

**TERMINAL EVALUATION OF
SOUTHERN AGRICULTURE GROWTH CORRIDOR OF TANZANIA
(SAGCOT) CAPACITY DEVELOPMENT PROJECT**

FINAL EVALUATION REPORT 2016

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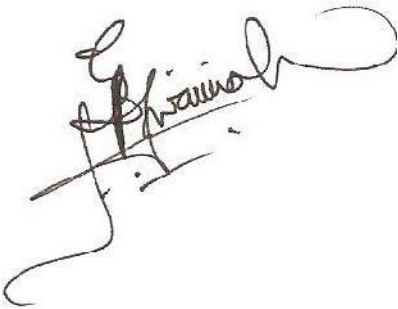
We are grateful to PMO Project manager, Ministry of Agriculture and Food Security Project staff, SAGCOT Centre staff, RUBADA Project team, UNDP project staff, DFID staff, District Agriculture Officers at Iringa district, District Land Officers at Mkuranga district, the community members from Mkifu, Tungamalenga and idodi in Iringa District; and Nyamto -Tipo and Kilamba villages in Mkuranga District. To all the stakeholders consulted we are thankful for your patience, cooperation and commitment to enabling us gather key project information, which provided valuable inputs to the evaluation process leading to preparation of this report.

We understand so many people contributed to attainment of this task, however it is not possible to mention everyone. For those that are not mentioned here, their contributions were equally important and valuable. To all of you we say thank you-Asanteni sana-

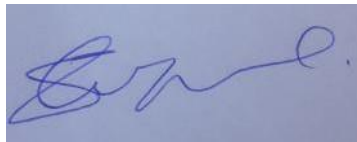
PREFACE

The report details the main achievements; challenges and lessons learnt in the process of implementing the SAGCOT Capacity Building Project. Three institutions - SAGCOT, Ministry of Agriculture Food Security and Cooperatives (MAFS), and RUBADA implemented the project. The information documented in this report has addressed the needs and requirements of the Terms of References (TOR). The intended users of the report are the client and the project implementing parties.

The project has generally achieved the goal of its establishment therefore **-successful-**. The report has detailed areas of improvements and also areas for scaling-up. With proper planning, coordination and sufficient support, more will be achieved hence realizing the national goal of reducing poverty and increasing income among the community members within the SAGCOT Corridor.

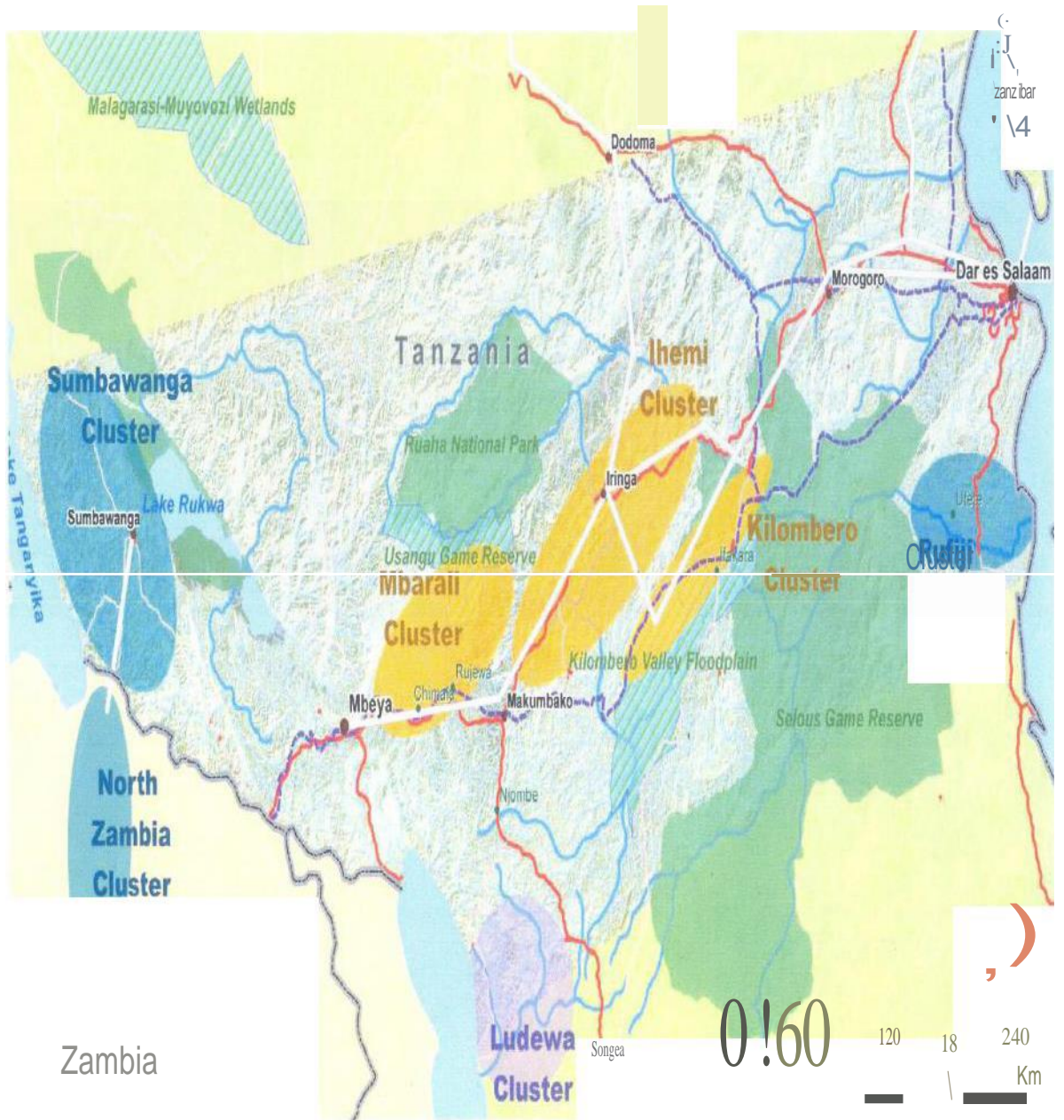


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MAP of SAGCOT Clusters



Acronyms

ASDS	Agriculture Sector Development Strategy
BRN	Big Results Now
CAADP	Comprehensive Agriculture African Development Programs
CCRO	Certificate of Customary Rights of Occupancy
CSO	Community Service Organization
DAC	Development Assistance Committee
IP	Implementing Partner
LGAs	Local Government Authority
LoA	Letter of Agreement
MALF	Ministry of Agriculture Livestock and Fisheries
MDGs	Millennium Development Goals
MDU	Ministry Delivery Unit
MKUKUTA	Mkakati wa Kukuza Uchumi na Kupunguza Umasikini Tanzania
MLHS	Ministry of Lands, Housing and Human Settlements
NGOs	Non-Governmental Organization
NIM	National Implementation Modalities
NSGDP	National Strategy Growth for Development Plan
NWSDS	National Water Sector Development Strategy
OECD	Organization for Economic Cooperation and Development
PMO	Prime Minister Office
PMT	Project Management Team
PPP	Public Private Partnership
RUBADA	Rufiji Basin Development Authority
SAGCOT	Southern Agriculture Growth Corridor
SCL	Strategic Cropping Land
SDGs	Sustainable Development Goals
SRI	System of Rice Intensification
TAFSP	Tanzania Agriculture Food Security Investment Plan
TFYDP	Tanzania Five Year Development Plan
TIC	Tanzanian Investment Centre
ToT	Training of Trainers
TVs	Television
UNDAP	United Nations Development Assistance Plan
VLUP	Village Land Use Plans

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Executive Summary

Brief description of the project

This report presents the terminal evaluation findings of the project titled “Southern Agriculture Growth Corridor (SAGCOT) Capacity Development project”. Contrived in three major sections, the report presents project and evaluation background highlighting the situational analysis, project intervention logic, evaluation purpose and objectives as well as the evaluation approach and methodology. The Southern Agricultural Growth Corridor of Tanzania (SAGCOT) capacity development project was designed in response to the official request by the Office of the Prime Minister to UNDP for assistance in the area of SAGCOT initiative. The government requested UNDP to support the SAGCOT Centre and MDAs that work directly by strengthening the Centre’s efforts for stakeholder awareness of the initiative, institutional reform and capacity development of the Ministry of Agriculture Food Security and Cooperatives and Rufiji Basin Development Authority (RUBADA).

Context and purpose of the evaluation

The SAGCOT centre was formed as a public- private partnership entity to spearhead the SAGCOT initiative in all its forms. However, immediately after its formation, it was faced with a lack of institutional capacity to perform its functions, which include among others coordination, partnership building and promotion of agricultural investments into the corridor. The government therefore requested for UNDP’s support for a capacity building project. While the project support was instrumental for a smooth take off for the Centre, it was also instrumental in positioning the Centre as a credible entity thus winning the confidence of other development partners to support the centre. As the other partners coalesced around the SAGCOT initiative, it become necessary for the SAGCOT centre to develop a five year work plan. Again, the project contributed to the centre’s capacity to implementation of the plan. The SAGCOT Capacity Development project was set out to achieve two main outputs namely;

- i) Strengthened capacity of SAGCOT Centre to effectively forge partnerships and coordinate the implementation of the SAGCOT five year work-plan;
- ii) Strengthened capacity of the Ministry of Agriculture, Food Security and Cooperatives and Rufiji Basin Development Authority (RUBADA) to support smaller holder farmers’ engagement in the corridor.

The project implementation follows a National Implementation Modality (NIM) with the Office of the Prime Minister as the implementing partner, while the SAGCOT Centre, Ministry of Agriculture Livestock and Fisheries (MALF), and RUBADA are the responsible parties for the implementation of the project with specific but complementary activities. The main project activities have included inter alia;

- ✓ Promoting awareness, advocacy and supporting effective implementation of the SAGCOT communication strategy;
- ✓ Developing tools and systems for effective monitoring and evaluation of SAGCOT initiatives
- ✓ Supporting SAGCOT Centre staff and operations
- ✓ Supporting the MALF to enhance its capacity to effectively coordinate interventions and partners involved in the SAGCOT initiative
- ✓ Supporting the MALF to design an action plan for institutional reform of RUBADA and provide necessary support for development of linkages between SAGCOT clusters and small holder farmers
- ✓ Supporting MALF to provide targeted training to smaller holder farmer organisation to build organisational, negotiation and advocacy capacity

By and large, the design and implementation of the SAGCOT capacity development project was

aligned with the national priorities reflected in the National Strategy for Growth and Poverty Reduction (MKUKUTA) II, Five Year Development Plan (2011/2015) and the Kilimo Kwanza (Agriculture first) policy.

Specifically; the evaluation was anchored on the following objectives;

- To assess efficiency and accountability of key partners in the implementation of the project in achieving the project's outputs
- To assess effectiveness of project delivery methodology
- To review project's contribution in building institutional capacity of the SAGCOT Centre and available institutional mechanism for sustainability
- To examine project practices and to provide recommendations on future such endeavors
- Conclusions recommendations and lessons learned

The design of the SAGCOT capacity development project was largely relevant given its internal and external consistence. Internally, the intervention logic was sound with proper linkages between all the project variables (activities, implementation strategies, outputs and outcomes). The participatory approach that was adopted throughout the project cycle was key in ensuring robust project interventions and implementation strategies that supported the realization of the set outputs.

The project was well aligned with the national development priorities as well as national commitments to regional (Comprehensive Agriculture African Development Program-CAADP- and global (MDGs and SDGs) obligations. This facilitated strong government support; a factor that contributed to project success. The project largely achieved its set output targets and this has increased demand for scaling up the project activities even beyond the SAGCOT area. The project has greatly contributed to the capacity strengthening of the SAGCOT institutions Centre and were thus fairly able to deliver on their mandates. In effect, the institutions have formulated policies and built systems that will continuously guide the execution of their responsibilities.

Utilization of the project outputs is on course, particularly the land use plans that have been developed with support of RUBADA and in effect increased production particularly of rice has been realised in the SAGCOT clusters. However, the abrupt closure of the project has inhibited the achievement of some of the envisaged results such as processing and registration of land titles.

The use of existing administrative structures, broad based communication channels (radios and TVs), and stakeholder fora helped to increase awareness about the SAGCOT initiative in a cost effective manner. On the whole, the adopted project implementation strategies promoted cost effectiveness. Both the institutional setup and the results of the project are largely sustainable on the account of effective stakeholder participation, project ownership and capacity building, which all facilitate stakeholder contribution. The project benefits have been spectacular that there is greater willingness among the population to uphold them.

The Tanzania's conducive policy framework and the created SAGCOT catalyst fund pose great opportunities for the sustainability of the project while the inadequate funding of the agricultural sector and poor infrastructure in the SAGCOT area threat the project's sustainability.

Lessons Learnt:

- a) The institutional strengthening of SAGCOT Centre, with the establishment of systems of management and governance by UNDP funding, created confidence in the Centre hence attraction of many big investments and support from other Development partners
- b) The use of local structures is key in resolving land issues and supporting the success of community based projects. This is because it facilitates effective community mobilization, consensus building and use of indigenous skills and expertise in resolving community issues.

- c) The SAGCOT initiative is well placed to propel the agricultural development of Tanzania if strategic investments in the area are made. The capacity-strengthening project is a well thought intervention with the potential of stirring development in the SAGCOT area. The SAGCOT project was a key flagship intervention under the BRN (Big Results Now) initiative under the government, which enables access to land, and property.
- d) Using and application of SRI (Shadidi) technology is more sustainable as it not only uses less water and seeds and other inputs, but also leads to increased productivity per acre compared to the conventional rice production.
- e) CCROs land ownership systems is a good intervention in ensuring poverty reduction whereby people and communities can now access loans in banks using their land titles as collateral security.
- f) Facilitation and building capacity of SAGCOT Centre's systems and policies and processes is a good practice as it has demonstrated a successful Public Private Partnership (PPP) model with positive results realized under SAGCOT Centre and projects.
- g) SAGCOT project has proven that small scale farmers, if well-organized, can stimulate and increase productivity efficiently and be transformed without practice intensive commercial farming
- h) UNDP creativity has demonstrated to other Development partners the merits and need for increased involvement of the private sector in especially key strategic national priority sectors like agriculture

Recommendations

- a) RUBADA should be further supported by government with the assistance of Development partners through the following actions
 - RUBADA should rebrand itself and in addition to its current strategic plan develop a multimedia communication strategy to correct the negative public image about it.
 - Government of Tanzania should quickly adopt and approve the revised RUBADA Act in order to harmonise the legal framework with the other legal instruments like Local Government Act since there is overlap of mandates and confusion that affects service delivery
- b) SAGCOT Centre has demonstrated that UNDP support has built its catalytic institutional capacity by flagging it off as a formidable institution which has now started attracting big investments as well as being internationally and regionally recognised. However SAGCOT Centre institutional capacity should further and continually be enhanced through its other programs as well as the following actions.
 - SAGCOT Centre should further strengthen its capacity especially in areas of M&E and reporting systems. This can also be enhanced by establishing a substantive M&E Unit given the level of attraction of investments currently.
 - Increased partnership between government, Development partners and the Private sector through increased improvement and enhanced PPP model should be adopted and policy developed along these lines following its success in SAGCOT project
- c) The MALF having demonstrated good results, with support from UNDP through the application of SRI technology, by increasing the Rice productivity from 4 tons per acre to 8 tons per acre should scaled up though other Government of Tanzania and development Partners agriculture interventions by
 - Need for scaling up project and provide funds to support the established farmer demonstration groups and Farmer Field schools to facilitate and scale up the adoption of

new farming technologies.

- Providing technical support in leveling all the remaining 78 irrigation schemes as well as properly construct them all by providing for the intake and outlets to allow SRI technology to thrive
- Government should provide conducive marketing policies to induce farmers to keep their produce in the warehouses by offering good prices since other farmers were found keeping their produce in their own homes
- For marketing to improve there is a need to organise for e.g. Farmers days as well as tours to other farms and areas within and outside the country
- Need to increase on visibility of the project by enhancing the multimedia communication strategy -introduce sign post, advocacy step up as well as awareness and sensitization
- Need to provide more SRI special farm inputs to farmers like seeds, fertilizers, chemicals, harvesting and weeding machines and tools and other protective gear
- At least one processing machine for each of the 78 irrigation schemes should be provided in order to add value and discourage farmers from selling paddy
- Facilitate governments and districts to ran trainings of the members in the management of warehouses/storages

Overall assessment of the SAGCOT project with support from UNDP has been successful and its key output/outcome achievements should be consolidated in order to not lose the gains. It is therefore important to note at this point that UNDP should be applauded in pioneering and catalysing such an initiative, which is in line with the national development priorities.

1.1 INTRODUCTION

This report presents the terminal evaluation findings of the project titled “Southern Agriculture Growth Corridor (SAGCOT) Capacity Development project”. Contrived in three major sections, the report presents project and evaluation background highlighting the situational analysis, project intervention logic, evaluation purpose and objectives as well as the evaluation approach and methodology in the first section. Section two presents programmatic assessment in the light of the OECD/DAC evaluation criteria and this forms the basis of the conclusions, lessons learnt, best practices and recommendations that are presented in section three.

1.2 Background to Agriculture sector

Agriculture contributes 25% to the real Gross Domestic Product (GDP) of Tanzania and accounts for 75% of workforce employment. It is as sector that continues to support livelihoods of the majority of Tanzanians. Country wide, there has been improvement in productivity of some crops such as maize, rice, oil seeds livestock and fisheries, however on the other side, productivity of some cash crops have been declining compared to the past. Such crops include cotton, cashew nut, coffee and sisal. To the large percent, Tanzania depends on rain-fed agriculture, except for the less than 10 percent land, which is under irrigation. The Sector faces various challenges such as access to land, infrastructure, credit, improved input, access to market farmer practices and human resource development. The nation has developed various institutional frameworks ranging from policies, programmes and strategies and is signatory to various agriculture related agreements.

The Kilimo Kwanza initiative aims at accelerating agriculture transformation, leveraging on available large land reserves, water, favorable climate and under-utilized workforce. In 2013 the government of Tanzania launched the Big Result Now (BRN) initiative for the purpose of accomplishing the vision of becoming a middle-income economy by 2015. Agriculture sector was selected to be among the catalytic sectors to embrace that vision. Key areas of focus were to increase productivity of paddy, maize and sugarcane; promote smallholder aggregation, social inclusion and sustainability. The southern Agriculture Growth Corridor of Tanzania (SAGCOT) is a public-private partnership to implement Kilimo Kwanza initiative. It seeks to focus on public and private interventions on a higher potential region¹ to bring about major benefits to the livelihoods of smallholder farmers, domestic food supply, export earnings, local communities and value chain agribusinesses.

1.3 Project Background

The Southern Agricultural Growth Corridor of Tanzania (SAGCOT) Capacity Development project was designed in response to the official request by the Office of the Prime Minister to UNDP for assistance in the area of SAGCOT initiative. The government requested UNDP to support the SAGCOT Centre and MDAs that work directly by strengthening the centre’s efforts for stakeholder awareness of the initiative, institutional reform and capacity development of the Ministry of Agriculture Food Security and Cooperatives and Rufiji Basin Development Authority (RUBADA). This followed the situational analysis that revealed significant capacity gaps both structural and technical levels.

Technically, all the institutions mandated to implement and oversee the SAGCOT initiative had remarkable gaps in their staffing levels and even the level of skills and competence of the staff in

¹ SAGCOT covers regions designated as the potential basket of the country, namely Morogoro, Iringa, Mbeya and Rukwa.

managing the initiative's activities were notably wanting. The SAGCOT Centre only had two core staff members despite the large volume of work that was entrusted to the Centre. Structurally, the institutions had sore gaps in the requisite equipment needed for executing the tasks, which grossly affected the level of institutional efficiency and effectiveness.

The Southern Agricultural Growth Corridor of Tanzania (SAGCOT) Centre Ltd is a public private partnership with three overarching objectives: 1) enhancing Tanzania's food security; 2) safeguarding environmental sustainability and 3) ensuring improved livelihood for smallholder farmers and their communities. The Centre was established on 5 May 2011, as a company limited by guarantee, which aims to rapidly support the region's agricultural potential by catalysing large volumes of responsible private investment along selected agribusiness value chains. The SAGCOT Centre's mission is to play the unique role of a partnership broker within the SAGCOT Partnership. Its role is to facilitate Partners to deliver on inclusive, sustainable and commercial agriculture value chains with a specific aim of engaging large numbers of smallholders. To achieve its objectives, the SAGCOT Centre Ltd works in partnership with government, local government authorities, public institutions, NGOs, donors, professional associations and other individuals and organizations.

The SAGCOT Centre developed a five year work plan with joint donor support but the Centre's capacity to implement the plan was notably limited; hence the need for capacity development. Subsequently, the UNDP's SAGCOT capacity development project set out to achieve two main outputs namely;

- iii) Strengthened capacity of SAGCOT Centre to effectively coordinate the implementation of the SAGCOT five year work-plan;
- iv) Strengthened capacity of the Ministry of Agriculture, Food Security and Cooperatives and Rufiji Basin Development Initiatives (RUBADA) to support smaller holder farmers' engagement in the corridor.

The project implementation process has followed a National Implementation Modality (NIM) with the Office of the Prime Minister as the implementing partner while the SAGCOT Centre, Ministry of Agriculture, Food Security and Cooperatives (MALF), and RUBADA are the responsible parties for the implementation of the project with specific but complementary activities. The main project activities have included inter alia;

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- Supporting MALF to provide targeted training to smaller holder farmers' organisations to build organisational, negotiation and advocacy capacity

By and large, the design and implementation of the SAGCOT capacity development project was aligned with the national priorities reflected in the National Strategy for Growth and Poverty Reduction (MKUKUTA) II, Five Year Development Plan (2011/2015) and the Kilimo Kwanza (Agriculture first) policy. The project is in its last year of implementation, and hence the need for the

end of project evaluation, to support a vivid reflection on the project performance in light of the set objectives at different levels of project implementation as..

1.4 Evaluation purpose and Objectives

This evaluation is intended to ascertain the outcomes and impact of the project, measured against its original purpose and objectives in light of the OECD/DAC evaluation criteria. Thus, the exercise shall primarily capture the evaluative evidence of the relevance, effectiveness, efficiency and sustainability of this project whilst mainstreaming issues of gender equality and human rights. This shall form the basis of articulating lessons learned and recommendations which will set the stage for new initiatives. Specifically; the evaluation shall be anchored on the following objectives;

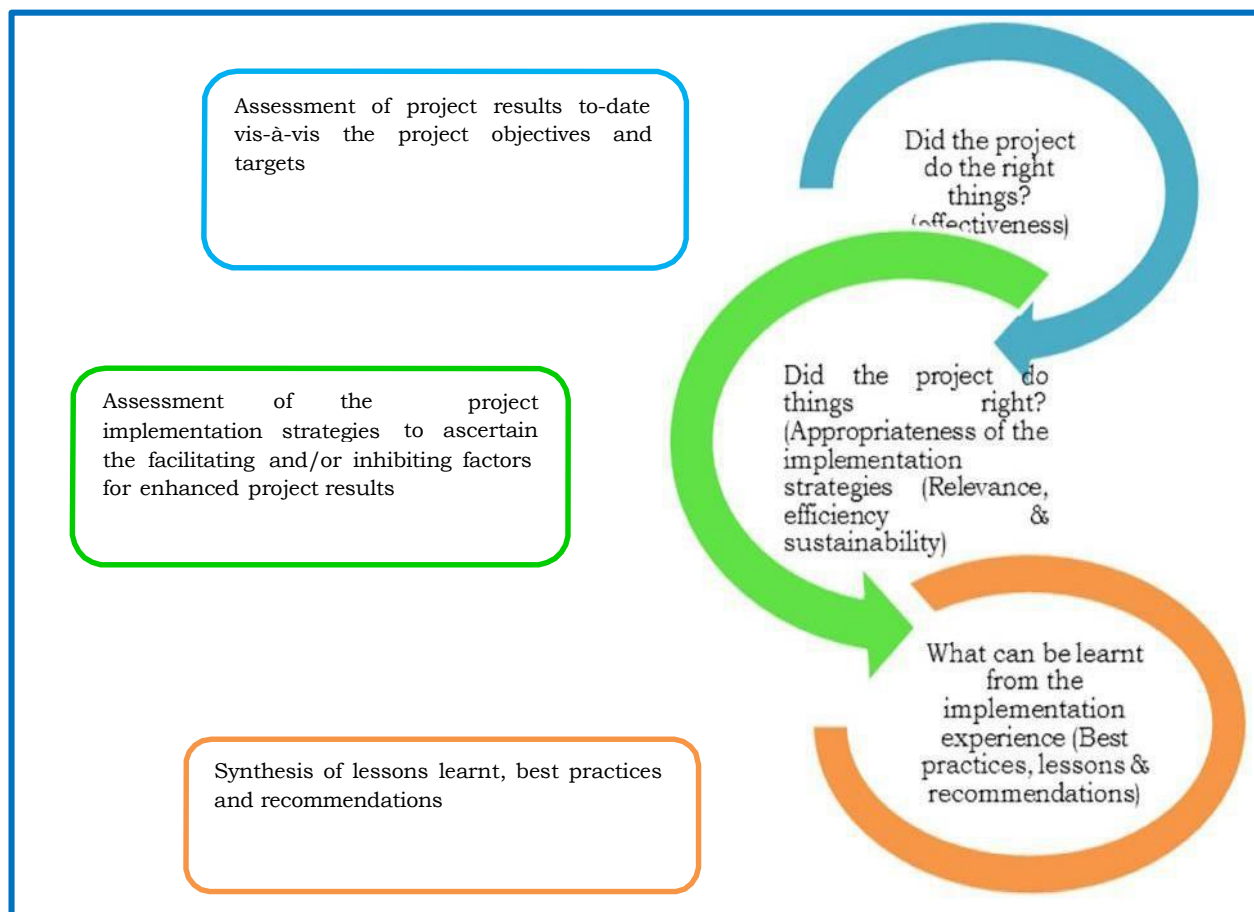
- To assess efficiency and accountability of key partners in the implementation of the project in achieving the project's outputs
- To assess effectiveness of project delivery methodology
- To review project's contribution in building institutional capacity of the SAGCOT Centre and available institutional mechanism for sustainability
- To examine project practices and to provide recommendations on future such endeavours

1.5 Evaluation approach and methodology

1.4.1 Evaluation approach

The evaluation adopted a mixed method design with a strong leaning on qualitative and quantitative approaches based on primary and secondary data sources. While qualitative data was mainly generated from primary data sources, quantitative data was extracted from secondary sources (project reports). The overall evaluation approach was anchored on what the consultant termed as the "triple result focus model" built on the universal evaluation questions namely; 1) Did the project do the right things (effectiveness), 2) Did the project do things right (relevance, efficiency & sustainability)? 3) What can be learnt from the experience? A focus on results formed a key dimension in answering these questions as illustrated in figure 1.1 below.

Fig 1.1: Triple Results Focus Model



Source: Constructed by the evaluator

The first question was addressed through analysis of the results (output and outcome) to date vis-à-vis the objectives and targets set forth in the project document and results matrix. The results chain formed the central analytical framework with an intention of linking the activities, outputs and outcomes systematically in the project system. The evaluation did not analyze impact since much of the interventions have focused on upstream capacity strengthening which requires a long time to yield the desired impacts. Nevertheless, the analyzed outcomes can ably throw some light on possible impact to be created by the project.

From the analysis of the project results, the evaluation analyzed the facilitating and inhibiting factors affecting project performance with a particular focus on partnership and communication strategies, governance, coordination and collaboration arrangements, gender and human rights mainstreaming approaches, resource allocation and utilization arranges. This analysis enabled the evaluation to ascertain the level of project relevance, efficiency and sustainability as in section two of the report.

The assessment results of the implementation framework formed the basis of delineating the strategies and approaches that have worked or not worked well and why hence laying the foundation of drawing lessons and recommendations presented in the last section of this report.

1.4.2 Data collection

The evaluation made use of both primary and secondary data sources. The data collection approach was strongly participatory and consultative; ensuring close engagement with key stakeholders involved in the project implementation. A total of 69 stakeholders were consulted (Annex 2). The key stakeholders consulted included; PMO; UNDP; SAGCOT; MALF; RUBADA; DFID; Iringa District Council LGA staff; Mkuranga District Council LGA staffs; 3 irrigation schemes in Iringa District Council and 2 villages in Mkuranga District. Primary data was collected from all stakeholder categories using tailor-made tools under annex 3.

Besides the eight (8) in-depth interviews with national and district level stakeholders, five (5) Focus Group Discussions were held with community groups in respective villages.

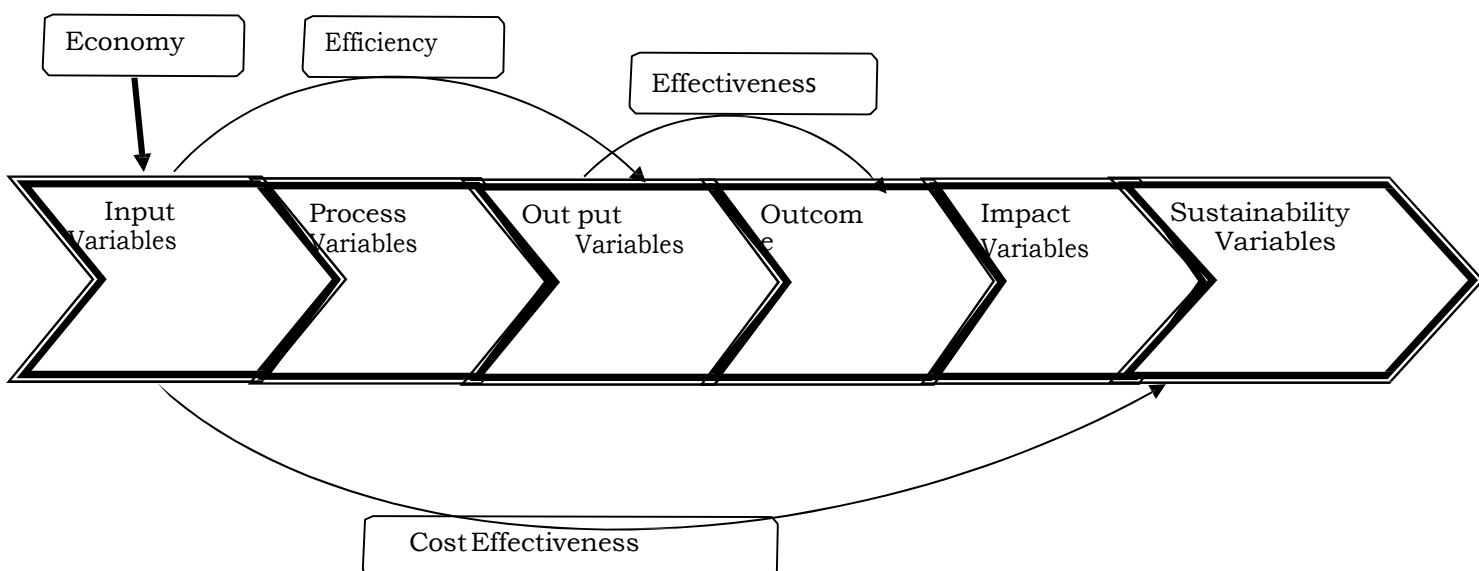
Secondary data was the major source of quantitative data and key documents reviewed include inter alia; technical and financial project reports; National Policy documents and project work plans among others. A list of documents is indicated in the annex 4.

The desk review followed a three-step process; 1) identification of the required data, 2) identification and obtaining relevant documents, and 3) extracting summarized data for sub sequent analysis. The evaluation matrix in annex 5 guided the process.

1.4.3 Analytical framework

The analysis was guided by the systems analytical model with a purpose of capturing and articulating the significant relationships between the project input, process, output, outcome, and impact and sustainability variables. This formed the basis of assessing and articulating the key evaluation variables as illustrated in figure 1.2 below;

Fig 1.2: Systems analytical framework.



The consultants first identified the key project resources in terms of quantity, and where possible quality, as well as timeliness in order to assess how the input variables affected the achievement of the desired results at output and outcome levels. Under the process variables, the consultants assessed the project implementation design, systems and procedures in order to ascertain relevance

and sustainability of the project as well as the extent to which the processes facilitated and/inhibited the achievement of the desired results.

The input, process and output analysis supported the assessment of project efficiency while output and outcome nexus helped to determine the levels of project effectiveness. All the assessment at different levels embedded sustainability analysis in order to ascertain the likelihood of both results/benefit and institutional continuity beyond the project period. This together with other results of the assessment guided lesson learning and actionable recommendations the evaluators have put forward. Given the qualitative nature of this evaluation, content and thematic analysis procedures were adhered to.

1.4.4 Evaluation timelines

This terminal evaluation was allocated a total of 30 working days spread across August –September 2016 as shown in the table 2 below .

Table 2: Main activities in the terminal evaluation process

Timelines	Main activities
28th August to 5th September 2016	National level consultations in DSM Report gathering and literature review
6th -10th September 2016	Stakeholders consultations at Iringa District Council (district and village levels)
11th -14th September 2016	Data analysis and planning for Mkuranga Consultations
15th September 2016	Consultations at Mkuranga District Council (district and village levels)
16th -18th September 2016	Synthesis and drafting of the evaluation report
19th September 2016	Submission of the draft evaluation report to UNDP
22nd -23rd September 2016	Receive and incorporate comments received from UNDP; and Resubmission of the second draft evaluation report for sharing with wider stakeholders
28th September 2016	Presentation of the draft evaluation report to wider stakeholders
5th October 2016	Submission of the Final revised evaluation report

2.1 EVALUATION FINDINGS

Overview

This section presents the evaluation findings in light of OECD/DAC evaluation criteria with particular focus on; design and relevance, project effectiveness, efficiency and sustainability. The issues presented in this section form the basis of the conclusions, lessons learnt, best practices and recommendations contained in the last section.

2.2 Design and relevance

The assessment of the project design and relevance focus on; the intervention logic, level of alignment between the project with national development priorities and the country's commitment to regional and international obligations, decision making processes as well as the project management and governance structures as seen hereunder.

2.2.1 Intervention logic and strategic approaches of the project

The project logic was comprehensive, and the problems the project set out to address were correctly identified and justified. The project outputs, activities indicators and outcome were logically linked. The project was well fitted in the government development agenda and more strongly the desire to work in a partnership between the private and the public sectors, with a view to strengthening collaboration. The project focused on supporting capacity development to the Southern Agriculture Growth Corridor (SAGCOT) of Tanzania initiative and its related institutions to be able to implement activities that will add value to the Government Kilimo Kwanza 'Agriculture First' policy. The project was in line with national and international policies, programmes and strategies including: The National Vision 2025, National Strategy for Growth and Poverty Reduction (II) 'Mkukuta II', Five Year Development Plans (FYDP-2011/2015), National Agriculture policy, Kilimo Kwanza 'Agriculture first' policy, Big Result Now (BRN) initiative, Millennium Development Goals (MDGs) and UNDP - 2011/2015.

The evaluation noted that the request for support was initiated from the office of the Prime Minister (PMO), which has a constitutional mandate of supervising and controlling activities of Sectoral Ministries. The PMO requested UNDP Tanzania to support SAGCOT Centre in strengthening the Centre efforts to raise awareness of the initiative; and also support capacity development for the Ministry of Agriculture, Food Security and Cooperative (MAFS) and Rufiji Basin Development Authority (RUBADA). The Prime Minister's Office was a key implementing partner with a coordination role. This arrangement revealed strong national ownership in the project design process.

The evaluation further noted that the project was set under strategic spheres to help realize its founding goals. All the three implementing parties were strategically identified and linked well to the overall objectives of the project, and the national frameworks. The support to SAGCOT catalyzed the Centres capacity to establish instrumental working tools and engage with other stakeholders, with profound support in and facilitating dialogue with key stakeholders. The institutional mandate and experience within the MALF and RUBADA facilitated attainment of the project outputs.

2.2.2 Project consistence with national development priorities

The implementation of the SAGCOT Capacity Development Project was consistent with National Development Priorities stipulated in various Government Policies and Strategies; Institutional strategies and plans; UNDAF 2011/2015; Millennium Development Goals (MDGs). The details about the linkages and consistence between the project and national development priorities are highlighted in Table 1.

Table 1: Consistence of the Project with the National Development Priorities

Policies and Strategies	Consistence of the project to Policies and Strategies
Macro-economic policy tools	
<p>Tanzania Development Vision (Vision – 2025)</p> <p>Target 3.1: High quality livelihood</p> <ul style="list-style-type: none"> • Food self-sufficient and food security • Gender equality and empowerment of women in all socio economic, political relations and culture • Absence of Abject poverty 	<p>Contribute to attainment of high quality livelihoods of Tanzanians through enhancement of food self-sufficient and food security, gender equality and reduction of poverty.</p>
<p>National Strategy For Growth and Reduction of Poverty (MKUKUTA II - 2010/2015)</p> <p>Focus: Cluster I of the NSGRP II aimed at enhancing Growth for reduction of income Poverty.</p> <p>Goals:</p> <p>1.2 Reducing income poverty through promoting inclusive sustainable and employment enhancing growth</p> <p>1.3 Ensuring creation of productive and decent employment, especially for women and youth</p> <p>2.6 Providing adequate social protection and rights to the vulnerable and needy groups with basic needs, services and protection ensuring food and nutrition security</p>	<p>Focused on interventions that aimed at reducing poverty, enhancing food security and contributing to household incomes</p>

<p>Tanzania 5 Year Development Plan (TFYDP1) 2001/2016)</p> <p>Section 3.3.4 Land, Housing and Human Development</p> <p>Strategic intervention 1. Increase coverage and allocation of land that has been planned and surveyed</p>	<p>Contribute to increased surveyed area in the country targeting provision of certificate of customary rights of occupancy (CCROs) in the SAGCOT corridor; and attract investors to invest in areas with clear land ownerships within the SAGCOT corridor.</p>
<p>Section 3.4.2 Agriculture</p> <p>Goal 1. Modernization, commercialization, productivity enhancement and climatic resilience</p> <p>Goal 2: Expansion of irrigation agriculture</p>	<p>Promoted expansion of improved irrigation infrastructure); utilization of modern agricultural inputs and mechanization (e.g. SRI farming technologies); provision of trainings to local communities on sustainable climate smart agriculture practices, negotiations, storage and marketing and provision of extension services</p>
<p>Multilateral Institutional Policies and Obligations</p>	
<p>UNDAP (2011/2015) Cluster One and cluster Two²</p> <p>Millennium Development Goals (MDG) One, Three and Seven³</p>	<p>Promoted coordination, engagement with poor people and protection of the environment through implementation of the two (2) project outputs.</p>
<p>National Sectoral Policies</p>	
<p>Agriculture Sector</p>	
<p>National Agriculture policy 2013</p> <p>National Irrigation Policy 2010</p> <p>Agricultural Sector Development Strategy (ASDS) 2001</p> <p>Agriculture Sector Development programmes (ASDP) 2001</p> <p>Kilimo Kwanza Policy 2009</p> <p>Tanzania Agriculture Food `security Investment plan (2011-2021) TAFSIP</p>	<p>Promoted food security and household income (e.g. increased rice harvest from 10bags /acre to 40bags/acre); Reduce conflicts between farmers and livestock keepers through provision of land use plans and trainings; Partnership forums enhanced continue support and investment in agriculture from other development partners and private sector;</p>
<p>Water Sector</p>	

² Cluster One: economic growth and environment and climate change; Cluster Two: Social protection

³ MDG One -Eradicate extreme poverty and hunger; MDG Three-Promote Gender equality and Empower women & MDG Seven – Ensure environmental sustainability

<p>National Water Policy 2002</p> <p>National Water Sector Development Strategy 2005-2015 (NWSDS)</p> <p>The Water Sector Development Programme Phase II (2014 – 2019)</p>	<p>Enhanced water resource management in the SAGCOT corridor and promoted good governance of water resources through empowering water users in participatory decision making regarding the use of water for irrigation purposes (e.g. the 11 irrigation schemes in Iringa district council)</p>
Land Sector	
<p>Land use Policy 1995</p> <p>Land Use Planning Act 2007</p>	<p>Assist in proper land allocations for various uses including agriculture, investments and settlements along SAGCOT Corridor</p> <p>Facilitated close working relations between responsible ministries, departments, agencies; and LGAs in respective districts along the SAGCOT corridor</p>
Institutional strategy /Frameworks	
<p>RUBADA Five Year Plan (2013/14-2017/18)</p> <p>SAGCOT Centre Ltd Five Year Plan</p>	<p>Enhanced sustainable agricultural productivity and production within the RUBADA and SAGCOT corridors; Improved the institutional capacities of RUBADA and SAGCOT centre</p>
Crossing cutting policies	
<p>Women and gender development Policy 2000</p> <p>National Strategy for Gender Development 2008</p> <p>Environmental Management Policy 1997</p>	<p>Promoted gender equality and equity in decision-making and participation in project activities. Women and youth were the center of the project in every aspect.</p> <p>Strong emphasis on adherence with environmental regulations and rules during implementation of the activities, especially rice farming</p>

2.2.3 Decision making process

The project was designed to follow through a National Implementation Modality, using existing National systems for project supported by UNDP, including the Prime Minister’s Office and SAGCOT working group. The Prime Minister’s Office was the project Implementing Partner (IP) and provided the overall management of the project including appointing a government officer to perform the function of the Project Manager. The project Responsible Parties included the Ministry of Agriculture Food

Security and Cooperatives (MAFSC); RUBADA; TIC; SAGCOT Centre and Village Council. The project was set to use the existing SAGCOT working Group as its Project Board chaired by the Permanent Secretary of PMO. The function of the Board included reviewing progress and recommending necessary adjustment for actions. The project management structure included PMO, MAFSC, RUBADA, SAGCOT Centre and UNDP.

2.2.4 Utilization of lessons from other programmes

The evaluation finds that the project document was developed taking into consideration various lessons from other programmes and institutions within and outside the country. The process benefited from lessons highlighted under situation analysis; enabling environment; institutional issues and concern from CSOs. Some of the lessons highlighted under the following section; Section 2.12 detailed analysis of SAGCOT and a concept note; Section 2.14 analysis of UNDP 2011/2015; section 3.27 CSO concerns and section 3.31-3.36 highlight various experiences that have added value to the development of the project.

The evaluation found that such comprehensive experiences nurtured development of this capacity development project helping streamline the project to few implementing partners within the government machinery which otherwise could have been difficult to decide.

2.1.5 Strengths, weaknesses and gaps of intervention logic

Strength

- The project was designed to use existing government institutions with great experience and mandate in the subject matter (i.e. the MDA, LGAs-District Councils).
- The project was designed to complement and obtain synergy with existing frameworks while addressing issues of importance to the sectors (i.e. BRN targets within the SAGCOT corridor; and BRN targets from the MAFS, and RUBADA institutional mandate and complementing to the national and international policies and strategies)
- The project design promoted Public-Private Partnership which is a core prerequisite for SAGCOT attainment of its core activities
- The project was set while there was a very strong political will from the government machinery to promote SAGCOT activities within the corridor
- The project document indicated a list of other development partners willing to facilitate SAGCOT Centre, sending a positive signal toward collaboration among development partners

Gap

- There was no exit strategy explicitly included in the project document.
- The project document had no separate section, which highlighted clearly strategies that will be used to implement the project. However the evaluation has noted some strategies that were used to include Training of Trainers; Land use planning; SRI; Use of national implementation institutions; PPP and awareness raising and sensitization. (Details included under implementation section hereunder).

2.2 Implementation Framework

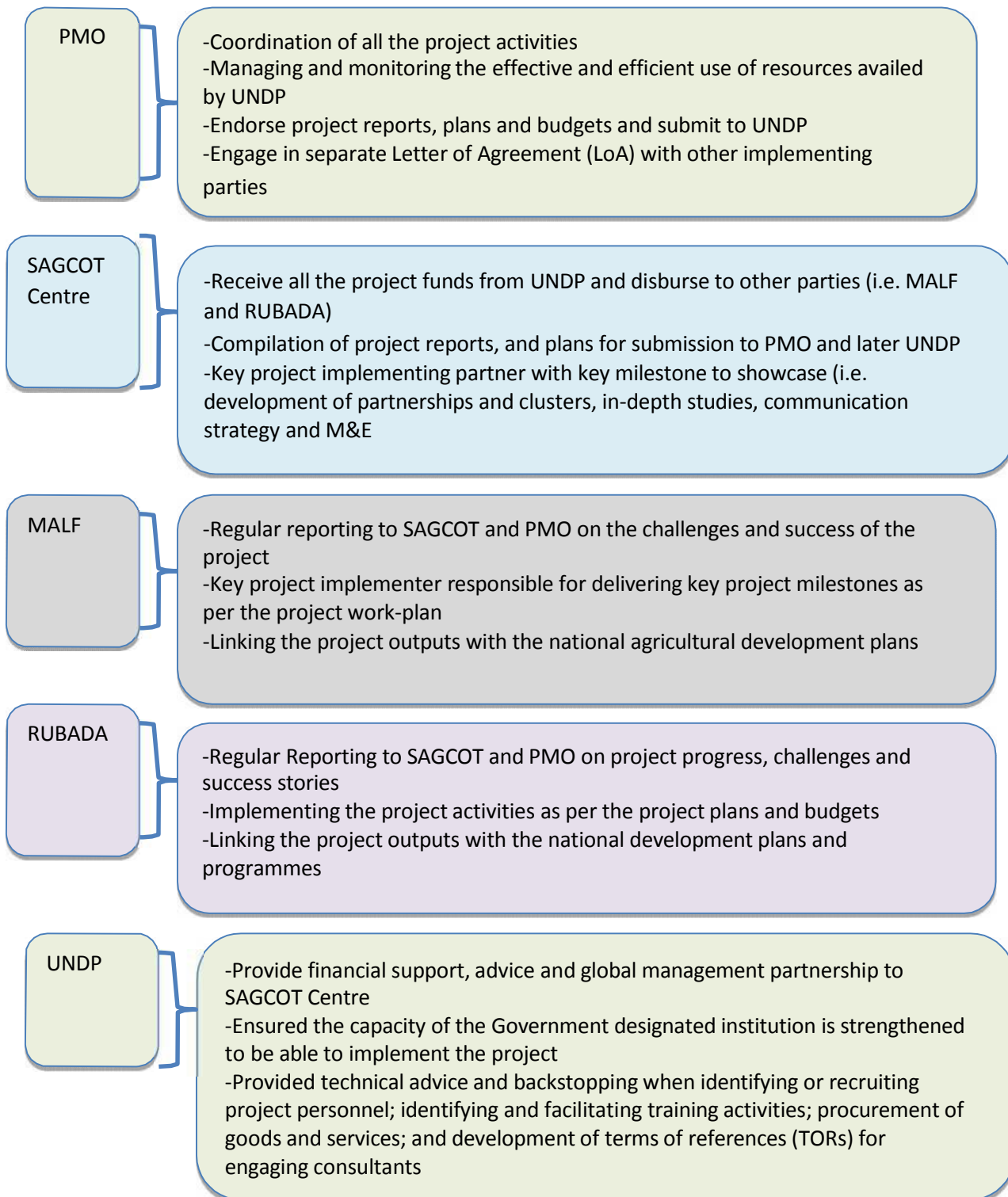
2.2.1 Project governance, management and coordination arrangements

The project management structure was according to the project document. The project was implemented through the National Implementation Modality (NIM) using existing national systems for project implementation supported by UNDP programme staff. The PMO was the implementing partner with the MALF and RUBADA as inter-government partners (responsible parties), in close collaboration and consultation with UNDP and SAGCOT Centre. Overall the project management structure included PMO, MALF, RUBADA, SAGCOT Centre and UNDP. The evaluation noted that the SAGCOT working group⁴, which was earmarked to function, as a project board was not the case during implementation of the project. The project board was supposed to advise the project implementation parties, review the project annual and quarterly plans. However the role of the working group was strategically covered by the regular meetings, which were conducted by the project implementing team. These regular meetings and discussions helped them iron-out emerging issues in the course of project planning and implementation.

The MALF and RUBADA submitted project activity reports to SAGCOT for synthesis and compilation. The SAGCOT Centre shared the final reports with PMO who had a task of verifying and endorsing the reports before submitting to UNDP. In the course of implementing this project various tools and equipment were bought (i.e. Computers, GIS tools, Land survey tools, and Farm implements) using existing government and UNDP procurement procedures. Members in the Project Management Team (PMT) had different roles and responsibilities are indicated in the table below;

⁴ The SAGCOT working group comprises of representatives from the following public, private entities, Government of Tanzania, Agriculture Council of Tanzania, The Tanzania Sugarcane Growers Association USAID, Irish Embassy (TANZANIA), NORAD, and the confederation of Tanzanian Industries

Role of Project Partners



The evaluation noted that there were fair and clear roles, decision-making and participation of key stakeholders in the project implementation process. The evaluation noted that there were regular annual planning meetings conducted to streamline activities within the implementing institutions. Decision-making processes were transparent and each partner had opportunity to share concerns.

2.2.2 Implementation timeframe

The project was envisaged to commence from January 2013, however the signing took place on May 7th 2013 and the implementation started from October 2013. There have been great concerns from

the partners on whether the time will be compensated to help address a few unaccomplished activities such as acquiring CCROs and systematic recording and monitoring of rice harvested last season (June). Despite the delays in starting the project the achievement at the grass roots have been tremendous, and has managed to achieve most of its intended outputs. The evaluation have noted great changes brought by this support to the implementing parties:

SAGCOT Centre: The support facilitated SAGCOT Centre to kick -start its activities. The activities that were conducted under this support had helped accomplish various milestones including the development of partnerships and cluster; conduct of in-depth studies on contentious and political issues; and development of a communication strategy, which had helped in carrying out strategic awareness raising issues.

MALF: The support has facilitated the attainment of the MALF commitment under the BRN initiative. The use of SRI technology in rice farming has increased the production and productivity from 7-10 bags/acre to 35-40 bags/acre; increased rice farming knowledge; enhanced group collaboration and team work; boosted individual household income; increased food security at household level and facilitated development of communities at large, as the evaluation has witnessed several success stories (Refer section XX). Despite the success, evaluation has noted some challenges related to the increased rice production, including; lack of reliable market for the produce and lack of storage facilities.

RUBADA: The project managed to support three main areas, which were under RUBADAs mandate namely; preparations of land use plans; facilitation of CCROs and training of environmental committees to selected villages within the Rufiji Basin⁵. The mandates of RUBADA within the SAGCOT initiative are to identify suitable land for large-scale commercial agro investments without grower potential; facilitation of village land use plans (VLUP) and awareness raising campaigns about the benefits that may be accrued from investments by the villagers. The project has managed to achieve fairly good results as indicated under table 2. The evaluation has noted some challenges in completing the process of acquiring the CCRO's and land use plan, which has raised community concerns and disbelief in the side of RUBADA activities.

The evaluation has noted generally that the outputs were achieved to the great extent. The challenges with finalizing the process of attaining CCROs and land use plans as was noted in Mkuranga District need to be taken with keen interest within the RUBADA mandates and future plans. Sustaining efforts and innovation need to be done to help finalize the remaining stages, to help revive institutional trust among communities and help future SAGCOT engagement with investors in the corridor. Despite such challenges, this project has helped identify how future engagement with communities needs to be strengthened (i.e. having clear plans from the beginning to the end; clear and frequent communication with communities; and engaging community development officers and extension officers in the teams with knowledge and experience in community engagement).

⁵ This Support to RUBADA engaged stakeholders in 5 districts within the Rufiji Basin, namely Mkuranga, Rufiji, Morogoro Rural, Kilombero and Makete Districts.

2.2.3 Level of collaboration with key stakeholders

The project had involved diverse levels of stakeholders. The SAGCOT Centre dealt with national level stakeholders ranging from policy and decision makers, development partners, CSOs, public and private sectors. The MALF and RUBADA were more involved with district and village level stakeholders. The UNDP played an important role of supporting and linking the project with other development partners and the national level stakeholders. The evaluation has noted that the project strategy of using existing government structures and institutions facilitated strong collaboration as most of the stakeholders were already in contacts with implementing partner and the responsible parties. The collaboration was strongly built due to the fact that the project addressed the needs of the local communities, such as development of the land use plans, CCROs, training on SRI and providing agricultural inputs to the selected irrigation schemes. Most of the activities conducted at the village levels attracted strong commitment from the village leaders, ward extension staff and leaders; and district government. The evaluation also noted strong collaboration within the project implementation team. The PMO project team played an important role of coordinating partners and monitoring what was being implemented. Annual project planning meetings between the project partners and UNDP opened more avenues for close collaboration and coordination of the project activities. It was not easy for members to understand with the status of the other partner, due to the fact that RUBADA and MALF were working on separate SAGCOT clusters. The evaluation therefore recommends regular meetings to share progress and plans; and whenever possible to concentrate activities in similar clusters to maximize capacities of the implementing parties, building working partnerships and harnessing local skills.

2.2.4 Quality of UNDP CO support

The UNDP CO provided timely and tireless technical and administrative support to the project implementers. UNDP supported the SAGCOT Centre in setting the scene for the implementation of the Kilimo Kwanza policy and BRN initiative. The support played an important role in establishing working tools and capacities within the SAGCOT Centre. The support UNDP provided demonstrated diligence, efficiency and a high level of commitment to the success of the project and to the implementing parties. The commitment endured has facilitated close collaboration between the PMO, SAGCOT, MALF and RUBADA. Strong backstopping has been offered to the project implementing institutions, to increase project efficiency and timely delivery of outputs, especially with engagement of consultants at SAGCOT Centre, purchase and delivery of agricultural inputs by the MALF; development of land use plans and CCROs by RUBADA and monitoring activities by PMO. A challenge has been noted with regard to the archiving of project reports within the UNDP project team. The implementing partners showed concern over delays in fund disbursement, however the evaluation felt that delays in submitting reports and plans, and inadequate close follow-up on the side of implementing parties contributed to the delays.

2.2.5 Assessment of the Design and implementation strategies and approaches

The assessment and analysis of the project interventions and outputs coupled with the discussions with the management and stakeholders, the consultants were able to identify the following strategies and approaches used during project implementation:

- **Advocacy, awareness rising and sensitization:** The project implementation parties (SAGCOT Centre, AFC and RUBADA) made deliberate efforts in promoting awareness about the project to key

stakeholders. Some of the communication channels used included media (Television, Newspaper, Radio, and Social outlets), meetings and forums. Cooperative analysis of the three implementing partners shows that the two institutions (SAGCOT and MALF) were engaged more with media compared to RUBADA. The type of activities each institution was implementing probably influenced this approach. The MALF documentary that captured activities that were conducted during farmers' day celebrations aired on local Television -Tanzania Broadcasting Cooperation raised interest among viewers, to the extent of the MALF project coordinator receiving calls and messages from farmers all over the country requesting for the support. However, all the implementing parties used awareness raising and sensitization in the course of project implementation.

-Partnership meetings, dialogue and forums: The SAGCOT Centre has been engaged in various partnership meetings, dialogues and forums at the national and international levels. This strategy has helped unlocking potential of the Centre and increase numbers of investors in the corridor. The SAGCOT Centre has also used this strategy to win political and professional support from the government.

-In-depth studies and analysis of pertinent issues: The project supported various ground works within the SAGCOT Centre to be able to kick-start its activities. The agriculture taxation report, communication strategy and working tools (manuals) were all developed through well-researched information. The project has been able to find complementarities and synergies with other initiatives due to the findings and recommendations from these studies and analysis.

-Performance monitoring: The project set indicators, which were to be fulfilled at the end of the project. These milestones shaped the way partners worked and provided a more focused and balanced decision in the implementation process. The project quarterly and annual reports included a column with the indicators, therefore it was easy to measure plans versus actual targets achieved, setting pace for more strategic decisions to the implementation team.

-Training of Trainers (ToT): The MALF used this approach when engaging farmers in the project. The MALF worked with farmers from 78 irrigation schemes. In all the schemes, the strategy used was to train 5 farmers from each irrigation scheme. Each farmer was entailed to train other 5 back in the village. Therefore more than 1950 farmers were trained instantly, in a cyclic manner. The approach proved to be very effective and efficient as more farmers were trained with less cost in terms of resources (financial and time), and the sustainability aspects evident.

-SRI technology: The introduction of SRI technology in rice farming has proven to be effective in addressing food shortages, increasing productivity and household income among farmers. The Consultants have witnessed great appreciation from the farmers engaged in SRI farming technology. Farmers were able to describe in details -step by step- the process used by SRI. Despite that it's a very labor intense, the outputs justify level of efforts farmers attribute.

Differences between SRI and the Normal Practice (conventional rice cultivation)

Practice	SRI	Conventional
Seed rate	3 kg/acre	18 - 20 kg/acre
Water	Wetting every 3 days and drying 7 days	Continuously covered with water
Tillers	More than 90 per stand	Less than 60
Spacing	25 cm x 25 cm	20 cm x 20 cm
Maturity	87 days	More than 120
Productivity (bags @100kg)	40 – 42 (3000 -3375kg/acre	20- 25bags

Note: Wider spacing of SRI enables easy weeding by rotary weeder and good grain filling due to enough air and light.

-Public-Private Partnership (PPP): The SAGCOT Centre core business is to embrace interventions with a focus on public- private partnership. The PPP strategy has been embedded in all the activities conducted by the project. The MALF trained farmers on rice farming (SRI), group aggregation, marketing and negotiation. The RUBADA on the other hand identify areas for investor through the process of land use planning and CCROs. The PPP strategy was deeply encored in all the partner’s activities though sometimes not very direct.

-Use of existing government systems and institutions: The project opted to use existing government Systems and institutions, harnessing local capacity and building trust among the parties. This strategy has boosted project sustainability, ownership and acceptance among beneficiaries.

2.2.6 Strengths, weaknesses and gaps in the management arrangements

Strengths

- The use of existing government institutions and structure facilitated smooth operation of the Project and attainment of the outputs. The project worked on already pre-determined areas (i.e. BRN areas) and used experienced institutions with mandates in the subject.
- The projects addressed the needs of the key stakeholders. At the national level the SAGCOT Centre addressed issues of importance to attainment of establishment goals, while MALF and RUBADA addressed strongly the needs of the local communities.
- Strong collaboration and coordination among implementation parties. Working with different government institutions, which hold own legal mandates could have not been easy if coordination and collaboration was weak. The role of the PMO in this project cemented engagement.
- Committed team from the UNDP CO helped address emerging issues and provided technical Backstopping to the project implementing parties (i.e. RUBADA, MALF and SAGCOT) and the principal implementing partner (i.e. PMO)
- The commitment and innovation showcased by the implementing parties, especially the MALF Team, has been instrumental in achieving and showcasing what the project can be achieve within such a short time and help transform local community livelihoods
- The use of SRI technology has proven to be successful and can be replicated to other areas within the SAGCOT corridor
- The regular project meetings conducted facilitated smooth implementation of the project

- Adequate political support from the government and its institutional frameworks provide easy way in the project implementation process.

Weaknesses

- Delays in disbursing funds to the implementing parties due to the delays in submitting the reports and plans. The delays were partly caused by the long business process taken for the reports to reach destination. The PMO endorsed the request from SAGCOT Centre; submit to UNDP. The UNDP disburse funds to SAGCOT Centre and then the Centre disbursed to the MALF and RUBADA. Such a circle was length despite its comparative advantages of such scrutiny by the PMO.
- The project life span was shorter than expected; therefore some of the activities that could be implemented were not possible, example finalization of CCROs and land use.
- Inadequate planning in the side of implementing parties to catch-up with the project timeframe. Since the project time-frame was well known from the beginning, it was on the responsibility of the parties to plan properly on what can be achieved within specified time
- The plan to engage the SAGCOT working group^{6 a s} the project board was not possible. Despite that there were no major threats to the attainment of the project due to this omission, it felt that more experience and productive advice could have been provided to implementing parties through use of this group.

Gaps

- Mid term review was not conducted
- Lack of exist strategy for the project implementers

2.3 Project Efficiency

The extent to which the project results have been achieved at the minimum cost as well as the cost effectiveness strategies adopted by the project were the key parameters on which the project efficiency was assessed. This was premised on the fact that implementation structures and the entire project management system influenced the level of project efficiency both in terms of operational and financial efficiency as seen in the next sub sections.

2.3.1 Operational efficiency

Operational efficiency denotes the timeliness in the activity implementation as well as the coordination of project implementation with emphasis on ascertaining the relevance of the governance and management structures and systems. As earlier presented in sub section 2.2 (implementation framework), the project instituted an elaborate implementation framework that ensures good use of the project resources.

The evaluation noted that there was clear understanding of the roles to be played each stakeholder, which was achieved through joint planning. Through this, a clear roadmap was developed which facilitated smooth project implementation. The participatory approach that was adopted throughout

⁶ The SAGCOT working group include representative from the following public, private entities; government of Tanzania, Agriculture Council of Tanzania (ACT), Tanzania Sugarcane Growers Association, USAID, Irish Embassy (Tanzania), NORAD, and the Confederation of Tanzanian Industry

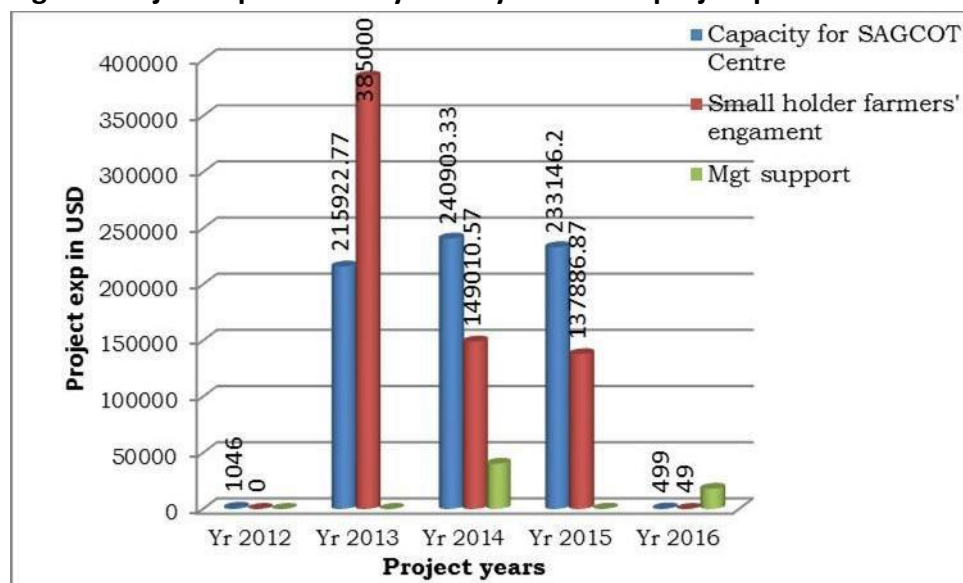
project implementation facilitated resource mobilization more especially human resource as implementing partners leveraged on their internal resources to implement the project.

Much as the project achievement was impressive in terms of project outputs, the evaluation noted that there was delayed disbursement of funds due to the long processes. The SAGCOT Centre would make a requisition that had to be endorsed by the Prime Minister’s Office before it is sent to UNDP. UNDP would disburse the funds to SAGCOT Centre that would in turn disburse it to MALF and RUBADA. Besides the process being lengthy, it involves a lot of transaction costs compared to when funds are directly disbursed to the final users (RUBADA and MALF).

2.3.2 Financial efficiency

The evaluation established that project expenditure was well tied to the budgets that were made jointly by the key stakeholders. The SAGCOT financial manual has provided clear guidance for the entire financial function of the Centre. Indeed, the evaluation noted that there was a streamlined accountability system that ensured value for money. All expenditures were well documented and evidenced in accordance with the financial manual. Strengthening the financial management of the SAGCOT Centre is one of the project activities that has yielded good results. Analysis of the project expenditure pattern reveals that the utilization of project resources was well aligned with the two main set outputs as seen in figure 2.1 below.

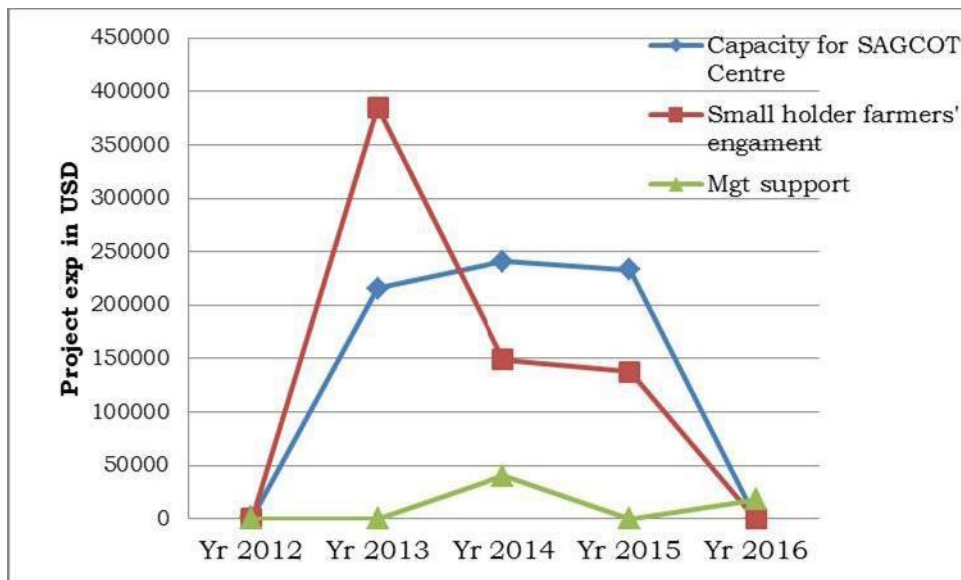
Fig 2.1: Project expenditure by activity across the project period



Source: Project financial reports (2012-2016)

From the figure above, project resources were strategically allocated to activities directed towards achieving the set outputs. In the first year of the project, resource utilization was low as the project activities were largely internal in form of developing policies and structures for project implementation. The amount of resources in the subsequent project years (2nd and 3rd) increased as a result of scaled up implementation of the project activities while in the last project years resource utilization started dropping as seen in figure 2.2 below.

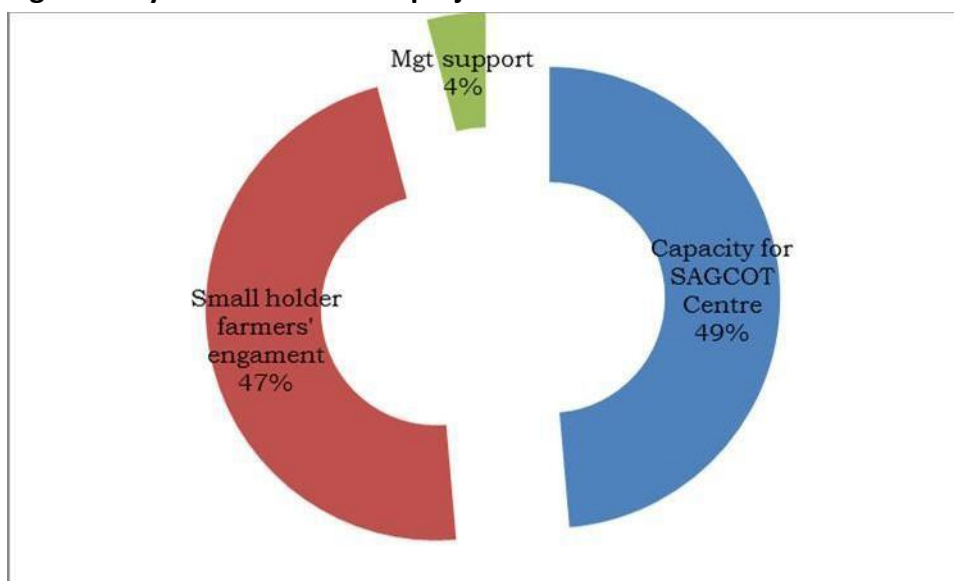
Fig 2.2: Project expenditure trends across the key project activities



Source: Project financial reports (2012-2016)

This implies that resource utilization was commensurate with the level of activity implementation, which is an indicator of project efficiency. As seen in the figure above, less resources were committed in the first and last years of the project due to the low implementation scale of the activities. The evaluation noted that much of the project resources were spent on activities that supported the realization of the set outputs as illustrated in figure 2.3 below.

Fig 2.3: Key cost drivers of the project



Source: project financial reports (2012-2016)

It is apparent that the project resources were fairly allocated to the two main activities that had a strong bearing on the achievement of the project outputs hence an indicator of efficiency. While the project implementation was largely efficient, the disbursement of funds to RUBADA and MALF through SAGCOT did not have any efficiency gains since they are also legal entities. The most efficient option would have been direct disbursement, followed by sending a copy of the transaction details to SAGCOT Centre for proper coordination. This would have enabled the project to avoid some transaction costs that were incurred during the disbursement process. The evaluation further noted

that the project management instituted a number of strategies to achieve cost effectiveness as seen in the next sub section.

2.3.3 Adopted measures to promote cost effectiveness

i) Participatory implementation approach

Throughout the project cycle stakeholder involvement was key and this facilitated decision-making, consensus building and streamlined project implementation. The effective involvement of stakeholders was key for stakeholder buy-in of the project a factor that enabled resource mobilization of the project.

ii) Use of existing structures

Coupled with the participatory implementation approach, the use of existing structures ensured the achievement of project results at minimal costs. This was because the resources that would have been used in setting up these structures were used for other project activities. For example, the use of the village executive committee members facilitated easy community penetration a factor that saved time and other resources that would have been committed to community mobilization.

iii) Output based budgeting

The proper alignment of the work plans, budgets and results matrix ensured that expenditure was well tied to outputs. This promoted the good use of resources in line with the set output targets. This therefore created a strong basis for project accountability with a good balance between technical and financial accountability.

iv) Use of broad based communication channels

The evaluation noted that the use of national radio and televisions to disseminate information about the SAGCOT initiative was associated with impressive efficiency gains because of the coverage scope. This enabled the project to reach millions of people both in and outside the SAGCOT area with vital information regarding the initiative.

2.4 Project Effectiveness

The extent to which the project has achieved the set objectives at output and outcome levels formed the key parameter for assessing project effectiveness with particular focus on the soundness of the results matrix, key achievements as well as accelerating/inhibiting factors for better results as seen hereunder;

2.4.1 Assessment of the results matrix

The quality of the results matrix influences the level of project success as it set the entire direction of the project linking its various components along the results chain. Sound results matrix is anchored on clear analysis of the problem, logic design of the interventions with clear and relevant activities and strategies as well as progress markers at output, outcome and impact levels.

Low agricultural production among SAGCOT clusters on the account of under-investment in agriculture with very low private investment, limited commercial farming and access to finance, as well as weak public-private partnerships and dialogues were the key challenges that had restricted the development of the SAGCOT clusters. In response, the SAGCOT Centre Limited was established leading to the formulation of a five-year work plan. The situational analysis conducted prior to

the project, revealed that the dire capacity gaps at SAGCOT Centre as well as RUBADA and Ministry of Agriculture Food Security and Cooperatives could not support successful implementation of the SAGCOT work plan. Structurally, both the SAGCOT Centre and RUBADA had staffing gaps besides lacking requisite equipment for the effective execution of their responsibilities. In effect, the level of awareness about the SAGCOT initiative was low in addition to poor land use planning and management.

Technically, despite the staffing gaps in the SAGCOT institutions, the staff had limited competences required to effectively deliver on their mandates. Subsequently, there was poor and bureaucratic decision making which hindered investments. Land conflicts, misconception of the SAGCOT initiative which all scared away potential investors were common phenomenon prior to the project implementation.

In response to the prevailing situation, the SAGCOT capacity development project was designed to primarily respond to the capacity gaps in the three major SAGCOT institutions (SCL, RUBADA and MALF). This was further intended to enable them to effectively deliver on their mandates as reflected in the two main project outputs namely; i) Strengthened capacity of SAGCOT Centre to effectively coordinate the implementation of the SAGCOT five year work plan; ii) Strengthened capacity of the Ministry of Agriculture, Food Security and Cooperatives and Rufiji Basin Development Initiatives (RUBADA) to support smaller holder farmers' engagement in the corridor.

The evaluation found logical flow between the project activities and envisaged outputs which provides a strong foundation for the achievement of the outcomes and impacts. However, the results matrix only reflects upstream outcome and is silent about the beneficiary level outcomes. This deprives the evaluation a vivid assessment of the downstream changes caused by the project. It is in the evaluator's opinion that the project should have set the outcomes at both upstream and downstream levels in order to create a basis for measuring the project impact.

Nevertheless, reading from the SAGCOT five-year work plan, it is apparent that the other problems identified prior to the project as seen above would be effectively tackled through the implementation of the work plan. The consultant therefore feels that the intervention logic adopted by the project with emphasis on institutional capacity development was sound and potentially able to contribute to the achievement of the set outcomes and impacts both in the medium and long term. Therefore, the project results matrix formed the basis of assessing the key project achievements as seen in the next sub section.

2.4.2 Key project achievements

The evaluation established that the project has made significant achievements under each of the two outputs which implies that activity implementation has been largely successful, some shortfalls notwithstanding as seen hereunder;

i) Strengthened capacity of SAGCOT Centre to effectively coordinate and implement its mandate

The achievement of this output hinged on six major activities that included; partnership and cluster development, supporting analytic studies and policy reviews for the creation of an enabling

Environment, supporting information, communication and publications, monitoring and evaluation, contribute to Centre staff cost as well as supporting the Centre's operations.

The evaluation established that the cluster plans have been developed with significant linkages between smallholder and commercial farmers. The developed plans have supported the development of partnership forum, which have been held annually as evidenced by the partnership reports. Through these fora, a number of recommendations for the furtherance of cluster development have been made. During interview with the SAGCOT stakeholders at different levels, it was revealed that the development of SAGCOT clusters is on course and a total of six clusters have successfully been established across the SAGCOT catchment area.

The project has supported analytic studies and policy reviews and significant ones have included the RUBADA Act, the Village Land Act 1999 and RUBADA strategic Plan. Furthermore, a number of policy papers have been prepared and all these have created an enabling environment for the implementation of the SAGCOT initiative. This coupled with the strengthened capacity of the SAGCOT institutions continue to play a pivotal role in the promotion of the initiative.

Strengthened community sensitization about the SAGCOT initiative has been yet another key achievement of the project. All project activities have been implemented through a participatory approach involving all relevant stakeholders at various levels and this has continued to disseminate information about the SAGCOT initiative. Although quantitative evidence is scanty, the several key informants revealed that awareness about the SAGCOT initiative is now much higher compared to the period before the project. Indeed, several community sensitization campaigns were undertaken using a multiplicity of channels and this has no doubt increased awareness about and support for the initiative by clearing the myths that had surrounded the initiative prior to the project.

The staffing gaps at the SAGCOT were prior to the project commencement and a key hindrance to the effective execution of the Centre's mandate. It was against this backdrop that the project prioritized supporting the staff and operational costs of the Centre. In effect, the Centre staff has grown in numbers largely due to the provided support by the project. This has not only reduced the heavy workloads at the Centre but also improve operational efficiency. The evaluation noted that the SAGCOT Centre's capacity has largely been strengthened through increase of the Centre staff, better remuneration and the trainings that have been provided to the staff. All these have left a profound impact of the Centre's operations. Other contributions by the project to SAGCOT Centre include the realization of the need for outfits like supporting the development of systems and procedures that included amongst others

- ✓ Communication strategy
- ✓ M&E framework
- ✓ Baseline studies
- ✓ Governance and Human Resources Policy
- ✓ Financial management policy and systems
- ✓ Plus other publications like brochures, website etc

ii) Strengthened capacity of the MALF and RUBADA to support smaller holder farmers'

engagement in the corridor

The achievement of this output was anchored on five specific activities that focused on capacity strengthening of RUBADA, MALF and village executive councils to effectively play their roles in the implementation of the SAGCOT initiative. Therefore, provision of technical assistance to these institutions as well as providing targeted trainings to small holder farmers were the key activities undertaken to support the achievement of this output. The evaluation established that this output has largely been achieved and has also been associated with significant outcomes as presented hereunder;

a) Providing technical assistance and support to RUBADA

Table 2: Status of Activities Conducted by RUBADA per SAGCOT Cluster

CLUSTER	DISTRICT	VILLAGE	MAIN ACTIVITIES	STATUS
Rufiji Cluster	Rufiji	Mkupuka and BumbaMsoro	-Preparation of Certificate Customary Right of Occupancy (CCROs) and Granted Right of occupancy (GROs)	CCRO's Drafts have been prepared but the verification, signing and issuance have not been done.
	Mkuranga	Dondo, Chamgoi, Kilamba and Nyamatotipo	-Preparation of Village Land Use Plan (LUPs) -Preparation of Certificate Customary Right of occupancy (CCROs)	LUP's have been successfully completed in Dondo and Chamgoi villages. - Cadastral land survey for the identified agricultural investment areas in Kilamba and Nyamatotipo villages was done and the total area surveyed was 2594.46 ha. -CCRO'S drafts have been prepared and Verification for 113 drafts has been done in Kilamba village. The process not finalized
Kilombero Cluster	Kilombero	Kiberege, Mkasu. Signalili Lugongole	Preparation of Village Land Use Plans (LUPs)	LUPs have successfully been prepared.

	Morogoro Rural	Bwakila China, Dakawa, Mgazi, Vigolegole, Milengwelegwe, Kisaki Gomeru &	Strengthen of environmental committee	This was successfully done
Ihemi Cluster	Makete	Nkondo, Matenga and Mlengu	-Preparation of Village Land Use Plan -Strengthen of environment committee Completion of Makete Youth Camp	LUPs were successfully prepared It was successfully done Water connection to the camp was done, however completing furnishing the camp was not done

The evaluation summarized the achievement based on the three main project activities enshrined to RUBADA as presented in the table below;

Table 3. Status of Activities Conducted by RUBADA per SAGCOT Cluster

Planned Activities	Target	Output	Remarks
To facilitate effective and pro-poor focused land use planning in the SAGCOT Clusters.	To develop village land use plans in Kilombero, Lower Rufiji and Ludewa Clusters.	11 Land use plans were prepared. -Dondo and Chamgoi villages in Mkuranga District. -Nyarutanga, Gomeru, Dakawa, Mngazi, Vigolegole and Milengwelengwe in Morogoro Rural District. -Mlengu, Matenga and Nkondo villages in Makete District	
To develop Certificate of Customary	To develop 500 CCROs in Rufiji district and 500 Mkuranga District.	-CCRO's prepared in Rufiji District were 130 in Bumba Msoro	- Bumba Msoro transferred from village authority to

<p>Right of Occupancy to out growers in the SAGCOT Clusters.</p>		<p>village and 300 in Mkupuka village. -CCRO's prepared in Mkuranga District were 231 in Kilamba village and 170 in NyamatoTipo.</p>	<p>township. Therefore we prepared Granted Right of Occupancy (GRO).</p>
<p>To establish and train village Environment committees for Monitoring environment during implementation.</p>	<p>Villages in Ludewa Cluster and Kilombero Cluster specifically in Morogoro Rural District.</p>	<p>9 committees were established in Morogoro Rural and Makete district. 114 members of Environmental committees, Land use plans committees and Village leaders were trained.</p>	
<p>Amendment of RUBADA Act</p>		<p>Analysis of current policies and legal frameworks complementing to RUBADA Stakeholders and cabinet consultations</p>	<p>The process of amending RUBADA Act is underway Cabinet policy paper approved 2015 Draft RUBADA Act Prepared</p>

One of the most outstanding achievements of the project has been the preparation of the Certificates Customary Right of Occupancy (CCROs). This has helped create a secure and strengthened land tenure system hence reducing land conflicts. Although cases of boundary conflicts were mentioned among villages, the village land use plans that have been developed with the support of RUBADA have gone a long way in addressing the land issues hence creating a conducive environment that supports investment.

With the acquired certificates of occupancy, the smallholder farmers' ability to access investment capital (loans) from financial institutions has been enhanced. Although quantitative data on the smallholder farmers that have actually obtained loan facilities against their certificate was scanty, the village executive council members that participated in this study expressed assurance of acquiring loans using their certificates as collateral. Therefore, through the project activities, investment in the SAGCOT clusters is overtly and covertly being promoted.

The evaluation has noted strong emphasis from the RUBADA project sites of Mkuranga, requesting for the CCROs and LUP process be finalised. Standing the current situation, it might

jeopardize future community engagement in the area, therefore fruitful steps should be considered to ensure the CCROs and LUPs issues are settled. The consultant argues the RUBADA and the District council should strengthen regular communication with local communities to avoid any unnecessary misconception of the project.

The evaluation noted the efforts of the project to streamline youth participation in agriculture activities. The RUBADA support has managed to reconstruct Mketete Youth Centre, with the main goal of facilitating youth participation on agricultural activities.

The evaluation has noted the review of the RUBADA Act is on progress. The process of amending RUBADA Act of 1975 started in 2012 with the aim of enhancing the role of the Authority (RUBADA): modify some functions of coordination and re-defining the responsibilities of the Authority in order to give the Authority legal mandates to implement various programs and projects to develop agriculture in Rufiji river basin and the promotion of development within the Southern Agricultural Growth Corridor of Tanzania (SAGCOT). The aim is to reform RUBADA to play the intended role as a government agency in the SAGCOT area. The cause of these is that there have been several laws which have in conflict with RUBADA Act of 1975 including Village Land Act of 1999, Land Act of 1999, Electricity Law of 2008, Rufiji Basin Water Authority Act of 2010, National Environmental Act of 2004 and Natural Resource Conservation Act of 2009.

The process has passed through various approval stages including Cabinet Secretariat and Cabinet Stakeholder's opinions. The Cabinet approved the policy paper in 2015. It was noted that, further submission to the Parliament has delayed due to the regime change.

b) Providing technical assistance and support to MALF to facilitate targeted training to small holder farmer organisations/groups

The MALF has managed to successfully accomplish this activity by training 84 Agricultural Village Extension Officers (VAEOs), Village Irrigation Technicians (ITs) and 360 lead farmers from 78 selected smallholder rice irrigation schemes under BRN (table 4). The training was divided into three training sessions presented in the figure below;

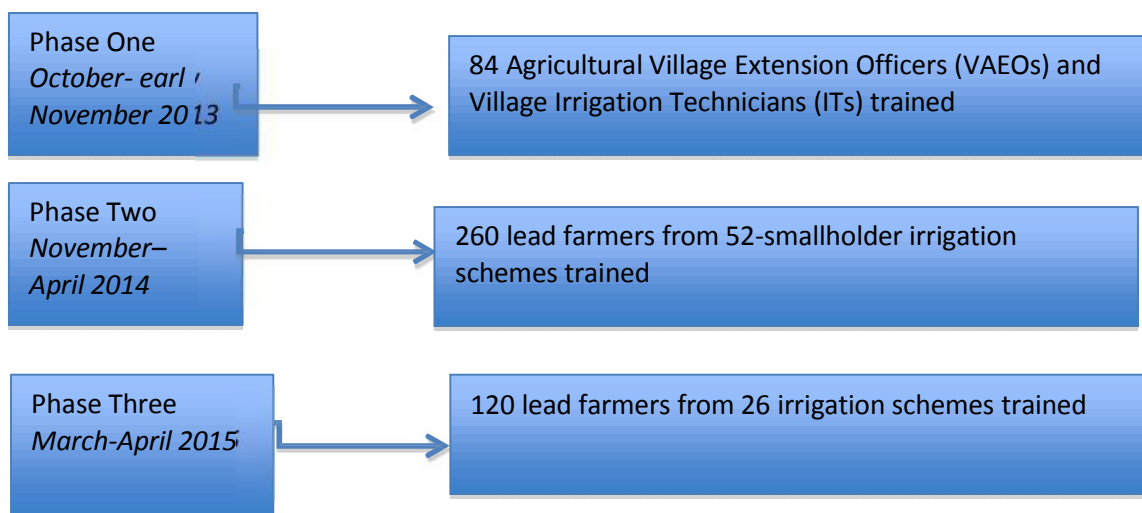


Table 4: Trainings to lead farmers in all BRN schemes

Sn	District Council	Number of irrigation schemes	number of farmers
1	Kyela	2	10
2	Mbarali	34	170
3	Morogoro	4	20
4	Mvomero	3	15
5	Kilombero	9	45
6	Kilosa	7	35
7	Iringa	11	55
8	Mpanda	4	20
9	Nsimbo	2	10
10	Mlele	1	5
11	Sumbawanga	1	5
TOTAL	11	78	390

Table 5: Training of extension officers and irrigation technicians (all schemes)

S.No	District	Name of Selected Irrigation Scheme under BRN Initiative	No of schemes	No of participants
1.	Iringa	Cherehani Mkoga, Idodi, Ipwasi-ndorobo, Mafuruto, Magozi, Makuka, Mapogoro, Mapogoro – kibaoni, Mlambalasi, Pawaga - mlenge, Mkombozi (11 schemes)	11	11
2.	Mbarali	Chimba-chimba, Mswiswi-Azimio, Chamotobatania, Gwiri, Herman, Ruanda Majenje, Uturo, Ipatagwa (2) Mbuyuni-kimani, Maendeleo, Msesule, Mwendamtitu, Lyanyulwa(2), Nyasa – Kapyo, Ibohora, Igumbilo – Isitu, Madibira (2) Isenyela, Matebete, Mapogoro, Igomelo (2) Mashalla, Njalalila, Njombe, Kapunga Small holder, Mpunga mmoja , Chosi, Wia – Mahango, Mayota, Kongolo – Mkola	34	34
3.	Mpanda	Iloba, Kakese, Karema, Mwamkulu Urwira, Mwampuli, Ugala	5	5
4.	Mlele	Urwira, Mwamapuli	2	2
5.	Sumbawanga	Sakalilo (2)	1	2
6.	Kyela	Makwale, Ngana	2	2
7.	Morogoro	Mbarangwe, Tulo/Kongwa, Lubasazi, Kiroka	4	4
8.	Kilombero	Njage, Kisegese-Idete(2), Mang'ula Youth, Mkula, Siginali, Sonjo, Magombera, Msolwa Ujamaa, Kiberege	9	10
9.	Kilosa	Aligadiriya salama, Chanzuru, Ilonga – Kilosa, Lumuma Kilosa side (2), Madizini, Mvumi, Rudewa	7	8
10.	Mvomero	Kigugu (2), Mbogo (2), Mkindo (2)	3	6
TOTAL			78	84

The evaluation has noted that farmers in the SAGCOT clusters-within MALF priority irrigation schemes- have been organised in groups a factor that has strengthened information sharing, team work, enhanced awareness and created a strong negotiation voice. Through their groups, farmers have reportedly been able to voice out their concerns hence being able to influence the policy agenda within the SAGCOT area. Otherwise, farmers have been able to negotiate for better prices for their produce hence increasing their incomes.

Additionally, over 4,168 lead farmers have been trained in modern farming practices and were commissioned to train others. This has accelerated fast adoption and propagation of new technologies and farming methods, which have in turn propelled productivity within the SAGCOT clusters.

The main activities conducted by the MALF included the following;

- **Introduction of new technologies and farming methods**

Initiatives to enhance smallholder farmers' engagement in the corridor have also witnessed the introduction of new technologies and farming methods intended to boost production and incomes. System of Rice Intensification has been one of those new technologies that has had profound impact on the rice production levels in the corridor. The system has notably increased rice production per hectare from 4 tons to 8 tons; a factor that has stimulated demand for the project services even beyond the SAGCOT catchment area. To facilitate the fast adoption of the new technologies training of lead farmers and extension officers has been successfully undertaken under the project. The evaluation established that farmer trainings were on-going at the hands of the farmers who were trained under the project.



Farmers being training how to make nursery bed for rice.

- **Value addition**

Substantially, the project led to the rejuvenation of farmer groups which has further enhanced knowledge sharing and adoption of new farming technologies. Through their groups, farmers have been able to add value to their produce through installation of agro-processing plants. The farmers are therefore able to attract higher prices through value addition and a strengthened bargaining power.



Processing, grading and packing rice at Itunundu processing group in Iringa &

2.4.3 Analysis of the results chain

The evaluation established that the project results has logically flowed with one result contributing to the achievement of the other. The project made use of the available inputs (human resources, equipment and finances) by adhering to sound processes and procedures. This supported successful

activity implementation hence contributing to the achievement of the project outputs. The evaluation note great zeal among the project stakeholders at all levels to utilize the project outputs which has supported the achievement of the outcomes. Although the project impacts were not explicitly stated at the design stage of the project, it is apparent that both the outputs and outcomes are potentially able to positively change the welfare indicators of the population within the SAGCOT clusters and beyond. The evaluation further established that both the results achieved and the methods employed have been solid enough to promote sustainability as they have well entrenched principles of stakeholder participation, ownership, contribution and capacity building.

2.4.4 Mainstreaming of Cross Cutting Issues

- **Human rights**

The design and implementation of this project followed well-stipulated and transparent mechanisms. The project design incorporated the lessons and best practices gathered from the UNDP report on creating value for all: Strategies for doing business with the poor in 2008. The report provided highlights on the main constrains⁷ in markets for the poor with five general strategies⁸ to overcome them. These strategies gave opportunity in the designing of the project to reflect the underlying human right challenges facing communities in the agricultural sector.

In the implementation phase all the key project partners addressed these constrains in one way or the other. SAGCOT Centre through the awareness raising sessions; and partnership and cluster development provided a room where critical development issues can be dealt more specifically rather than generalizing them. The RUBADA LUP and CCROs provide tenure assurance to the poor people and the right to access more development support (i.e. loan). The MALF interventions model of training lead farmers, extension officers and irrigation technicians; facilitated increase in knowledge dissemination and capacity development to the larger community groups involved in rice farming within the priority BRN irrigation schemes.

The evaluation noted that every member of the community had opportunities to be trained by the lead farmer. Moreover, a field farm school established at the villages was used as a demonstration allowing opportunity to all community members to participate and learn. Various groups were established in the project villages. These groups created opportunities for members to participate in selecting group leaders. In the project sites visited, there has been great appreciation to the process as it observes principles of good governance where leaders were selected democratically.

⁷ Constrains: Market information, regulatory environment, physical infrastructure, knowledge and skills, and access to financial services

⁸ Strategies: Adapt products and processes, invest in removing market constrains, leverage the strength of the poor, combine resources and capacities with others and engage policy dialogue

with government

- **Gender**

During the project design gender issues were keenly incorporated in the ProDoc. The UNDP development mandate ensured that gender and pro-poor agenda were given due consideration while meeting the required international standards of project and financial management Trainings and awareness raising conducted by the project parties during the implementation process emphasized on gender issues. The evaluation noted that most of the Male headed households gave the ownership of the land to Men. About 75% of CCROs prepared in Mkuranga and Rufiji Districts are owned by men. While those that were owned by Female headed household were for Women which account for about 25% of all the CCROs prepared in Mkuranga and Rufiji Districts respectively. In rice farming schemes the evaluation noted that women were 100% involved from rice planting to harvesting stages, while their participation reduced to at least 45% during marketing stage, and the use of the income accrued from selling the crops. Cultural setups and beliefs contribute much to these practices, which indicate the need to continue with awareness raising on the role and responsibility of women and men in the agriculture development agenda. The evaluation noted that women were 100% involved during farming

- **Environmental conservation and climate change**

The project design maintained consistency and adherence in preserving the environment through engaging in sustainable activities, which adheres to the national and international environmental legal frameworks. All the project parties contributed to the conservation of environment and enhance community adaptation capacity and resilience to the changing climate observed throughout the corridor. Some of activities conducted include trainings to the environmental committees, LUP, CCROs; and climate smart agriculture (SRI technology).

2.4.5 Accelerating/inhibiting factors for better results

The level of project achievement as presented in sub section 2.4.3 above has been a function of a multiplicity of factors which had both positive and negative influence on the project as seen hereunder.

a) Facilitating factors

i) Participatory approaches adopted

The project implementation approaches were largely participatory allowing effective involvement of all the stakeholders at various levels. This was critical for stakeholder buy-in of the project hence galvanizing stakeholder support for the project. The participatory nature of the project implementation helped to clarify the myths that SAGCOT initiative was meant to benefit commercial farmers at the expense of smallholder farmers. Through effective engagements and dialogue, stakeholders were made to appreciate the strategic direction of the initiative hence increasing their willingness to support the project.

ii) UNDP's niche in capacity development

UNDP's long experience in institutional capacity development leveraged the success of the project

through the adoption of the right tools and methods. UNDP has become a centre of excellence in institutional capacity development and the deployment of its full expertise creates a strong impact.

iii) Strong political will

The design and implementation of the project followed the official request from the government to UNDP for assistance in capacity development of the SAGCOT institutions. Therefore, there has been satisfactory government support of the project reflected through the deployment of its staff (extension workers and other officials) to support the project implementation processes. The use of government employees in the implementation of the project has had a cost minimization effect hence contributing the cost effectiveness of the project.

iv) The sequencing of the project activities

The sequencing of the project activities was key in addressing some of the implementation obstacles that would have bedevilled the project. All the main project activities were designed to start with stakeholder consultations/engagements and this was able to break the would be resistance to the project. Therefore, the creation of an enabling environment was given a priority across the entire project implementation cycle hence guaranteeing enhanced results.

v) Use of existing and capable institutions and staff

The project has managed to achieve the output due to the huge contribution and innovation from the participating institutions and staff assigned to the project. Community engagement takes time and change of attitude toward new innovation is known as a very slow process, however this project has managed to showcase good achievements with such a short time span especially with Rice farming technology.

b) Inhibiting factors

i) Delayed disbursement of funds

The delayed release of project funds constrained activity implementation and consequently the results. Although the project was slated to start January 2013 but it actually started in October 2013, which caused some of the activities compacted or not implemented at all.

ii) Inadequate funds

The inadequacy of the financial resources hindered the implementation of the planned activities such as processing of land titles. While this was not an explicit project output, its achievement would have bolstered land ownership and tenure system within the SAGCOT area.

iii) Inadequate planning

The evaluation has noted that most of the activities that were not completed could have otherwise being completed if they were well thought from the beginning. The planning for CCROs, for example need to be considered in totality rather than in phases. The complete cycle and the budget need to be determined well in advance.

2.4.6 Major Crop Production Constraints

The small-scale famers were faced with several technical and non-technical constraints, hindering full exploitation of available resources. It has already observed, targeted farmers are subsistence

farmers; they do not use modern farming methods. The following are the key challenges facing them;

- **Poor Post-harvest Technology and Facility:** Only a limited produce is being commercialized. Further, inadequate post-harvest technology has been developed in the study area hence rendering farmers not to access good markets due to sell of paddy rice.
- **Lack of Capital:** The small landholders/peasants have no working fund. Therefore, apart from those supported by SAGCOT project they use their own seeds and continue their farming with inadequate farm inputs. To get out from such circumstances, farmers need seed money fund for procurement of an appropriate farming technology and then to tackle the most urgent problems for increasing crop production since SRI technology has already yielded good productivity results. Increasing agricultural production may require more capital meaning that some members of the community might require gaining access to credit in order to acquire inputs like fertilizers among others. There are limited financial institutions, but there is no farmer who gets money from them. At the village level there are no formal credit facilities.
- **Poor Farm Input Supply System;** The farm inputs, e.g., chemical fertilizers, agro-chemicals, farming tools/equipment, etc. are sold by authorized dealers, so-called "stockiest" in each district. The stockiest are located at the district centre. The long distance from farmer to stockiest inhibits most farmers from utilizing farm inputs as well as well the technicians to service and repair the few small- scale machinery present. Example seen at Idodi village,
- **Marketing:** Market place is the vital socio-economic factor for marketing agricultural products and to buy inputs for agriculture. The major challenge was failure to meet market standard. .
- **Pests and diseases:** Identified as constraint to crop production. Although respondents were not specific on the pests and diseases that affect their crops and animals, they stressed that these had had made production a very difficult.
- **Low prices for commodities affect production for crops** "...sometimes the amounts we are given for our crops are very low, here at home middlemen buy at giveaway prices" Participant in the focused group discussion for males, Idodi village-Iringa
- **Rice Processing:** Participants also said that rice is the main commercial crop, but that processing rice is very costly because there is not enough machinery. **"Processing rice is a major problem here, we waste a lot of time queuing to process the rice and yet the cost of processing is also very high. At the end of the day you realize you have made a loss instead. So if the government could find a way of helping us build very good processing machines in this place, I believe that would help a lot"**
- **Land shortage:** Some residents rent agricultural land from their neighbors because they don't own adequate land. **"...Some of us don't have land for agriculture, which means that even when the irrigation scheme comes, we may not benefit like our colleagues who have a lot of land. What you know is that even those who claim to have land some have just a few acres"** Participant in the focused group discussion.
- **Low price of SRI compared to the other traditional varieties.** The evaluation have noted that despite the good harvest of SRI rice, the price is relatively low compared to the other traditional varieties found in the villages. Farmers requested for more sensitization on the nutritional value of SRI rice to help increase knowledge and fetch market as more farmers are prepared to engage in this technology
- **Weather:** The evaluation have noted that substantial land was washed away last year due to heavy rains and floods, therefore in absence of good and well maintained irrigation infrastructures farming becomes difficult.

2.5 Project sustainability

Beyond the project outcomes and impacts, sustainability is a key component that reflects project success according to the OECD/DAC evaluation criteria. The extent to which both the project results and established structures are likely to continue beyond the project period was the major basis of assessing the project sustainability. While it is important for projects to have explicit exit strategies, the entire project implementation processes influence project sustainability depending on the level of stakeholder participation, ownership, contribution and capacity building. Ideally, effective stakeholder participation in the project promotes ownership and enhances willingness to contribute resources for its sustainability which materializes with strengthened stakeholder capacity. This sub section discusses the level of institutional and results sustainability and concludes with the key sustainability challenges of the programme.

2.5.1 Exit strategies of UNDP's interventions

Much as there was no documented exit strategy for the project interventions, the manner in which the project was implemented had strong elements of sustainability. UNDP defines capacity development as a process through which individuals, organisations and societies obtain, strengthen and maintain capabilities to set and achieve their development objectives overtime. In the light of this definition, UNDP's focus in this project has been on creating an enabling environment through policy formulation and review; building institutional structures, systems and procedures to promote organisational effectiveness. It is therefore parent that the achievements registered in this area will continue beyond the project period.

Through the project's support, the SAGCOT institutions have developed systems, policies and structures, which are more likely to support effective functionality of the institutions over time. Throughout its interventions, UNDP has successfully involved all the major stakeholders, which has not only strengthened their capacity but also facilitated ownership of the project hence creating a solid ground for sustainability.

2.5.2 Benefit sustainability

The project has produced positive benefits, especially in the area of agricultural skills development, which has propelled productivity. The introduced farming practices such as SRI have been much liked by the population across the SAGCOT clusters, which confirms continuous adoption and application. Since much of the project benefits have been a result of skills development, it is apparent that such skills shall remain even when the project closes.

While in some farmer groups the project provided free agro-inputs, the evaluation noted that there is high demand for such inputs in the rest of the groups that did not receive and there is higher farmer willingness to acquire the in-puts. This implies that the utilization of modern farming technology has a great potential for sustainability stemming from the awareness about and demand for the same that has been generated by the project.

2.5.3 Institutional sustainability

The evaluation established that the implementation of the SAGCOT capacity development project was successfully mainstreamed in the existing government institutions, which are designed to stay forever. This is a strong ground for the sustainability of the project as it creates the potential for

some project activities to be integrated in national and sub national government plans. The thrust of the project was to build the capacity of the SAGCOT centre to effectively coordinate the implementation of the SAGCOT five-year work plan. The project was just a catalyst for strengthening the institutional framework of the SAGCOT initiative implying that the institutions will remain even beyond the project.

2.5.4 Opportunities and threats to project sustainability

The likelihood of project sustainability both at results and institutional levels faces both opportunities and threats. The policy regime the government has established strongly favours the sustainability of the project benefits and structures. Tanzania has formulated a number of supportive policies such as “Kilimo Kwanza” and MKUKUTA II and is also a signatory to the regional and global treaties such as sustainable development goals (SDGs) and Comprehensive African Agricultural Development Programme (CAADP) which all incline the government to prioritize agriculture in its development agenda.

The project has stimulated the urge for agricultural development in the corridor while the catalyst fund is meant to address the key obstacles to agricultural investment and development.

There is general public appreciation of the SAGCOT initiative with enhanced farmer engagements in the agricultural sector. There is an overwhelming demand for re- launching the project to even cover areas outside the SAGCOT clusters. The increasing demand for the project activities coupled with the economic empowerment through enhanced agricultural productivity and incomes are sufficient to sustain the adoption and utilization of the technologies introduced by the project.

On the other hand, inadequate funding of the agricultural sector to some extent threatens the sustainability of the project interventions. Although there is impressive government commitment to promoting agriculture, the percentage of the national budget agricultural sector is still lower than the CAADP threshold of 15%. This limits the development of the sector discouraging great investments.

Secondly, the poor infrastructural development in the SAGCOT clusters also threatens the sustainability of the project interventions. The primary objective of the SAGCOT initiative to which the project was contributing is the development of agriculture among the SAGCOT clusters hence promoting human welfare by using a public-private partnership model. However, the poor road infrastructure remains a great threat to the achievement of this objective holistically.

3.1 LESSONS LEARNT AND BEST PRACTICES

3.2 Conclusions

The design of the SAGCOT capacity development project was largely relevant given its internal and external consistence. Internally, the intervention logic was sound with proper linkages between all the project variables (activities, implementation strategies, outputs and outcomes). The participatory approach that was adopted throughout the project cycle was key in ensuring robust project interventions and implementation strategies that supported the realization of the set outputs.

The project was well aligned with the national development priorities as well as national commitments to regional (CAADP) and global (MDGs and SDGs) obligations. This facilitated strong government support; a factor that contributed to project success.

The project largely achieved its set output targets and this has increased demand for scaling up the project activities even beyond the SAGCOT area. The project has greatly contributed to the capacity strengthening of the SAGCOT institutions and is thus fairly able to deliver on their mandates. In effect, the institutions have formulated policies and built systems that will continuously guide the execution of their responsibilities.

Utilization of the project outputs is on course more especially the land use plans that have been developed with support of RUBADA and in effect increased production particularly of rice has been realised in the SAGCOT clusters. However, unceremonious closure of the project has inhibited the achievement of some of the envisaged results such as processing of land titles.

The use of existing administrative structures, broad based communication channels (Radios and TVs), and stakeholder fora helped to increase awareness about the SAGCOT initiative in a cost effective manner. On the whole, the adopted project implementation strategies promoted cost effectiveness.

Both the institutional setup and the results of the project are largely sustainable, on the account of use of existing structures and systems, strong partnerships and as well as continued government political will. The project benefits have been spectacular that there is greater willingness among the population to uphold them.

Tanzania's conducive policy framework and the created SAGCOT catalyst fund pose great opportunities for the sustainability of the project while the inadequate funding of the agricultural sector and poor infrastructure in the SAGCOT area threat the project's sustainability.

While the implementation level stakeholders were appreciative of the project, there were some complaints of delayed disbursement of project funds, which affected timely implementation of project activities. However, the evaluation noted that the disbursement channel was also lengthy and also propelled and explains partly the delay.

3.3 Lessons learnt

- a) The institutional strengthening of SAGCOT Centre with the establishment of systems of management and governance by UNDP funding created confidence in the Centre hence attraction of many big investments and support from other Development partners
- b) The use of local structures is key in resolving land issues and supporting the success of community based projects. This is because it facilitates effective community mobilization,

consensus building and use of indigenous skills and expertise in resolving community issues.

- c) The SAGCOT initiative is well placed to propel the agricultural development of Tanzania if strategic investments in the area are made. The capacity-strengthening project was a well thought through interventions with the potential of stirring development in the SAGCOT area. The SAGCOT project was a key flagship intervention under the BRN (Big Results Now) under the government, which enables access to land, and property.
- d) Using and application of SRI technology is more sustainable as it only uses less water and seeds and other inputs but also it leads to increased productivity per acre compared to the conventional rice production.
- e) CCROs land ownership systems is a good intervention in ensuring poverty reduction whereby people and communities can now access loans in banks using their land titles as collateral security.
- f) Facilitation and building capacity of SAGCOT Centre's systems and policies and processes is a good practice as it has demonstrated a successful Public Private Partnership (PPP) model with positive results realized under SAGCOT Centre and projects.
- g) SAGCOT project has proven that small scale farmers if well-organized can stimulate and increase productivity efficiently and be transformed without necessarily practice intensive commercial farming
- h) UNDP creativity has demonstrated to other Development partners the merits and need for increased involvement of the private sector in especially key strategic national priority sectors like agriculture

3.4 Best practices

This section present the quotes from stakeholders benefited from the project. Most of farmers indicated that they have benefited by building houses, paying school fees, connecting electricity in houses and increase assurance of food availability and income at household level. Some of the stakeholders interviewed gave the following testimonies;

Doroth from Mkifu Village mentioned **“SRI has helped me to pay school fees for my children, increase food and income at my house, I don't walk to neighbours borrowing money as I used to do 3 years back before engaging in this agriculture. It has helped us revive our smiles as mothers and leaders in the family’**

Estelina Nzala said **“SRI technology has helped her connect her house with TANESCO electricity, which preciously was a dream, the family has also bought a bicycles and pay school fees easily compared to 3 years back ”.**

“SRI has increased our knowledge on how improved rice farming is done. This technology has increased togetherness and teamwork among farmers, reducing workload and promotes sense of confidence in farming because the whole team has positive attitude toward SRI farming. As farmers we are able to understand the planting seasons and schedule the seasons accordingly **“ Absalom**

“Hii pesa imetusaidia sana sisi SAGCOT, kama sio UNDP kutuamini tusingeweza kuafanikisha yale tuliyoayafanya;...The funds have been instrumental in catalyzing SAGCOT activities, we couldn’t achieve what we managed in absence of such support “ –CEO SAGCOT Centre

Case study: Dorothy Mota accounts that prior to SRI technology training their conventional practice of rice production never cared about the size of land/garden as well as the yield that would come out. However it was after benefiting from SRI Shadidi that they began realizing the differences in their lives and productivity from harvesting initial 8 bags to 43 bags per acre. Dorothy went on to enlist the various advantages of SRI Shadidi technology which included use of less water, less seeds, avoidance of farmer conflicts, simplified weeding etc. She further narrated how SRI Shadidi rice production has changed their livelihoods as women and their households are now food secure as well as earn some incomes from the sale of produce. Some women have paid school fees for their children while others have connected electricity power in their new built homes. The power and gender relations were however a concern to Dorothy like all the other women involved in agriculture whereby production is always a function of women but when it comes to marketing the men and husbands want to be in control and decide on the proceeds and incomes. In some cases they want to sell off everything without keeping some for next season or even household food security. All in all she states how Shadidi has changed their lives despite some challenges like lack of inputs, poor infrastructure, weather vagaries, etc

3.5 Recommendations

- a) RUBADA should be further supported by government with the assistance of Development partners through the following actions
 - RUBADA should rebrand itself and in addition to its current strategic plan develop a multimedia communication strategy to correct the negative public image about it.
 - Government of Tanzania should quickly adopt and approve the revised RUBADA Act in order to harmonise the legal framework with the other legal instruments like Local Government Act since there is overlap of mandates and confusion that affects service delivery
- b) SAGCOT Centre having demonstrated that its catalytic UNDP supported institutional capacity has flagged it off as a formidable institution which has now started attracting big investments as well as being internationally and regionally recognized. However SAGCOT Centre institutional capacity should further and continually be enhanced through its other programs as well as the following actions.
 - SAGCOT Centre should further strengthen its capacity especially in areas of M&E and reporting systems. Establishing a substantive M&E Unit given the level of attraction of investments currently can also enhance this.

- Increased partnership between government, Development partners and the Private sector through increased improvement and enhanced PPP model should be adopted and policy developed along these lines following its success in SAGCOT project
- c) The MALF having tremendously revolutionized the agriculture sector with support from UNDP through the application of SRI technology by increasing the Rice productivity from 4 tons per acre to 8 tons per acre should further be up scaled through other Government of Tanzania and development Partners agriculture interventions by
- Need for scaling up project and provide funds to support the established farmer demonstration groups and Farmer Field schools to facilitate and scale up the adoption of new farming technologies.
 - Providing technical support in levelling all the remaining 76 irrigation schemes as well as properly construct them all by providing for the intake and outlets to allow SRI technology to thrive
 - Government should provide conducive marketing policies to induce farmers to keep their produce in the warehouses by offering good prices since other farmers were found keeping their produce in their own homes
 - For marketing to improve there is also need to organise such for a like Farmers days (Siku ya Kulima) as well as tours to other farms and areas within and outside the country
- Need to increase on visibility of the project by enhancing the multimedia communication strategy say introduce sign post, advocacy step up as well as awareness and sensitization
 - Need to provide more SRI special farm inputs and implements to farmers like seeds, fertilizers, chemicals, harvesting and weeding machines and tools and other protective gear
 - At least one processing machine for each of the 78 irrigation schemes should be provided in order to add value and discourage farmers from selling paddy
 - Facilitate governments and districts to ran trainings of the members in the management of warehouses/storages

Annex 1: Rating of project performance in the light of OECD/DAC evaluation criteria

	Rating (1 low, 5 high)					Rationale
	1	2	3	4	5	
Impact			3.0			The evaluation didn't measure the impact per se but the project strategies and outputs/outcomes all points to positive impact
Sustainability				4.0		The project has produced positive benefits especially in the area of agricultural skills development, which have propelled productivity. The introduced farming practices such as SRI have been much liked by the population across the SAGCOT clusters, which confirm continuous adoption and application. Since much of the project benefits have been a result of skills development, it is apparent that such skills shall remain even when the project closes. Through project's support, the SAGCOT institutions have developed systems, policies and structures, which are more likely to support effective functionality of the institutions over time. Throughout its interventions, UNDP has successfully involved all the major stakeholders, which has not only strengthened their capacity but also facilitated ownership of the project hence creating a solid ground for sustainability.
Relevance/Design				4.5		The project was well fitted in the government development agenda and more strongly the desire to work in a partnership between the private and the public sectors, with a view of strengthening collaboration. The project focused on supporting capacity development to the Southern Agriculture Growth Corridor (SAGCOT) of Tanzania initiative and its related institutions to be able to implement activities that will add value to the Government Kilimo Kwanza 'Agriculture First' policy. The project is in line with national and international policies, programmes and strategies including: The National Vision 2025, National Strategy for Growth and Poverty reduction (II) 'Mkukuta II', Five Year Development Plans (FYDP-2011/2015), National Agriculture policy, Kilimo Kwanza 'Agriculture first' policy, Big Result Now (BRN) initiative, Millennium Development Goals (MDGs) and UNDAP - 2011/2015.
Effectiveness				4.0		The project largely achieved its set output targets and this has increased demand for scaling up the project activities even beyond the SAGCOT area. The project has greatly contributed to the capacity strengthening of the SAGCOT institutions and is thus fairly able to deliver on their mandates. In effect, the institutions have formulated policies and built systems that will continuously guide the execution of their responsibilities. Utilization of the project outputs is on course more especially the land use plans that have been developed with support of RUBADA

	Rating (1 low, 5 high)				Rationale
					and in effect increased production particularly of rice has been realized in the SAGCOT clusters. The plans for RUBADA was too ambitious provided the resources they had and time, it was necessary for them to concentrate the efforts in few sites
Efficiency				4.0	The evaluation established that project expenditure was well tied to the budgets that we made jointly by the key stakeholders. The SAGCOT financial manual has provided clear guidance for the entire financial function of the Centre. Indeed, the evaluation noted that there was streamlined accountability system that ensured value for money. All expenditures were well documented and evidenced in accordance to the financial manual. Strengthening the financial management of the SAGCOT Centre is one of the project activities that has yielded good results. Analysis of the project expenditure pattern reveals that the utilization of project resources was well aligned with the two main set outputs

ANNEX 2: List Of Stakeholders Consulted

	Name	Designation	Region	Contacts
1	Girson Ntimba	PMO-Private Sector Development, Investment And Empowerment	DSM	755769473 girson.ntimba@Pmo.Go.Tz
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14	Lucy Nyalu	DAICO- Iringa District Council	Iringa	754867756; Lucynicholaus&Yahoo.L.Com
15	Ramadhani Mlangi	Agriculture Mechanisation	Iringa	756486436:

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17	Sylvester Marwa	Surveyor –Mkuranga District Council	Coastal	Massallusylvester@Gmail.Com
18	Placid P. Rweshagama	Land Officer-Mkuranga District Council	Costal	0658 469026
19	Titus Sanga	Scheme Chairperson-Mkifu Irrigation Scheme	Iringa	0787748445
20	Teodos Kajiji	Vice Chairperson-Mkifu Irrigation Scheme	Iringa	0755008730
21	Elekia Ndelwa	Accountant-Mkifu Irrigation Scheme	Iringa	0689254572
22	Seba Nguvila	Member-Mkifu Village Irrigation Scheme	Iringa	
23	Ezyuta Mgya	Member-Mkifu Village Irrigation Scheme	Iringa	0764962857
24	Everisto Mgya	Member-Mkifu Village Irrigation Scheme	Iringa	068666973
25	Dorothy Mmota	Member-Mkifu Village Irrigation Scheme	Iringa	0714025860
26	Aida Mbembati	Member-Mkifu Village Irrigation Scheme	Iringa	0758565992
27	Stelina Nzala	Member-Mkifu Village Irrigation Scheme	Iringa	0659262089
28	George Sanga	Member-Mkifu Village Irrigation Scheme	Iringa	0754089361
29	Josephat Sanga	Member-Mkifu Village Irrigation Scheme	Iringa	
30	Falasia Mkongwe	Member-Mkifu Village Irrigation Scheme	Iringa	0685570195
31	Faines Kaundama	Member-Mkifu Village Irrigation Scheme	Iringa	

32	Marko Mbwilo	Secretary Mkifu Irrigation Scheme	Iringa	0783735111
33	Atuletye Ndelwa	Member-Mkifu Village Irrigation Scheme	Iringa	0716043497
34	Angelika Kasinga	Scheme Chairperson-Tungamalenga Irrigation Scheme	Iringa	
35	Winfred Msuva	Scheme Secretary-Tungamalenga Irrigation Scheme	Iringa	
36	Fedrick Funzila	Village Chairperson-Tungamalenga Irrigation Scheme	Iringa	
37	Yahya Ally Chey	Member-Tungamalenga Irrigation Scheme	Iringa	
38	Absalom Rajab Kilipamwambu	Member-Tungamalenga Irrigation Scheme	Iringa	
39	Kristina Mhoka	Member-Tungamalenga Irrigation Scheme	Iringa	
40	Pius Mgina	Member-Tungamalenga Irrigation Scheme	Iringa	
41	Jimson Ndongole	Member-Tungamalenga Irrigation Scheme	Iringa	
42	Shani Richard	Member-Tungamalenga Irrigation Scheme	Iringa	
43	Anjelista Kufakunoga	Member-Tungamalenga Irrigation Scheme	Iringa	
44	Yekonia Chengula	Member-Tungamalenga Irrigation Scheme	Iringa	
45	Hawa Mandike	Member-Tungamalenga Irrigation Scheme	Iringa	
46	Christina Mgongolwa	Member-Tungamalenga Irrigation Scheme	Iringa	
47	Nibaki Ndapisi	Member-Tungamalenga	Iringa	

		Irrigation Scheme		
48	Thofani Chengula	Member-Tungamalenga Irrigation Scheme	Iringa	
49	Taudosi Msenga	Member-Tungamalenga Irrigation Scheme	Iringa	
50	Blefeni Ngwembe	Committee Chairperson-Idodi Irrigation Scheme	Iringa	0756003622
51	Peter Mgamba	Committee Secretary-Idodi Irrigation Scheme	Iringa	0766272117
52	Asha Kimela	Member-Idodi Irrigation Scheme	Iringa	
53	Felista Mtove	Member-Idodi Irrigation Scheme	Iringa	0754907184
54	Shamila Lukos	Member-Idodi Irrigation Scheme	Iringa	
55	Bariki Lulandala	Member-Idodi Irrigation Scheme	Iringa	0677718961
56	Simon Mhalu	Member-Idodi Irrigation Scheme	Iringa	0768945900
57	Musa Kisinzi	Member-Idodi Irrigation Scheme	Iringa	0769640334
58	Catherine John	Member-Idodi Irrigation Scheme	Iringa	0765990288
59	Witness Lubava	Member-Idodi Irrigation Scheme	Iringa	
60	Sebastian Mkeya	Member-Idodi Irrigation Scheme	Iringa	
61	Anna G. Mgiliwe	Member-Idodi Irrigation Scheme	Iringa	
62	Mariam Mpagama	Member-Idodi Irrigation Scheme	Iringa	
63	Ferista Msenga	Member-Idodi Irrigation Scheme	Iringa	

64	Ujema Mbwahi	Member-Idodi Irrigation Scheme	Iringa	
65	Isaya Kabinda	Member-Idodi Irrigation Scheme	Iringa	0765861662
66	Lukas Nyipeta	Member-Idodi Irrigation Scheme	Iringa	
67	Omari J. Matande	Village Chairman -Nyamato-Tito Village	Coastal	688267631
68	Hamis A. Mfaume	Member Nyamato-Tito Viillage	Coastal	782867984
69	All Omary Muba	Village Chairman -Kilamba Village	Coastal	716682461

Annex 3: Data Collection Questionnaires

Annex 4. List of Documents Consulted

Annex 5: Evaluation Matrix