities as explained in Chapter Four. This assessment will foster the understanding on the community among LGA staff in order to provide further encouragement on CIs.

The assessment is conducted in two (2) layers of actors within LGA. The first one is for HLG to assess performances of ward and Village/*Mtaa* offices on promoting CIs. The second one is for Council Director and heads of departments to assess performance of staff in providing appropriate supports to CIs. The results of M&E at all levels within LGA shall be examined by LGA assessors based on the performance indicators to be provided by PO-RALG.

Also, the results of assessment are utilised by all actors to improve their performance and support to communities for further realisation of local development.

6.3.3 Training Programmes provided to LGAs by LGTI

This assessment shall be carried out by LGTI as a leading training institute and core training provider for O&OD in order to identify the impact of training programmes toward LGAs' practices. The results of the assessment shall be utilised by LGTI and PO-RALG (O&OD team) to improve training programmes. This assessment shall also be used as a learning opportunity to LGAs for self-assessment and improvement.

6.4 Performance Indicators

A set of performance indicators are prepared to conduct the three (3) focus areas of assessment afore-mentioned in a consistent and objective manner. The following are some of the performance indicators to be used by PO-RALG and LGTI in the assessment.

- Percentage of community participation in Village/*Mtaa* general assembly meeting to discuss and approve Community Development Plan
- Percentage of budget allocated to support community initiatives by LGAs
- Percentage of budget disbursed to support community initiatives by LGAs
- Percentage of budget allocated for monitoring and evaluation of CIs both at LLG and HLG level
- Percentage of budget disbursed for monitoring and evaluation of CIs both at LLG and HLG level
- Number of Villages/*Mitaa* that received feedback from LGA on types of support to be provided to their plans
- Percentage of budget allocated for capacity building for O&OD at all levels
- Percentage of budget disbursed for capacity building for O&OD at all levels

These performance indicators are annually reviewed and revised by PO-RALG and LGTI prior to implementation of the assessment if any necessity arises.

6.5 Assessment Procedure

The following procedure is for PO-RALG, LGTI and LGAs to carry out the assessment on the above-mentioned 6.3 Focus Areas.

6.5.1 Extracting Baseline Information

PO-RALG and LGTI, with LGAs' quarterly progress reports, analyse the effectiveness of LGA support to CIs and the fulfilment of roles and responsibilities of each actor within LGA. This will involve feedback, promoting people's engagement in sectoral projects and provision of training programmes to council officers at ward and Village/*Mtaa* level.

LGAs also analyse the findings obtained from reports submitted by ward and Village/*Mtaa* offices as preliminary information during the assessment.

6.5.2 Preparation of Data Collection Tools

These performance indicators described in 6.4 are annually reviewed by PO-RALG and LGTI. For the implementation of assessment by LGAs, the set of performance indicators shall be disseminated by PO-RALG.
For the assessment of LGA performance, PO-RALG and LGTI prepare data collection tools to cover the performance indicators one month before the assessment. The data collection tools for assessment of actors within LGAs are to be prepared by respective HLGs based on the performance indicators prepared by PO-RALG and LGTI as indicated in Section 6.4.

6.5.3 Data Collection and Analysis

PO-RALG and LGTI extract information relevant to each performance indicator from available sources such as the council progress report, etc. Also, some LGAs are selected and visited for verification based on the results of PO-RALG assessment and supervision system. After data collection and verification, PO-RALG and LGTI analyse the information and prepare feedback to each LGA. PO-RALG and LGTI prepare an assessment report as a summary of analysis.

For the assessment of actors within LGAs, relevant information is extracted from the reports from ward and Village/*Mtaa* office including Monitoring/Evaluation Report on CI. HLG officers in charge conduct physical visits to villages/*Mitaa* for

verification. After data collection and verification, HLG analyse the information and prepare feedback for each ward and Village/*Mtaa*. HLG prepares an assessment report as a summary of the assessment on actor's performance in LGA.

6.5.4 Dissemination of Assessment Results

PO-RALG and LGTI disseminate the assessment report to all LGAs with feedback. Also, HLG will disseminate the assessment report to all wards and villages/*Mitaa* so as to identify the areas that need to be improved and interventions to be taken onboard.

Through the assessment, good performing LGAs and villages/*Mitaa* are identified and after the assessment the information regarding those good ones is disseminated to all LGAs as a learning material for LGAs and villages/*Mitaa* to improve their performances.

AFTERWORD

It is anticipated that all stakeholders are inspired with basic knowledge of Improved O&OD and become important actors for better service delivery and local development by continuously utilising the Guidelines.

With a view to ensure better performance of actors, implementing entities of the Guidelines have the responsibility for ensuring submission of reports in relation to activities of Improved O&OD periodically. These reports are important for PO-RALG to provide necessary coordination and supervision so that all stakeholders including people as main actors of development perform accordingly.

PO-RALG also developed "Planning and Implementation Manual for Improved O&OD" and "Community Facilitation Manual for Improved O&OD" for the sake of effective implementation of the Guidelines and established the evaluation mechanism for rectifying the shortcomings of the Guidelines implementation. Moreover, for better performance of stakeholders, training for those stakeholders will be provided by LGTI based on demands from the implementing entities such as LGAs and other practitioners of the Guidelines.

The Guidelines and manuals for Improved O&OD are subject to be revised when the need arises.