

ANNUAL REPORT FY2016

FEED THE FUTURE TANZANIA LAND TENURE ASSISTANCE (LTA)

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TASK ORDER NO: AID-621-TO-16-00005

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ABBREVIATIONS

| | |
|--------|--------------------------------------------------------------------------|
| COP | Chief of Party |
| COR | Contract Officer's Representative |
| CCRO | Certificate of Customary Right of Occupancy |
| DAI | DAI Global LLC |
| DFID | Department for International Development |
| DLO | District Land Office (formally Department of Land and Natural Resources) |
| FTF | Feed the Future |
| GOT | Government of Tanzania |
| IE | Impact Evaluation |
| LTA | Feed the Future Tanzania Land Tenure Assistance |
| LTSP | Land Tenure Support Program (DFID) |
| LUP | Land Use Planner |
| MAST | Mobile Application to Secure Tenure |
| MLHSD | Ministry of Lands, Housing and Human Settlements Development |
| RCT | Randomized Controlled Trial |
| SAGCOT | Southern Agriculture Growth Corridor for Tanzania |
| TRUST | Technical Register Under Social Tenure |
| USAID | United States Agency for International Development |
| VC | Village Council |
| VEO | Village Executive Officer |
| VLC | Village Land Certificate |
| VLUP | Village Land Use Plan |

EXECUTIVE SUMMARY

Feed the Future Tanzania Land Tenure Assistance (LTA) has successfully completed project start-up and ten months of project implementation in FY2016. Under the technical leadership of Chief of Party Clive English, LTA is developing a comprehensive system for participatory, low-cost first registration/regularization of land tenure that will be replicable, scalable and sustainable for future implementation by the Tanzanian Ministry of Lands, Housing and Human Settlement Development (MLHSD). Starting from the basic software development and initial field results of the Mobile Application to Secure Tenure (MAST) Pilot, LTA has engaged DAI's extensive expertise in international best practice for mass land registration and supporting technology, to develop a customized, community based, low cost, scalable solution that will enable not only first registration, but also long-term management of land transactions.

COP Clive English and GIS Application Developer Alexander Solovov, in close collaboration with the Iringa District Lands Office, provided the vision and roadmap for LTA to create a comprehensive system customized to the Tanzanian context. LTA has made significant progress in implementing that roadmap – including drafting a thorough set of procedures for first registration, creating the public outreach, communication, training and fieldwork materials needed to implement those procedures, conducting in-depth assessments of MAST and scoping the necessary improvements to upgrade this technology into a fully functional mobile mapping application that will be integrated with Tanzanian land law, regulation and procedures.

Close collaboration among USAID Tanzania and the LTA field and home office teams has achieved:

- An efficient project start-up
- Building strong relationships with the District Land Office and other key District stakeholders
- Creation of land administration procedures and public outreach materials for first registration/regularization of customary rights in compliance with Tanzanian law and regulation
- Completion of demarcation and adjudication in the first target village, with 838 parcels mapped
- Resolution of several unanticipated challenges regarding the transition from the prior USAID pilot project (MAST)
- Program adjustment to USAID's direction to change target Districts
- Extensive coordination and program implementation adjustments for USAID's Randomized Control Trial Impact Evaluation
- Working closely with USAID to develop two contract modifications that 1) incorporated new directives from the Government of Tanzania on LTA target Districts and 2) restructured LTA's staffing pattern and realigned LTA's budget to adjust to the new requirements following the transition from the MAST pilot project
- Completion of reporting requirements

Below is a snapshot of FY2016 in phases:

Operational and Technical Start-Up:

Start-up activities commenced in December 2015. Under the leadership of Acting Chief of Party Catherine Johnston and Start up Manager Chris Blatnik, DAI mobilized a start-up team in early January with field and home office backstopping to support staff recruitment, establish an office, set up bank accounts, procure vehicles, establish and train staff on DAI and USAID policies, procedures and systems in financial, administrative and project management, and complete all other administrative and management tasks associated with project start-up.

Key Personnel Chief of Party Clive English and Land Administration Specialist Alphonse Tiba finalized their employment agreements and mobilized to Tanzania in late January to participate in the LTA Kick-off Meeting and draft the Inception Report. LAS Alphonse Tiba then completed demobilization from his prior position and fully mobilized as LTTA on March 1.

The LTA contract defined the target Districts as Kilombero, Iringa and Mbeya. The contract directed that technical implementation begin in 26 identified villages in Kilombero District. However, in February, the MLHSD informed USAID Tanzania that there was an overlap with the DFID LTRSP project in Kilombero District, and USAID Tanzania instructed DAI to eliminate work in Kilombero and to focus initial LTA activities in Iringa Rural District, with later work to be undertaken in Mbeya District as per contract. The contract was formally amended in July 2016 to reflect this change. This unanticipated change in target Districts created significant delays in implementation, as the process of village selection needed to be coordinated with Iringa Rural District government as well as the USAID Impact Evaluation. LTA worked with the Iringa Rural District Land Office to select six initial villages based on District Land Office priorities and LTA program requirements, and began collecting data and imagery necessary for field work implementation.

The elimination of the pre-determined Kilombero District villages enabled USAID to implement a Randomized Control Trial Impact Evaluation (IE). LTA provided extensive inputs into the design of the IE, facilitated field research by the IE team, and continues to collaborate in the RCT village selection process. Work in the six selected villages continues and will not be included in the IE.

MAST Handover and Improvements:

The LTA contract anticipated the handover of a fully functional Mobile Application to Secure Tenure that would require no modifications. The LTA team assumed that this fully functional application would be designed in accordance with and be accompanied by a set of land administration procedures for first registration/regularization of customary rights, including public outreach materials. The LTA contract also anticipated a rapid transition from the MAST Pilot Project within the first quarter of LTA implementation. Unanticipated challenges included the technical weaknesses of the application on mission critical features such as mapping accuracy, creating complete parcel index maps and recording correct unique claimant identification; the lack of integration of the application with Tanzanian land administration procedures; the lack of systematic procedures for implementation of first registration; and the absence of public outreach materials. In addition, the extension of the

MAST Pilot period of performance resulted in a 6 month overlap and a long delay in the handover of the complete MAST application software and data produced by the pilot project.

These challenges resulted in significant delays in LTA technical activities, and significant unanticipated expenditures for identifying and proposing solutions to technical weaknesses. LTA has successfully overcome these challenges by developing from the ground up a set of comprehensive land administration procedures and public outreach materials for first registration/regularization of customary rights; by documenting and proposing solutions to software application weaknesses; and developing a budget modification to enable the implementation of these improvements.

Program Implementation and Field Work:

When LTA gained access to the MAST pilot software application, and the data and maps created during the pilot, it was clear that significant preparatory work was required before field work could begin. In addition, the acquisition of baseline data and imagery from the District Land Office and USAID LTRM was required to set up the initial six villages for field work.

As discussed above, the establishment of operational procedures that could be readily applied to first registration was completed in collaboration with the DLO between April and July 2016. This included the creation of public outreach materials and training packages for key stakeholders including the Village Council, Village Assembly, and volunteer village para-surveyors and adjudicators that would conduct the demarcation and adjudication in the villages. Special emphasis was put on key messages and training materials specifically targeting women and women's land rights.

Simultaneously, LTA was assessing MAST and developing a comprehensive understanding of the improvements necessary to create a fully functional mobile application that supported low-cost participatory first registration procedures in compliance with Tanzanian law. This was done in close collaboration with the District Lands Office. Improvements necessary to achieve an acceptable level of functionality (such as accurate and consistent capture of claimant identification) were completed by LTA's IT/GIS Application Designer. This made it possible for field work to begin in the first village, Kinywang'anga, in July 2016. Field work began with program introductions to village authorities, followed by outreach and awareness raising about the LTA program with the entire village, in-depth trainings for Village Council members, and targeted education/training sessions at the hamlet level and with women's groups. DLO staff played an important role in assisting with all of the field work. Para-surveyors and adjudicators were trained and supervised carefully in demarcation and adjudication of parcels.

Mapping and adjudication of 838 parcel claims by 359 unique claimants was completed in September 2016. Seven parcels were recorded as in dispute. The average number of parcels per claimant was 2.5, but the range included individuals claiming up to twelve parcels. 55 percent of all claims were from female claimants, and of those claimants 68% claimed single tenancy for their parcels. 21 percent of all claimants were younger than 35 years.

As part of project implementation, LTA also submitted all required reports including the Inception Report, Annual Workplan, Monitoring and Evaluation Plan, Gender and Vulnerable Groups Plan, monthly reports, and quarterly reports. LTA also worked closely with USAID Tanzania to develop and submit two contract modifications. The first was for the change in target Districts (described above) and was approved in July 2016. The second was for a budget modification including a realignment and ceiling increase to facilitate the necessary MAST improvements and to establish a staffing profile better aligned with LTA's current technical needs.

Summary of Top Level Results to Date

The following table presents total results for each indicator for which LTA had an established target in FY16. Disaggregated results for these indicators, and the complete list of indicators, is presented in Annex A.

| LTA INDICATORS | | | | | |
|----------------|------------------------------------------------------------------------------------------------|--------------------|---------------------|----------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Number | Description | Annual Target FY16 | Annual Results FY16 | Percentage of Target | Explanation |
| 7 Custom | Number of people reached through communication campaign activities | 840 | 885 | 105% | |
| 8 Custom | Number of women's groups formed or strengthened | 1 | 1 | 100% | |
| 9 Custom | Number of claimants filing land claims as a result of USG support | 466 | 359 | 77% | Target based on estimates from East and Central Africa region. Actual experience in Tanzania is likely to differ. |
| 10 Custom | Number of trainings delivered | 11 | 8 | 73% | LTA has not yet delivered the full package of training in the first village |
| 11 Custom | Number of individuals trained in land tenure and property rights as a result of USG assistance | 973 | 318 | 33% | LTA estimates of number of persons reached by trainings may require adjustment. Also, LTA has not yet delivered the full package of training in the first village |

1. PROGRAM OVERVIEW

| | |
|-----------------------------------------------|-------------------------------------------------------------------------------|
| Program Name: | Feed the Future Tanzania Land Tenure Assistance (LTA) |
| Activity Start Date And End Date: | December 6, 2015 to December 5, 2019 |
| Name of Prime Implementing Partner: | DAI Global, LLC (DAI) |
| Contract Number: | Contract Number: AID-OAA-I-12-00031 Task Order Number: AID-621-TO-16-00005 |
| Name of Subcontractors/Sub awardees: | Land Equity International (LEI) |
| Major Counterpart Organizations | District Land Office and Village Registries, Iringa and Mbeya |
| Geographic Coverage (cities and or countries) | Iringa Rural District and Mbeya District |
| Reporting Period: | December 6, 2015 to September 30, 2016 |

As part of the Feed the Future (FTF) initiative, USAID has invested in several agricultural projects in Tanzania’s Southern Agricultural Growth Corridor of Tanzania (SAGCOT) and is seeking to develop focused land tenure programming to support USAID’s existing and planned investments in the region. Feed the Future Tanzania Land Tenure Assistance (LTA) will be implemented over four years and provide assistance to local level authorities in the delivery of land tenure services under the Village Land Act No.5, 1999 and the Land Use Planning Act No.6, 2007.

LTA seeks to develop a comprehensive system for participatory, low-cost first registration/regularization of land tenure that will be replicable, scalable and sustainable for future implementation by the Tanzanian Ministry of Lands. Through this system, LTA will clarify and document land ownership (land tenure regularization, or first registration of rights), support land use planning efforts and increase local understanding of land use and land rights. It is envisioned that the interventions will reduce land tenure-related risks and lay the groundwork for sustainable agricultural investment for both small holders and commercial investors particularly in the Southern Agricultural Growth Corridor of Tanzania (SAGCOT), and in the value chains of focus for Tanzania’s FTF program.

The implementation of land tenure regularization and first issuance and registration of CCROs and Village Land Use Plans (VLUP) will be undertaken in 41 selected villages in Iringa and Mbeya Districts. In the provision of support to land tenure regularization, the LTA will make use of, and further develop, the Mobile Application for Secure Tenure (MAST), a tool developed under a prior USAID funded activity. LTA will build capacity for District and Village land administration institutions. LTA will also focus on building capacity for villagers

to engage in better land resource management, respect land rights of vulnerable populations, and develop agri-business skills. Years 1 and 2 will focus on the main task of building capacity and issuing CCROs in Iringa Rural District. Capacity building activities will then be extended to Mbeya District Council through the District Land Office commencing in Year 3 and through Year 4. In Year 4, the program will make significant investments in building awareness and interest within SAGCOT and nationally to replicate/scale up the LTA land registration process and use of MAST.

The LTA work consists of four interrelated activities:

- **Activity 1:** Assist villages and District administration leaders and institutions in completing the land use planning process and delivering CCROs in selected villages within the two districts of Iringa and Mbeya.
- **Activity 2:** Educate and build capacity of village land governance institutions and individual villagers to complete the land use planning and CCRO process, effectively manage land resources, respect women's, youth and pastoralist's land rights and build agriculture-related business skills.
- **Activity 3:** Educate and build capacity of district-level land governance institutions in Mbeya Region to complete the land use planning and CCRO process
- **Activity 4:** Build capacity to use the MAST application throughout the SAGCOT and Nationally.

In addition to these contractually required activities, DAI also proposes to introduce a low cost land registry software, the Technical Registry Under Social Tenure (TRUST). TRUST will enable long term maintenance and management of the title data and all future land transactions consistent with a local land registry. Without this capacity, the land titling accomplished under the MAST Pilot and LTA would become quickly outdated as land sales, inheritances, or other transactions necessitate changes to title information.

Local sustainability is a critical and cross-cutting component of the LTA activity. LTA seeks to empower land institutions in target districts and villages, building their capacity in all aspects of land administration so that they can manage and own the process with minimal external or financial support upon completion of the program.

To achieve this ambitious goal, DAI collaborates and coordinates with the GOT and other funders and programs to produce complementary programming that is timely, cost effective and sustainable. DAI will coordinate closely with the land tenure programming of other bilateral funders, most notably the Land Tenure Support Program for Tanzania (ODI) program funded by the UK Department of International Development (DFID), Swedish International Development Agency (SIDA) and Danish International Development Agency (DANIDA). LTA will remain apprised of key developments in the sector through outreach to relevant programs and organizations, and consistent communication with GOT counterparts.

2. ACTIVITY IMPLEMENTATION PROGRESS NARRATIVE FY16

2.1. Overview

Feed the Future Tanzania Land Tenure Assistance (LTA) has successfully completed ten months of project start up and implementation in FY2016. Close collaboration among USAID Tanzania and the LTA field and home office teams has achieved:

- An efficient project start-up
- Building strong relationships with the District Land Office and other key District stakeholders
- Creation of land administration procedures and public outreach materials for first registration/regularization of customary rights in compliance with Tanzanian law and regulation
- Completion of field work in the first target village
- Resolution of several unanticipated challenges regarding the transition from the prior USAID pilot project (MAST)
- Program adjustment to USAID's direction to change target Districts
- Extensive coordination and program implementation adjustments for USAID's Randomized Control Trial Impact Evaluation
- Working closely with USAID to develop two contract modifications that 1) incorporated new directives from the Government of Tanzania on LTA target Districts and 2) restructured LTA's staffing pattern and realigned LTA's budget to adjust to the new requirements following the transition from the MAST pilot project.
- Completion of reporting requirements

The following sections provide a narrative summary of the achievements of the first ten months of the LTA program under the following headings.

- Project Start-up
- Staffing
- Sub-contractors and Service Providers
- Inception Period
- Change in Target Districts
- Independent Impact Evaluation and Village Selection
- Technical Transition from the MAST Pilot
- Handover from MAST Pilot to LTA
- Procedural Design and Business Logic
- Fieldwork – Land Registration and Land Use Plans
- Contractual Actions
- Reporting, Workplans and Deliverables

2.2. Project Start-Up

DAI was awarded the Feed the Future Tanzania Land Tenure Assistance Activity (LTA) Task Order under the Strengthening Tenure and Resource Rights (STARR) IQC on December 6, 2015. Project start-up activities commenced immediately, and the start-up field team mobilized in the first week of January consisting of the following DAI staff:

| Name | Position |
|--------------------------|----------------------------------------------|
| Catherine Johnston | Acting Chief of Party |
| Lawrence (Chris) Blatnik | Start-Up Manager |
| Ruth Nakaar | Start-Up Associate |
| Diana Price | Start-Up Recruiter |
| Martina Fongyen | Project Manager (oversight from home office) |

Under the leadership of Acting Chief of Party Catherine Johnston and Start up Manager Chris Blatnik, DAI's field and home office teams completed staff recruitment, established an office, set up bank accounts, procured vehicles, established and trained staff on DAI and USAID policies, procedures and systems in financial, administrative and project management, and completed all other administrative and management tasks associated with project start-up.

Two Key Personnel, Chief of Party Clive English and Land Administration Specialist Alphonse Tiba, finalized their employment agreements and mobilization plans in January 2016. COP Clive English mobilized to Tanzania on January 23, 2016. Land Administration Specialist Alphonse Tiba was approved for a short term assignment to participate in the USAID Post-Award Conference and provide inputs to the Inception Report and mobilized permanently on March 1, 2016.

Between February and September 2016, a number of short term assignments were completed by DAI home office staff to support the establishment and staff training on DAI and USAID compliant policies, procedures, and systems for financial, operational and administrative management, and to provide home office oversight of project start up and staff orientation (see Annex C for details).

2.3. Staffing

Initial staff recruitment was completed in February 2016, and successful candidates mobilized to Iringa. Several positions were added in the following months. A summary of LTA staffing is as follows:

| Administrative Staff | Start Date | Position |
|----------------------|------------------------------|------------------------------------------------------------------------------------|
| Fredy Msongole | 25 th April 2016 | Finance and Operations Manager |
| Mark Kihula | 1 st March 2016 | Accountant |
| Mercy Ndatulu | 2 nd May 2016 | Operations and Administrative Specialist |
| Jackline Mhegi | 14 th March 2016 | Administrative Assistant (transferred to Field Assistant position in October 2016) |
| Fatuma Mwenda | 3 rd October 2016 | Administrative Assistant |
| Faraji Shimama | 20 th June 2016 | Driver - full time |
| Rajabu Masawila | 7 th March 2016 | Driver – full time |
| Odetha Hongoli | 11 th July 2016 | Office Attendant |

| Technical Staff | Start Date | Position |
|-----------------|------------------------------|------------------------------------------------|
| Alponce Tiba | 1 st March 2016 | Land Administration Specialist (Key Personnel) |
| Miriam Mshana | 31 st August 2016 | Public Outreach and Communications Specialist |
| Mustapha Issa | 4 th July 2016 | Field Manager and MAST Coordinator |
| Jackline Mhegi | 3 rd October 2016 | Field Assistant |

The Key Personnel Land Administration Specialist, while highly qualified in the technical area, did not offer appropriate performance for a hands-on project implementation role. He was terminated during his contractual probation period, and a replacement candidate was approved by USAID and will join the project in FY2017. LTA also finalized selection of a GIS and Database Specialist and began recruitment for an M&E Manager, both of whom will join the project in early FY2017.

The following technical short term assignments were completed in FY2016:

| Technical STTA | Date | Assignment |
|------------------------------------------------------------------------------|--------------------------|-----------------------------------------------------------------------------------------------------------------------------|
| Dr. Lusugga Kironde, Capacity Building Specialist | February | Inception Report Inputs |
| Dr. Marjorie Mbilinyi, Gender and Vulnerable Groups Technical Advisor | February | Inception Report Inputs |
| Mr. Alexander Solovov, IT/GIS Specialist/Application Developer | March/April June/July | MAST/TRUST Development Plan Transfer and Mobilization of MAST |
| Dr. Richard Baldwin, Lands Institutions, Strategy and Development Specialist | January/February | MAST Assessment Report |
| Ms. Catherine Johnston, Principal Development Specialist | January May June | Acting COP / Start Up Support Draft M&E Plan and Communications Plan Establish M&E Plan and support local recruitment |

2.4. Subcontractors and Service Providers

DAI submitted and received approval for the Request to Subcontract for proposed subcontractor Land Equity International (LEI), and continued to negotiate a final scope of work and budget (see information in Contract Actions section below). Prior to receiving that approval, one of the proposed senior level experts, Land Administration and Capacity Building Specialist Dr. Lusugga Kironde, along with Gender and Vulnerable Groups Specialist Dr. Marjorie Mbilinyi engaged on a short term basis to contribute to the Inception Report.

The COP also met with potential Tanzanian service provider firms InfoBridge and Law Advocates, which had been included in DAI's technical proposal, to discuss long and short term requirements for GIS/IT support and legal advice respectively. LTA also conducted early research into other potential firms to ensure competitive procurement of these services when needed.

2.5. Inception Period

During the Inception period, LTA engaged in the following activities:

- LTA COP Clive English, DAI Project Manager Martina Fongyen and Project Associate Ruth Nakaar met with the USAID LTRM and Cloudburst teams in the Washington DC area in the first week of January to initiate the handover and transition from the MAST Pilot Project implemented by Cloudburst.
- The LTA Post-Award Conference was held at USAID on January 28
- MAST Lessons Learned briefing with USAID LTRM team was held on January 28. On January 28 and 29, additional coordination and handover meetings were held with the LTRM team (Yuliya Neyman and Ioana Bouvier) and Cloudburst (Karol Boudreaux).
- Introduction and briefing on the USAID Impact Evaluation for LTA was held on January 29 with the IE team from MSI
- Inception Report activities commenced with data collection. This included field research for the Kilombero District villages identified in the LTA contract¹, and field visits to MAST pilot villages in Iringa (Illalalimba, Itagutwa, and Idodi²)
- Short term expert Richard Baldwin mobilized to Tanzania for a 2-week assignment to assess the MAST pilots, and develop the Inception Report inputs about MAST/TRUST implementation. His assignment included discussions and reviews with the Iringa Rural District Administration and District Lands Office. A Needs Assessment Report for MAST was prepared and submitted to USAID
- The Inception Report (including workplan) was completed
- The COP attended the USAID Annual Partners Meeting in Morogoro on February 9-10

Throughout year 1, LTA has focused on establishing baseline material for Iringa Rural District villages, as part of the village selections and independent Impact Evaluation (see IE section below). Baseline material includes the status of VLC and VLUP for each village, and an

¹ LTA activities in Kilombero Valley were later cancelled and all activities focused on Iringa Rural District.

² Idodi village was dropped from the MAST pilots and substituted with Kitayawa village. MAST pilot activities under the Cloudburst contract were then scheduled for Kitayawa village later in the first quarter of 2016.

inventory of available maps and satellite imagery. This baseline material provides essential data for project planning and impact evaluation.

2.6. Change in Target Districts

One significant challenge of the Inception Period was the change in target Districts for the project. The contract identified Kilombero District as the initial target District, and identified 26 pre-selected villages (of the contractual total of 41), to be targeted for LTA activities. As required by the contract, field visits were undertaken to Kilombero District during the early stages of inception (January 2016) to verify logistics and the current status of land administration in the villages. Field research included meeting with the District Land Office in Ifakara to introduce the project and discuss work to be undertaken under the LTA.

However, in February, the MLHSD informed USAID Tanzania that there was an overlap with the DFID LTRSP project in Kilombero. Following further discussions, USAID Tanzania instructed DAI to eliminate work in Kilombero and to focus all LTA activities in Iringa Rural District, with later work to be undertaken in Mbeya District as per contract. The contract was formally amended in July 2016 to reflect this change.

The change in target Districts and the elimination of the pre-selected villages created a significant delay in project implementation. LTA was required to begin project introductions and village selection in Iringa Rural District, a necessarily lengthy process to build relationships, identify common objectives and priorities, and come to agreement with both the Iringa Rural District government and USAID on the selection of six initial villages. The remaining village selection would be completed under the Randomized Control Trial Impact Evaluation.

2.7. Independent Impact Evaluation and Village Selection

The cancellation of activities in the pre-selected villages in Kilombero provided the opportunity for village selections to be subject to Randomized Control Trials (RCT) in support of the independent impact evaluation of the LTA. Consistent with USAID's Evaluation Policy, there could be a selection of an equal number of randomized treatment and non-treatment villages for comparative analysis. This raised a number of questions and issues:

- i) What criteria would be applied to select the initial universe of villages from which the randomized selection would be made?
- ii) How would the selection process be reconciled to District objectives and targets and the politics of the two constituencies?
- iii) The potential additional costs and challenges for LTA challenges (logistics, timing, status of VLUP and VLC, access to imagery, existence of village institutions etc.) that may arise from randomizing selections rather than making program-driven selections
- iv) Impacts of the selections on work methods, timing and approach given the need for registration work to be systematic and well-ordered geographically.
- v) Could there be flexibility after the randomized selection was completed if external circumstances (political, environmental, regulatory) changed?

These points were extensively discussed among USAID LTRM, the IE contractor MSI, USAID Tanzania, and LTA between March – May 2016. Following the visit of the IE team with USAID representatives in early May the following was concluded:

- i) Criteria for selections - with all of the risks both to the IE and LTA – were discussed and agreed.
- ii) A total of six villages prioritized by the District will be completed in order to hone and finalize procedures for scaling- up – these would not be part of the RCT.
- iii) A total of 30 villages will be subject to RCT as treatment villages (i.e. with LTA interventions) and 30 selected as non-treatment using criteria prepared by the IE team with inputs from the LTA. The selections would be undertaken in two tranches, with the first to be selected in August/September 2016
- iv) A total of five villages will be completed in Mbeya as part of the capacity building program under the contract. These will not be subject to RCT.
- v) An MOU among LTA, USAID LTRM, MSI, USAID Tanzania, and the Iringa Rural District Land Office, setting out the principles under which the IE would be implemented, was drafted and reviewed/revised multiple times by LTA. The MOU was subsequently dropped on the advice of USAID legal review

The LTA compiled a detailed listing from different sources providing, where possible, information on *inter alia*, the status of the VLCs, VLUPs, and numbers of CCROs already issued, as well as demographic areas and survey plan numbers (where known). A village boundary map was completed for the whole of Iringa and was provided to the IE team with the most up to date lists and data.

The IE team completed their field reconnaissance program in September and a provisional list of 38 villages was provided to the LTA. This allows for up to 8 villages to be discarded if required, leaving a list of 30 from which 15 treatment and 15 non treatment villages would be selected. This list is currently under review by the LTA Team and District Land Office, and final village selection is anticipated by the end of the calendar year.

2.8. Technical Transition from the MAST Pilot

The LTA contract anticipated the handover of a fully functional Mobile Application to Secure Tenure (MAST) that would require no modifications and would be ready for scaling up to 41 villages. The LTA team assumed that this fully functional application would be designed in accordance with and be accompanied by a set of land administration procedures for first registration/regularization of customary rights, including public outreach materials. The LTA contract also anticipated a rapid transition from the MAST Pilot Project within the first quarter of LTA implementation. Several issues emerged during the course of the LTA inception and the MAST handover that challenged these assumptions and identified weaknesses that need to be addressed to enable scaling up.

Unanticipated challenges included the technical weaknesses of the application on mission critical features such as mapping accuracy, creating complete parcel index maps and recording correct unique claimant identification; the lack of integration of the application with Tanzanian land administration procedures; the lack of systematic procedures for implementation of first registration; and the absence of public outreach materials. In addition, the extension of the MAST Pilot period of performance resulted in a 6 month overlap and a long delay in the handover of the complete MAST application software and data produced by the pilot project.

Important consequences for LTA implementation are described below:

- i) **Changes to MAST:** USAID provided direction during the proposal phase that no further changes would be needed to MAST.³ LTA's MAST needs assessment and field testing have shown that significant changes will be required to enable the scaling up of an accurate and sustainable system for first registration. The MAST Needs Assessment Report (March 2016) stated, "in order for MAST to be scaled up, it must be adapted and stricter controls placed on the field data capture so as to avoid both topology and attribute errors in the data. Further, for successful use at scale, the field teams need access to VLUP, VLC and existing CCRO while carrying out the field work". The lengthy and costly 'data cleaning' process required under the MAST pilots reinforces this point and the need to make significant modifications to both the software and field procedures.

LTA has detailed these changes and related costs in the Inception Report, the MAST Needs Assessment Report, and the request for budget modification submitted in September. The software will need to be improved against carefully elaborated land administration procedures to make it accurate, reliable, compliant and replicable. LTA has already made critical changes to the software (such as data entry fields and controls to ensure correct unique claimant identification). Using this slightly modified software, LTA is continuing with fieldwork while awaiting funding approval for the large scale software revision.

ii) **Lack of Procedures for First Registration and Lack of Capacity at DLO:**

The MAST Pilot did not create either the standardized land administration procedures necessary for participatory, low cost land registration, or the capacity at the DLO to implement these procedures. To allow LTA to scale up, these procedures must include public outreach and training, demarcation and adjudication methods, public display and consultation on maps and records, delivery signature and issuance of adjudication forms and CCROs, and post registration training. It is imperative that the DLO is engaged in developing these procedures in compliance with Tanzanian law, regulation, and workflows, and is capable of rolling out these procedures at large scale. This has created the unanticipated requirement for LTA to develop these procedures in collaboration with the DLO (see Procedures and Business Logic section below), to deploy a more robust cadre of field staff for field testing and implementation of the procedures, and to build capacity at DLO to independently replicate the land registration system.

- iii) **Post Registration Maintenance and Management of Transactions:** The DAI Technical Proposal identifies the need to ensure post registration maintenance and management is included in the work, thus avoiding similar mistakes in other countries. MAST will therefore be extended so as to provide a sustainable solution that can both capture and then manage and maintain land rights and support transactions. DAI envisage introducing the TRUST concept (Technical Register Under Social Tenure) that will provide this. This is an essential component for sustainability and must be seamlessly linked with the existing MAST functionality.

³ Amendment 1 of the RFTOP stated: "substantial maintenance, updating and improvement of the MAST software is not anticipated under this award".

- iv) **The Use of Web-Based Storage and Management:** The use of a cloud based server with external management control is onerous and complicated to manage and is not sustainable at the District level. The LTA will move the server to a local facility to enable District to take ownership of the process management and analysis of the data. This cannot happen in the short run until all the requirements are known and satisfactorily resolved.

2.9. Handover from MAST Pilot to LTA

At the time of signing the LTA contract (December 2015), no formal statement, or dates were established for when the existing contract for the MAST pilots would close and the transfer of software and data to the LTA be implemented. At the time the LTA were advised the MAST pilot contract would end in March/April. However, later modifications to the period of performance extended the MAST pilot through June. This created complications for the LTA regarding early access to essential pilot data (parcels and attributes), and the need to analyze this to plan the way forward. There were also complications regarding full access to the MAST application itself as the incumbent contractor claimed copyright of the MAST software.

DAI initially sought written clarification on these matters from USAID and Cloudburst in January, April and again in June. The chronology is as follows.

- i) Claims of copyright by the incumbent contractor over the MAST software – made in January 2016, generated requests for written clarifications by DAI to Cloudburst and USAID. These were submitted in January 2016.
- ii) Claims of copyright by the sub-contractor software developers (RMSI) were noticed to be written into the MAST code.
- iii) Permissions were sought from Cloudburst for LTA field demonstrations and visits to ongoing pilot work in April
- iv) Request from USAID for LTA to oversee outstanding MAST Pilot work in Iddodi that could not be completed within the MAST contract period.
- v) Request from USAID for LTA to oversee distribution and completion of titles from Kitayawa Village.
- vi) Request from LTA to USAID for a clear and concise exit strategy statement/report from the incumbent contractor
- vii) LTA and USAID begin discussions of necessary revisions to MAST, or potential use of other similar software application (such as an existing FAO model)
- viii) In May, USAID and the MAST Pilot implementer scheduled final MAST handover for June 30th, to be accompanied by a final report. LTA was requested to provide a list of questions to the incumbent, and LTA provided a comprehensive list of questions and concerns. No response was received to those questions. LTA has not received a final report of the MAST Pilot activity (LTA understands that the requirement for this report was eliminated by USAID LTRM).
- ix) Request from USAID to LTA to delay the recruitment of the MAST Field Manager (who was working for the MAST Pilot Project) for the LTA team by one month (until July) to enable the completion of the MAST Pilot activity.
- x) Final hand over of full access to the final version MAST software and data collected during the MAST Pilot was completed in July.

On gaining full access to the MAST software application and data infrastructure, LTA has made some critical improvements (such as ensuring data capture of unique claimant identification) and has begun fieldwork in the first villages pending completion of the large scale revisions. Some additional paper based procedures have been introduced in the interim, mostly relating to adjudication and public display and correction.

2.10. Procedural Design and Business Logic

Participatory, low cost land registration processes require standardization of land administration procedures including public outreach and training, demarcation and adjudication methods, public display and consultation on maps and records, delivery signature and issuance of adjudication forms and CCROs, and post registration training. Some of these procedures are defined by Tanzanian law and regulation, but have not been implemented to achieve large scale first registration. Other procedures do not exist and were not developed under the MAST pilot. All of these procedures need to be integrated into the design of a participatory, low cost land registration process, the system and procedures for its implementation, and any accompanying mobile or other technology solutions to ensure conformity with Tanzanian law and regulation, national replicability, cost effectiveness and sustainability.

The procedural model for completing first registration being deployed by the LTA is in line with both best practice and the Tanzanian regulations. This will progress through sequential steps as follows:

- i) Notification and preliminary meetings with the Village Council and VEO
- ii) Briefing and training of village council members in law, and methods and procedures for bringing this into effect.
- iii) Village Assembly - public outreach to the whole community
- iv) Land boundary demarcation and adjudication
- v) Public display, objections and corrections
- vi) Production of adjudication forms and CCROs – signatures by District and landowners
- vii) Delivery to village registry and issuance to individual claimants

In order to replicate this model in all villages, procedures and models for implementation must be put in place. These procedures have now been discussed, costed and agreed with District. They form the basis for the initial village fieldwork, and will be revised through field testing in the first two villages.

The definition and/or creation of step-by-step procedures to be implemented in large scale first registration in Tanzania is critical to the improvement of MAST. Detailed understanding of the procedures at every level is required to correctly design the business logic of the MAST software.⁴ Given that the MAST Pilots were designed for field testing the software only, supporting procedures also have to be properly tested to make the necessary changes to the MAST.

⁴ Business logic is the programming that manages communication between an end user interface and a database. The main components of business logic are business rules and workflows. A business rule describes a specific procedure; a workflow consists of the tasks, procedural steps, required input and output information, and tools needed for each step of that procedure. Business logic describes the sequence of operations associated with data in a database to carry out the business rule.

Public outreach procedures with clear information and instructions for participation in the first registration effort at the village level is one key area where a change is needed. Although NGO and Government information and extension booklets on land issues do exist, these are not nuanced to specific operational needs or target populations. LTA is developing carefully targeted and cost efficient models to provide information, advice and clear instruction on participation by village officials and the public.

2.11. Fieldwork - Land Registration and Land Use Plans

Full access to the MAST software application and data from the MAST Pilot was gained in July, and with land administration procedures and public outreach materials in final draft stage, fieldwork commenced in late July with the appointment of the Field Manager and one supporting field assistant. Field meetings with village officials commenced in Kinywang'anga and public outreach and training commenced in late July.

The six villages selected for initial fieldwork are shown in the following Table. This totals approximately 7,700 parcels and over 41,000 ha, with an estimated population of 10,500.

| No. | Division | Ward | Village | VLC | VLUP | Population | Households | CCROs | Village Area (Ha) | Number of Parcels | VLC shape file | Selection Criteria/ Justification |
|-----|-----------|----------|---------------|-----|------|---------------|--------------|-------|-------------------|-------------------|----------------|--------------------------------------------------------------------------------------------------------------|
| 1 | Isimani | Kising'a | Kinywang'anga | √ | √ | 1,278 | 306 | 0 | 2,154 | 612 | YES | Semi-arid areas with land use rights conflicts between pastoralists and sedentary farmers. |
| 2 | Isimani | Izazi | Izazi | √ | √ | 1,984 | 456 | 0 | 15,126 | 912 | YES | Semi-arid areas with land use rights conflicts between pastoralists and sedentary farmers. |
| 3 | Isimani | Izazi | Mnadani | √ | √ | 1,630 | 383 | 0 | 4,743 | 766 | YES | Semi-arid areas with land use rights conflicts between pastoralists and sedentary farmers. |
| 4 | Kiponzelo | Maboga | Kiponzelo | √ | | 2,580 | 680 | 0 | 6,472 | 2,720 | YES | Fertile land for agriculture Land rights formalization for development of a reserve dam |
| 5 | Kiponzelo | Maboga | Magunga | √ | | 1,513 | 329 | 0 | 8,192 | 1,316 | YES | Land to be taken for dam construction Fertile land for agriculture Land certificate for loan purposes. |
| 6 | Kiponzelo | Wasa | Usengelindete | √ | | 1,506 | 347 | 0 | 4,399 | 1,388 | YES | Arable land for agriculture Land acquisition for development of a reserve dam |
| | | | Total | | | 10,491 | 2,501 | | 41,086 | 7,714 | | |

Work has commenced in two of the six villages, **Kinywan’ganga** and **Kiponzelo**. Fieldwork in these two villages will be completed sequentially, in order to test, evaluate and revise all aspects of the methodology, procedures and materials. The first registration process and procedures must be designed for rapid and low-cost implementation. Field experience to date has led to continual improvement and refinement of the procedures and public outreach materials, in collaboration with the DLO. Following the development of a satisfactory “final draft” of the procedures and outreach materials, LTA will begin to conduct fieldwork in multiple villages concurrently. Kiponzelo, Magunga and Usengelendete are contiguous and therefore present an excellent opportunity for the initial scaling up of the LTA design for first registration.

The fieldwork included the successful identification and training of 10 para-surveyors and 8 adjudicators from the community. Tanzanian procedures require the adjudicators be proposed by the Village Council and be approved by the Village Assembly. Several of the selected adjudicators were actually illiterate, which created challenges for implementation. It was decided between LTA and Village authorities to retain these adjudicators and pair one literate adjudicator with one illiterate adjudicator (see Lessons Learned section below).

Despite this challenge, the para-surveyors and adjudicators were trained and performed the demarcation and adjudication process successfully. Four of the best adjudicators (including the VEO) and three of the para surveyors will participate in training and mentoring of their counterparts in the second village, Kiponzelo.

Kinywan’ganga Village

Fieldwork in Kinywan’ganga has been completed. The following summarizes salient points.

- i) Public outreach and training commenced on July 19 with project introduction, followed by a 5 day training series including the village council, para-surveyors and adjudicators
- ii) Adjudication and demarcation was carried out over a 24 day period (August 5-14). Data was analyzed and public display formats prepared for objections and corrections.
- iii) Objections and corrections stage was accomplished in 5 working days from October 3–10. Corrections received are being made into the system.
- iv) The total cost to date for the initial fieldwork in Kinywan’ganga is \$4,800, which equals a per parcel cost of \$5.70. This includes costs for field stationery, field allowances for village and district staff, and fuel. The capital expenditure for the Android devices is not included in this total. Additional costs will be incurred for printing and issuance. Cost profiles will continue to be monitored as the work progresses. The current target is to achieve a cost of \$15 per completed parcel.

A full profile of claimants was obtained from the MAST database and analyzed. This data is used for input into the LTA M&E Matrix and for management purposes to ensure lessons learned are taken into account in rolling-out procedures. Salient results from the completion of first registration fieldwork are as follows (see Annex C for table of results).

- i) A total of 838 parcels were demarcated and adjudicated
- ii) A total of 359 individuals have registered claims – many have multiple parcels.
- iii) 55 percent (199) of the claimants were female and 45 percent (160) were male

- iv) 68 percent of female claimants claimed single tenancy for their parcels. 52 percent of those women claiming single tenancy are married.
- v) 21 percent of all claimants were younger than 35 years
- vi) Of the 79 percent of claimants older than 35 years, approximately half were in the 35-50 age range and half were older than 50 years

Kiponzelo and Usengelendete

As fieldwork was completed in Kinywang'anga, introductory meetings were held in Kiponzelo and Usengelendete villages in August and September. Both of these villages require the completion of a Village Land Use Plan (VLUP), and will be the initial test villages for evaluating and revising the design of the process and procedures of completing VLUPs within a participatory, low cost first registration methodology.

Introductory public meetings and the kick-off of the village land use planning process were held in Kiponzelo and Usengelendete villages during August and September. This included selection of the Village Land Use Management Committee, an 8 member committee required for the creation of the Village Land Use Plan. National regulation requires that the Village Council propose the members, who are subsequently approved by the Village Assembly. The following meetings were completed in Kiponzelo and Usengelendete:

- Village registration and introduction to the LTA project for village authorities
- Village Council introduction to the procedures for VLUP and CCRO processes
- Village Council discussion on land use planning and selection of VLUM Committee
- Village Assembly meeting attended by over 350 persons, introduction to land registration and approval of the VLUM Committee

Fieldwork in Kiponzelo will commence in October, with Usengelendete to follow per 2017 workplan.

2.12. Contractual Actions

Scope of Work Modification – Project Target Districts (Approved July 2016)

The LTA contract defined the target Districts as Kilombero, Iringa and Mbeya. The contract directed that technical implementation begin in 26 identified villages in Kilombero District. However, in February, the MLHSD informed USAID Tanzania that there was an overlap with the DFID LTRSP project in Kilombero District, and USAID Tanzania instructed DAI to eliminate work in Kilombero and to focus initial LTA activities in Iringa Rural District, with later work to be undertaken in Mbeya District as per contract. The contract was formally amended in July 2016 to reflect this change.

Budget Realignment/Ceiling Increase – Revised Staffing Pattern and MAST Improvements (Approval Pending)

Following the Inception Period and the beginning of fieldwork in July, LTA had a clear understanding of the situation on the ground following the MAST Pilot, specifically the lack of established procedures for first registration and the resulting lack of capacity in the DLO to roll out such procedures, and the weaknesses of the software application. DAI developed a well-considered proposal for the re-allocation of existing resources to meet increased field activity needs, and the addition of new resources to design and implement the MAST improvements. In September DAI submitted a request for budget modification which includes a revised staffing pattern and additional funding for MAST improvements.

In the revised staffing pattern, LTA deploys senior level experts as STTA, rather than LTTA, and adds a more robust cadre of mid-level field activity staff to support development and testing of the new procedures for first registration, and to collaborate with and build capacity of the DLO in the newly designed procedures. This strategy aims to better support the hands-on capacity building at District and Village levels and the requirements for more dynamic public outreach to scale up the LTA model for land registration. These changes will also serve to ensure more effective integration of District land administration procedures involving the use of MAST in the field. The revised staffing pattern required a revision to the scope of work and budget for LTA subcontractor Land Equity International whose proposed subcontract included several of the initial LTTA senior level experts.

Additional resources for MAST improvements include the addition of STTA IT/GIS Specialist/ Application Developer to complete needed software revisions, and a full time CCN GIS/Database Specialist to provide field level support to the application designer in the design, testing and roll out of the revised software. The GIS and Database Specialist will collaborate closely with the DLO GIS team to ensure the correct business logic is incorporated into the application, and to provide training and technical assistance to the DLO in the use and refinement (as needed) of the new software.

2.13. Reporting, Work Plans and Deliverables

A total of 22 deliverables were due in FY 2016, including the Inception Report, Annual Workplan, Monitoring and Evaluation Plan, Gender and Vulnerable Groups Plan, monthly reports, and quarterly reports. A summary of deliverables is given in Annex D.

3. LESSONS LEARNED

The following lessons have been important as LTA engaged in project fieldwork and increased coordination/collaboration with the DLO on field implementation. In addition, specific lessons learned regarding the transition from the MAST Pilot to LTA are included in Annex C.

3.1. Human Resource Capacity GIS / IT

The revised technical requirements for effective implementation including revisions to MAST, development of first registration procedures, and capacity building at DLO created a need for GIS and database management expertise as proposed in LTA's revised staffing pattern. LTA conducted both a competitive recruitment process for a full time GIS and Database Specialist, and an Expression of Interest to gather information on Tanzanian firms that could offer this expertise. The results showed that there is limited availability of well-rounded, senior level GIS and database experience / expertise. Competent technicians are available but candidates with analytical and program design skills were not identified. Firms may provide a full service by deploying multiple consultants with varied skill sets, but estimated costs far exceeded LTA resources. Very limited resources were identified for capacity building through participatory, on the job training approaches such as those needed for DLO capacity building. University resources are available, but focus on an academic rather than an implementation approach. A multi-faceted strategy will be required to meet LTA's technical needs within budget, including hiring LTTA staff, engaging local firms, engaging university resources, and fully utilizing the expertise of USN/TCN STTA.

3.2. Selection of Village Adjudicators

Fieldwork for demarcation and adjudication requires the selection of para-surveyors and adjudicators. According to Tanzanian land administration procedures, adjudicators must be selected by the Village Council and approved by the Village Assembly. In the first village, Kinywang'anga, eight adjudicators were proposed and approved, but when LTA began training it became clear that half of the adjudicators were illiterate. The adjudicators must be literate in order to correctly record claimant information and understand and follow standardized written procedures in the same way for every claimant. It is clear that the selected adjudicators were community members that were trusted to ensure legitimacy and fairness in the demarcation and adjudication process, and that trust and confidence is a profoundly important aspect of first registration efforts. Going forward, LTA may address this lesson learned in several ways. Village Council members have to have better understanding of the role and requirements for adjudicators. However, in addition, there may be a need to expand the way that community members are engaged – to ensure that official adjudicators are literate and competent to carry out their role and responsibility, and also to incorporate trusted, senior community members as “observers” or a similar position that confers the needed legitimacy and confidence in the process. These needs are likely to vary in each village, and LTA will invest additional preparation time with the Village Council to understand and provide guidance to meet the multi-faceted needs for community participation in first registration.

4. INTEGRATION OF CROSS-CUTTING ISSUES

As outlined in the LTA Gender and Vulnerable Groups Plan, gender is a cross-cutting rather than specific, focus area across the project's performance management documents (M&E Plan, PMP, and Work Plan). DAI will incorporate gender considerations and disaggregate data along gender lines and monitor and report results to reflect progress in gender concerns. LTA will incorporate gender analysis in the monitoring, evaluation framework, incorporating gender analysis at every stage of the program cycle to clearly define critical gender needs, gaps, and opportunities. Gender-disaggregated data will be used in both quantitative and qualitative data analysis, to monitor change and report progress over time. Targeted cross-cutting Social and Behaviour Change Communication approaches will be employed by the field team to catalyse behaviour change and reach appropriate stakeholders.

Capacity building and local sustainability are critical interrelated cross-cutting components of LTA. As laid out throughout this report, local sustainability is contingent on real and impactful capacity building efforts, which will largely be driven by LTA's field team.

5. SUSTAINABILITY MECHANISMS

Long term sustainability of land administration services is a complex undertaking that evolves over time. The contract requires consideration be given to sustainability planning through submission of Annual Sustainability Work Plans. This will require assessments and projections for longer term sustainability and roll-out, culminating in a final Sustainability Plan.

Statements on the prospects for long term sustainability will, inevitably, require more progress on fieldwork and capacity building in the institutions at local level. However, the following principles are stated here

- All aspects of the LTA work covered by this Inception Report are centred around developing workable, rapid, low cost, transparent, replicable procedures for first registration and subsequent transactions with the ambition to scale up at District Level and possibly beyond.
- These approaches and methods currently being deployed will streamline and package service delivery to encourage maximum public buy-in.
- The above will be balanced against public demand for title and related transactions and the related capacity of village and district land institutions to manage the systems in the longer term.
- Issues of cost, cost recovery and potential revenues are central to these initiatives and will need to be monitored closely as the fieldwork progresses.

As demand for land grows and competition for space increases progress in all of these areas at the same time is now becoming an imperative in some areas. First registration is a one-off investment toward the goals of formalising land rights for the longer term. Delivery of titles to claimants under first registration procedures for the first time is usually target driven.

The LTA recognises that targets should not obscure the need to ensure investment in ongoing land administration, service delivery and public information to sustain these investments for the long term.

The final sustainability plan will reflect the need to ensure both ongoing roll out of programs within and beyond the target districts that are optimal to requirements for all land users, whilst building cost efficient and simple systems that village and District land administration institutions can maintain.

6. POLICY AND GOVERNANCE SUPPORT

Despite the focus on MAST during the pilots, it is likely that procedures and processes refined during the LTA will have implications for land policy, local governance and the prospects for implementation.

There also remains an ongoing debate about the efficacy of mass issuance of CCROs when the value of the titles as both security of tenure and collateral has been called in to question by the incumbent Minister. A visit to the MLHSD to clarify this issue with regard the objectives of the LTA confirmed that in the foreseeable future the Government would continue with the current policy of issuing CCROs to rural land owners and that there was no immediate plans to change the policy and legislation in this regard. Nevertheless a policy review is to take place but this would move very slowly.

A project such as the LTA, which is at the cutting edge of field implementation of regularization and CCRO issuance will be in a strong position to contribute to this debate as the work procedures. It is understood a public consultation on the current land policy has been completed and drafting of revisions is underway.

7. LOCAL CAPACITY DEVELOPMENT

Although identified as a separate Activity under the LTA (Activity 2), capacity building is a cross-cutting issue focusing on the District and Village land administration institutions, as well as for the general public on topics such as land rights, land resource management and agribusiness skills. The LTA approach and guiding principles for capacity building are set out in the Inception Report along with the detailed agendas for training. Salient points with regard to progress to date are as follows.

- Capacity is to be addressed through targeting primary stakeholders (land owners, land users and local land officials) at Village and District levels and the central authorities – mainly the MLHSD through the Assistant Commissioner for Land based in Mbeya Regional Office. Through fieldwork in selected villages, the LTA team, together with local officials and communities, will be exposed to an intensive period of on-the-job training. This experience will be refined as village fieldwork progresses. Training of trainers and the use of the best of the village participants to train others (cascading training of trainers) will be the primary means of scaling up and building capacity on a wider geographic scale.

At present, with the first village complete, village officials are now being trained to assist with training and establishing the work in the second village. Once work systems are established the current plan is for the third village to commence immediately, again using training of trainers methods. This system increases the cadre of persons able to support further land initiatives.

- As stated in earlier sections, the key requirement for the LTA at present is for there to be effective public outreach materials, training curricula and operational procedures that can be easily taught, deployed and assimilated at village levels by DLO staff. Developing these materials and procedures is a key priority of the LTA and provides the basis for future capacity building. Acceptance of this approach, political will and public buy-in are keys to success.
- Throughout the process of devising, testing and demonstrating procedures and related materials, the LTA will ensure that the wider public is kept informed of the work being undertaken and how the land policy and land law will strengthen the tenure security of households, communities and enterprises in the target Districts.
- Capacity building for the DLO will involve clarification of office and staff functions, roles and responsibilities, organization, staffing, technical requirements and training. The LTA has established roles and responsibilities and counterpart arrangements with District which are being tested in practice. An MOU has been drafted clarifying roles at the request of the District.
- To meet increased demand and the need for increased capacity for the issuance of many more CCROs and related transactions the current arrangements at the District will need to be changed. This will require a change management strategy that will include;
 - New arrangements for batch processing and streamlined registration
 - Changes to the floor space to increase security and make provision for additional equipment
 - Changes to roles and responsibilities of District staff to allow staff to both specialize and experience all aspects of the work
 - Facilitate development of greater capacity in the villages.

These approaches serve the dual purpose of directly building capacity of the public by providing agents with a knowledge of land administration in the village who are able to help others – plus, building capacity at District level to make use of these agents, whilst improving facilities for customer service and village support.

At the same time the officials of the land office, already conversant with the land policy and law, will have the ancillary legal instruments, tertiary guidelines, manuals and fully costed operational procedures with which to operate.

8. STAKEHOLDER PARTICIPATION AND INVOLVEMENT

A full stakeholder analysis was completed as part of the Inception Report which provides for primary, secondary and tertiary stakeholder participation. Primary stakeholders are the beneficiaries and those closely related to the beneficiaries who will be directly involved in implementation of the project. This includes the village communities, Village and District authorities, central government MLHSD and USAID. Secondary stakeholders will include other central government agencies who may influence policy and related activities (e.g. investment promotion, natural resource management), whilst tertiary stakeholders include NGOs/CSOs, private sector and professional organisations.

The nature of LTA involvement with all key stakeholders, the priority and key messages for each, and the anticipated agenda for communications is described fully in the Communications and Outreach Strategy.

Throughout the year the LTA has engaged mostly at District and Village level to promote understanding of the objectives of the LTA and to progress field operations. Meetings and trainings have been held in three villages - Kinywan'ganga, Kiponzelo, and Usengelendete. LTA has had significant coordination and collaboration with the Iringa Rural District DLO. LTA has also engaged with District government at several levels. LTA addressed the Iringa Rural District Council on August 5 to brief all Ward Councilors and the District Executive Director on the objectives and key tasks of the project in Iringa Rural District.

At the national level, LTA has had regular communication with the project's assigned focal point within MLHSD, Switbert Masali, Land Officer and LTA Focal Point. The Minister of Lands made a brief visit to the LTA office August 5 and discussed the need for regularizing land and the importance of the CCROs in securing tenure. Statements by the Commissioner regarding standardizing land titles for urban and rural settings were briefly discussed.

As a result of this discussion a visit was made by the COP LTA and COR USAID to the MLHSD to seek clarification on the possible impacts of the Commissioner of Lands statements. Although the Commissioner was not available, discussions were held with the Deputy Commissioner of Lands. He advised that no imminent changes to the titling arrangements would be made and that LTA should continue as per Contract. Changes to the policy are in progress but this will take some time to complete.

Coordination with USAID included the Post-Award Conference, USAID Partner and USAID M&E Workshops (see dates below). USAID COR Harold Carey conducted a site visit from August 22-24. Mr. Carey visited LTA's Iringa office to inspect the new office and office/fieldwork equipment purchased, to meet LTA staff, and to conduct in-depth technical review of the project with COP Clive English and senior LTA staff. Mr. Carey also directly observed LTA fieldwork activities in Kinywang'anga Village.

Stakeholder Workshops Attended

- USAID Partners’ Meeting, Morogoro February 8th
- MAST Close Out Workshop, Dar es Salaam, June 4
- LTA District Stakeholders’ Workshop, Iringa June 24
- DFID LTSP Inception Workshop, Dar es Salaam July 16
- USAID Partner M&E Meetings, Mbeya June 29-July 1 and Dodoma September 21–23

9. HOW IMPLEMENTING PARTNER HAS ADDRESSED A/COR COMMENTS FROM SUBMITTED PLANS AND REPORT

There has been extensive dialogue with the COR on a number of fronts – including the report deliverables and specific technical issues. The salient areas of consultation include the following

- Presentation of the detailed **Inception Report** provided an opportunity for dialogue between the COP and the COR on the content and detail surrounding the overall approach to the work and the methodologies that would be employed.
- **Monthly and Quarterly Reports** for the LTA are up-to-date as required and have been completed and accepted by the USAID Tanzania COR. With regard to the monthly reports, these have been made briefer to ensure the key issues stand out more clearly and to facilitate immediate action.
- **M&E Plan and related indicators and targets** has been the subject of much dialogue to ensure all of the requirements are met for ongoing project monitoring under the Contract, the FTF and the STARR IQC. The M&E Plan will be finalized in November.
- **Communications Plan** – comments received and answered - approved
- **Gender Plan:** comments received and answered - approved
- **Annual Work Plan draft** – submitted and comments received
- **Annual Reports** – first report for the LTA pending

The independent Impact Evaluation has been the subject of extensive discussion with regard to the village selection process and methodology. Following fieldwork in September, at the time of writing, a provisional list has been submitted by the IE team for LTA and District consideration. A return on these proposals will be submitted to the IE in October.

10. FINANCIAL SUMMARY

Withheld to allow for public distribution

ANNEX A

USAID STANDARD INDICATORS AND PROJECT CUSTOM INDICATORS

Baselines are set to “n/a” in most cases, as the indicator measures the impact of USG assistance under the LTA. Therefore, there is no relevant baseline prior to the inception of LTA. Many indicators do not have targets for FY2016, as the workplan did not include implementation activities that specifically addressed many of LTA’s indicators. In the cases where no FY16 targets are set, the targets are shown as “0” if the unit of measure is a number, and as “n/a” if the unit of measure is a percentage (to avoid the perception that the target was “0%”). Where no target is set, annual performance achievement percentage is also set to “n/a”.

| MO3: Broad-based economic growth sustained. | | | | | | | | | | | |
|------------------------------------------------------------------------------------------------------------------------------------------------|-----------------|---------------|-------|-------------------------------------------------------------------------------|--------------------------|----------------------------|----|----|----|--------------------------------------------|---------------------|
| Indicator | Data Source | Baseline data | | FY 2016 | | Quarterly Status – FY 2016 | | | | Annual Performance Achieved to Date (in %) | Comment(s) |
| | | Year | Value | Annual Cumulative Planned target | Annual Cumulative Actual | Q1 | Q2 | Q3 | Q4 | | Deviation narrative |
| Intermediate Result (IR) 2.1: Binding constraints to private sector investment reduced | | | | | | | | | | | |
| Sub-IR 3: Predictable coherent policies that promote private sector investment are implemented | | | | | | | | | | | |
| EG.10.4-2 Percent of individuals trained in land tenure and property rights as a result of USG assistance who correctly identify key | Project Records | n/a | n/a | n/a FY16 target is n/a because this indicator was determined following the | n/a | | | | | n/a | |

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| learning objectives of the training 30 days after the training | | | | end of FY16 and no testing was done in FY16 | | | | | | | |
| EG.10.4-3 Number of disputed land and property rights cases resolved by local authorities, contractors, mediators, or courts as a result of USG assistance. | Village Adjudication Committee records MAST database | n/a | n/a | 0 FY16 target is zero because no target villages were planned for completing the dispute resolution process. | 0 | | | | | n/a | |
| EG.10.4-4 Percent of people with access to a land administration or service entity, office, or other related facility that the project technically or physically establishes or upgrades who report awareness and understanding of the services offered. | Project Records | n/a | n/a | n/a FY16 target is n/a because LTA has not yet established or upgraded any entity, office or facility. | n/a | | | | | n/a | |
| EG.10.4-5 Number of parcels with relevant parcel | MAST database | n/a | n/a | 0 FY16 target is zero because | 0 | | | | | n/a | |

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| information corrected or incorporated into an official land administration system as a result of USG assistance. | | | | no CCROs were planned for completion in this year | | | | | | | |
| EG.10.4-6 Number of people with secure tenure rights to land, with legally recognized documentation and who perceive their rights as secure, as a result of USG assistance. | Village Registry | n/a | n/a | 0 FY16 target is zero because no CCROs were planned for completion in this year | 0 | | | | | n/a | |
| 1 Custom Number of villages with Village Land Certificates (VLCs) incorporated into an official land administration system as a result of USG assistance. | Village Registry and Project Records | n/a | n/a | 0 FY16 target is 0 because no target villages planned for this year required VLC assistance | 0 | | | | | n/a | |
| 2 Custom Number of villages with Village Land Use Plans (VLUPs) in full | Village Registry and Project Records | n/a | n/a | 0 FY16 target is 0 because no target villages | 0 | | | | | n/a | |

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| compliance with applicable requirements, standards and approvals as a result of USG assistance. | | | | planned for this year required VLUP assistance | | | | | | | |
| 3 Custom Number of villages with at least 80% of parcels incorporated into an official land administration system as a result of USG assistance. | MAST database | n/a | n/a | 0 FY16 target is zero because no villages were planned for completion in this year | 0 | | | | | n/a | |
| 4 Custom Parcels in villages receiving USG assistance that are not incorporated into an official land administration system. | MAST database | n/a | n/a | 0 FY16 target is zero because no villages were planned for completion in this year | 0 | | | | | n/a | |
| 5 Custom Average cost per village land use plan corrected or newly established as a result of USG assistance. | Project Records | 2016 | \$2,200 for newly established | n/a FY16 target is n/a because no target villages planned for this year | n/a | | | | | n/a | |

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| | | | | required VLUP assistance | | | | | | | |
| 6 Custom Average cost of parcels corrected or incorporated into an official land administration system as a result of USG assistance. | Project Records | 2016 | \$20 | n/a FY16 target is zero because no villages were planned for completion in this year | n/a | | | | | n/a | |
| 7 Custom Number of people reached through communication campaign activities | Project Records | n/a | n/a | 840 | 885 | | | | | 105% | |
| 8 Custom Number of women's groups formed or strengthened | Project Records | n/a | n/a | 1 | 1 | | | | | 100% | |
| 9 Custom Number of claimants filing land claims as a result of USG assistance Female Claimants Male Claimants | MAST database | n/a | n/a | 466 | 359 199 Female 160 Male | | | | | 77% | Target based on estimates from East and Central Africa region. Actual experience in Tanzania is likely to |

| | | | | | | | | | | | |
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| Youth Claimants <35 | | | | | 75 Youth | | | | | | differ. |
| 10 Custom Number of trainings delivered | Project Records | n/a | n/a | 11 | 8 | | | | | 73% | LTA has not yet delivered the full package of training in the first village |
| 10.1 Custom Disaggregation Trainings to District Officials | Project Records | n/a | n/a | 0 FY16 target is zero because project focus was on collaboration to develop procedures from existing conditions - future training will be on revised procedures and training of trainers for DLO staff. | 0 | | | | | n/a | |
| 10.2 Custom Disaggregation Trainings to Village | Project Records | n/a | n/a | 2 | 4 | | | | | 200% | LTA was able to deliver Village Council |

| | | | | | | | | | | | | |
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| Officials | | | | | | | | | | | | trainings in 2 additional villages |
| 10.3 Custom Disaggregation Trainings to Project Beneficiaries | Project Records | n/a | n/a | 9 | 4 | | | | | 44% | | LTA has not yet concluded the full complement of 9 planned trainings in the first village, Kinywang'anga |
| 11 Custom Number of individuals trained in land tenure and property rights as a result of USG assistance Gender Youth <35 (data excludes Village Assembly) | Project Records | n/a | n/a | 973 194 Female 124 Male 49 Youth | 318 | | | | | 33% | | LTA has not yet delivered the full package of training in the first village. Also, LTA estimates of number of persons reached by trainings may require adjustment. |

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| 11.1 Custom Disaggregation National or District Public Officials Gender Youth (<35) | Project Records | n/a | n/a | 0 | 2 2 Male 0 Female 1 Youth | | | | | 200% | District officials were interested to attend Village trainings |
| 11.2 Custom Disaggregation Village Public Officials Gender Youth (<35) | Project Records | n/a | n/a | 40 | 105 67 Male 38 Female 29 Youth | | | | | 263% | LTA included Village Council in more trainings than planned. LTA was also able to begin Village Council training in 2 additional villages |
| 11.3 Custom Disaggregation Project Beneficiaries Gender Youth (<35) – data excludes Village | Project Records | n/a | n/a | 933 | 211 55 Male 156 Female 19 Youth | | | | | 23% | LTA has not yet concluded the full package of 9 planned trainings in the first village. Also |

| | | | | | | | | | | | |
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| Assembly | | | | | | | | | | | LTA estimates of number of persons reached by trainings may require adjustment. |
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ANNEX B
DAI HOME OFFICE OPERATIONS AND ADMINISTRATION
START UP ASSIGNMENTS

| Admin Visits STTA | Dates | Position |
|-------------------|------------------------------------------------------------------------------------------------|-----------------------------------------|
| Chris Blatnik | 4 th – 29 th January 2016 10 th -27 th May 2016 | Start-up Specialist |
| Rada Culibrk | 1 st February – 7 th April 2016 | Start-up Manager |
| Eric Bjers | 22 nd June - 8 th July 2016 | Principal Systems Administrator |
| Neil Enet | 19 th May – 1 st June 2016 | Senior Business Systems Analyst |
| Abdul Rahman | 30 th August – 10 th September 2016 | FAS Trainer & Support Specialist |
| Martina Fongyen | 22 nd June - 29 th June 2016 | Project Manager, Africa Region |
| Christian Ellwood | 19 th April – 3 rd May 2016 | Director, Project Delivery Team, Africa |

ANNEX C

LESSONS LEARNED FROM MAST PILOT TRANSITION TO LTA

Key lessons from the transition from the MAST pilot to the full scale implementation program relate to:

- Technical project design
- Transition from pilot to full scale roll out
- Requirements for roll out under the LTA

Technical Project Design

From the outset, LTA's primary objective was to expand and roll out the MAST Pilot work to many more villages. The LTA project team assumed that that MAST software was complete and could transition as part of an overall process of low cost first registration. The team expected that the MAST Pilot had collaborated closely with the DLO in the design and integration of procedures that normally apply to tenure regularization. In fact, the "MAST-Centric" Pilot design and approach focused only on the use and development of a low cost mobile application and web based data management system. This approach did not integrate the administrative requirements, operational procedures, and processes that are essential to low cost first registration in which community attestation and adjudication play a key role. LTA is responding to these unanticipated issues and investing time and resources in enhancing the MAST software so that it is both appropriate and fit for purpose.

The relative merits of the MAST software and its potential for application on a wider scale cannot be judged in isolation from the overall objectives of registration and the related procedures and systems it is designed to support. Key lessons are as follows:

- Testing and reviewing technical tools—even at the pilot stage—promotes greater ownership, enhances technical performance, and increases sustainability.
- All stakeholders benefit when communication and coordination are promoted and fostered between pilot projects and subsequent technical implementers. Partners should engage in practical discussions about results and technical feasibility, as well as simplicity, cost, acceptance and ownership among local authorities and land users. Such collaboration can facilitate a clear transition strategy from Pilots to implementers and ultimately foster:
 - More cost efficient and replicable field processes, procedures and training modules.
 - More innovative and sustainable approaches to improving MAST software which consider sustainability and ownership of a web based management structure that may include utilizing locally based servers.
 - Development of better systems overall, based on experience in the field and the District Offices.

Transition from pilot to full scale roll out

The overlap of several months of two intersecting activities with different objectives - one concluding pilots (MAST Pilots) and one starting up for roll out (LTA) – was challenging.

This has resulted in two implementing partners each with their own managers running two projects in the same District Office with resulting confusion with regard to roles and responsibilities, access to software, data and ongoing fieldwork requirements.

Though these issues have now been largely resolved the lesson from this is that protocols, roles and responsibilities need to be more clearly stated in written agreements among all

parties, with clear timelines for comprehensive hand over of technical material, guidelines and manuals, equipment and access to licenses and software.

Requirements for roll out under the LTA

DAI has maintained a flexible response to the above challenges and assumptions. Based on the above the actual requirements for the LTA now include what has become the design and pilot phase of the work rather than the anticipated immediate roll out. These include;

- Design principles for and changes to MAST
- Piloting and testing first registration procedures
- Training modules for implementation of first registration using MAST for para-surveyors and adjudicators
- Modification and streamlining of procedures for title printing and mapping
- Systems building to provide capacity for the maintenance and management of the registry

At the time of writing these preparations are ongoing. The key lesson is that this has taken more time than anticipated in overall planning, particularly with regard to the transfer of MAST and fieldwork planning. Future work planning under the LTA will need to take account of the requirements for design in the early stages of the project.

ANNEX D SUMMARY OF CONTRACT DELIVERABLES

| Deliverables/Reports | Delivery Dates |
|-------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Inception Report | Provided 45 days after mobilization; detailed submission was finalized in March 2016 and finalized on 14 th April 2016. |
| Monthly Activity Briefs | Provided by the 15 th of each month to provide a concise account of activities and progress from the previous month. |
| Quarterly Reports | Provided on the first of each month after the end of each calendar quarter (delivered on May 1 st , August 1 st , November 1 st and February 1 st of each year). |
| Annual Report | Equivalent to the Q4 Report which offers a descriptive analysis of for the full Fiscal Year. |
| Bi-Annual Donor Coordination Report | Must be provided at a minimum bi-annually and more frequently on an ad-hoc basis. |
| Deliverables/Work Plans/Other Plans or Analyses | Delivery Dates |
| Gender and Vulnerable Groups Analysis | First submitted - in July 2016 and approved in October. |
| Communications Plan | First submitted in May 2016 and final submitted in July and accepted. |
| Monitoring and Evaluation Plan | First submitted in July 2016. Comments received and revisions in process. |
| Annual Sustainability Work Plans | <p>Provided annually. Date to be agreed with the COR.</p> <p>Consideration is being given by the COR to whether to include this in the Annual Work Plan or as a standalone document. Advice is awaited on how to proceed.</p> |
| Annual Work Plan FY17 | Completed and submitted on 15 th September. Comments Received and final amendments completed. |
| MAST Needs Assessment | Not required by contract but essential to enabling the actual application requirements of MAST and any changes that might be deemed necessary. Submitted to AID in April 2016. |