

資料 10 ASDS 体系図及びモニタリング指標



ゴール(Overall Goal)

GDPの増加、国家の財政収入及び世界レベルの収入増加、輸出収入の増加に貢献する。

(目標と主要指標) 農業セクターの成長率を、現在の1.6%から2005-07年には5%に引き上げる。

目的(Purpose)

農業セクターの成長を刺激して促進させるとともに、地方の貧困を減少させる。

(目標と主要指標) ①貧困削減に寄与し、現在の48%から2010年に24%に低下させる。 ②国家の貧困ライン以下の地方人口を現在の37%から2010年に29%に低下させる。 ③日々の食料にも多大な貧困層の比率を、現在の27%から2010年に14%に低下させる。

戦略目標(Strategic Objectives)

農業セクターの生産性と収益性を向上させることを可能とするような好都合の条件を整えた環境をつくり出した。 地方における貧困の減少と貧困層における食糧確保を確保するために、農業の収入を増加させる。

戦略1. 制度的枠組みの強化

(1.1) ASDSの組織枠組みを調整

- 1.1.1 農林中のプログラムを、ASDSの枠組みに入れる。
1.1.2 ICC (Inter-ministerial Coordination Committee、次官協議会)を設立する。
1.1.3 TIC (Technical Inter-ministerial Committee、技術協議会)を設立する。
1.1.4 DADPs作成のためのガイドラインを作成する。
1.1.5 DADCs (農業開発委員会)を設立する。
1.1.6 参加者に自らの役割と責任を教育する。
1.1.7 DADPsとともに、Rolling ASDPを作成する。
1.1.8 ステークホルダーの年次会合を正式なものとして位置づける。
1.1.9 州連盟(Regional Secretariat)はDADPsの動きをモニタリングする。
1.1.10 TIC (各省担当者会議)がASDSの進展をモニタリングする。

- ASOSに沿って組み込まれた農林中のプログラム
設立されたICCの進展
設立されたTIC
すでに実行可能なDADPsを準備するためのガイドライン
準備され、運営可能なASDP
準備され、実施されたDADPs
参加者の役割と責任に関する特別教育プログラム
ステークホルダーによる年次会合の設置
教育プログラムによって実装された役割、支援参加者の職上の責任と権限を定義する制度的枠組み

(1.2) 主導省庁の能力の強化

- 1.2.1 主要省庁(農業省やFORALG)の政策立案・分析、戦略立案、管理の能力を高める。
1.2.2 採用促進と能力ある職員を引き止めるために、雇用条件、昇進予測、給与水準を見直す。
1.2.3 基準と規則の遵守のための、指導とモニタリングの現地職員を追加的に配置する。
1.2.4 基準と規則が遵守されているかをモニタリングするために必要な職務と報酬を提供する。

- 削減された職員の数
専門職の職員の経験と再教育でも確保できない人員数
投入額と産出物に対する品質、有効付け、計画、分額の基準が守られているか

(1.3) 州の能力の強化

- 1.3.1 追加的に技術スタッフを配置し、必要なロジ支援を行なわせる。
1.3.2 採用促進と能力ある職員を引き止めるために、雇用条件、昇進予測、給与水準を見直す。

- 追加的に配置されたスタッフの数
ロジ支援の増加数
専門職の職員の経験と再教育でも確保できない人員数

(1.4) 地方政府の能力の強化

- 1.4.1 戦略的な財政計画と管理を強化する。
1.4.2 参加型計画立案を強化する。
1.4.3 契約とその管理を強化する。
1.4.4 マルチ・セクターの計画立案と調整を強化する。
1.4.5 土地利用と資源管理計画を執行する地方自治体の能力を高める。
1.4.6 農業省と幹部(lead extension cadre)を採用し訓練する。
1.4.7 基準と規則が遵守されているかをモニタリングするために必要な職務と報酬を提供する。

- 技術、経営、投資、規制などの分野で再訓練を受けた現地職員の数
県/ward(県より下の行政区分)/村落それぞれのレベルにおける参加型計画立案のための会合数
再教育された農村土地開発計画の数
削減された、実施されたDADPs
基準と規則が遵守されるために地方自治体に与えられた追加的な法的責任

(1.5) 農民組織の奨励

- 1.5.1 農民組織やその他の組織の立上げと発展に関するガイドラインを作成する。また、登録手続を簡便化する。
1.5.2 農民によって運営される協同組合やその他の組織の新設を奨励する。
1.5.3 適切な農民組織の登録を奨励する。
1.5.4 協同組合に対する教育を、組織の職員や代表者に提供する。
1.5.5 アグリビジネスに特化した運営、マーケティング支援、契約管理、ロビーイング、広報を奨励する。
1.5.6 組織、プログラムの成長と実行の過程に参加する。
1.5.7 農民組織の存続と能力強化のために、責任負性の仕組みを導入する。

- 軍の補償員組織において登録された構成員の数
組織員による資本分給数
農民組織の財政的パフォーマンス
財務報告書が登録された農民組織の数

(1.6) 民間セクター能力の向上

- 1.6.1 法的、行政的に正しい仕組みを提供する。
1.6.2 財務管理、契約管理、従業員の技術に関するトレーニング機会を奨励する。
1.6.3 アグリビジネスは、技術立案、開発、販売に関する政府との対話に参加する。

- 民間セクターに特化した公共/民間セクター間で開催された会合の数
民間部門への民間投資の額

(1.7) 市民社会の能力の向上

- 1.7.1 財務管理、契約管理、従業員の技術に関するトレーニング機会を奨励する。
1.7.2 組織立案、パートナーシップ、プログラム規定に関する政府との対話に参加する。
1.7.3 市民社会のための自治的組織を奨励、強化する。

- 民間セクターに特化した市民社会と公共セクターの間で開催された会合の数
民間セクターに対する民間サービスの提供にあたって市民社会と地方自治体との間で交わされた取り決めの数

(1.8) 農業セクターの動向に関するマスコミ報道の改善

- 1.8.1 省庁、LGAs、農業貿易の協会、NGOs、CBOsは、適切な職員に対し、メディアとの関係にあたる。

- メディアに登場する農業セクターや地方自治体の職員に関する記事の本数

(1.9) 効果的な土地調査の実施

- 1.9.1 農業土地調査に必要な労力と費用を試験するための調査を行なう。
1.9.2 小規模農家が(最終的に)耕作できるような事業展開の方法を奨励する。
1.9.3 土地調査委員の質と量における各省庁・民間セクターの役割を決定する。

- 完成した調査報告書の数
削減された、合理化された政府による農業土地調査委員
小規模農家による土地調査委員の受け入れ

戦略2. 商業活動のために好ましい環境の創出

(2.1) 安定したマクロ経済の維持

- 2.1.1 テンゲニア中央銀行が、農業関連の貸出金利をモニタリングする。
2.1.2 農業、牧畜生産における競争力ある金融制度の調整、合理化により、農家と投資家にインセンティブを考案する。
2.1.3 農産物の生産と加工における燃料や電力の税金を減らして合理化する仕組みを奨励する。

- 農家投資に対する貸出金利のトレンド
インフレ率・為替レート・税制・エネルギー料金

(2.2) 農業セクターの法令の見直し、調整、公布

- 2.2.1 農業セクターの法令と1991年農業法を再評価して調整する。
2.2.2 政策調整に特化した法令を見直し調整する。
2.2.3 1997年労働関係法と農林業とともに、1975年TPA法との整合性を図る。
2.2.4 投入物・生産物のマーケティングに関する法令をアップデートして執行する。

- 法令の枠組みを改善するために議会によって見直され、制定された法令の数
投入物/生産物の品質や価格の発生率、労働水準による 国民の法令遵守度

(2.3) 農業に関連するセクターの法令の見直し、調整、公布

- 2.3.1 ASDSの執行に特化した法令の見直し、調整、公布。

- 議会によって見直され、制定された法令の数

(2.4) 各農産品会館所のステークホルダーへの法的責任の付与

- 2.4.1 各農産品会館所を、ステークホルダーが運営する自律組織として再構築する。

- ステークホルダーによって運営されるよう再構築された農産品会館所の数

(2.5) 国境貿易の合法化と促進

- 2.5.1 税関の国境貿易に関する全ての問題を除去する。
2.5.2 国境への輸出入(特に食料品)を奨励する。

- 取り除かれた国境貿易に関する障壁
増加した国境貿易

(2.6) 食糧安全保障政策の立案と施行

- 2.6.1 食糧安全保障を立案する。
2.6.2 食糧安全保障に特化したガイドラインを行政官に発表する。

- すでに実行可能な食糧安全保障政策
食糧安全保障に特化した所定されたガイドライン

(2.7) 土地に関する法的手続きの合理化

- 2.7.1 市民の新土地法に対する認識を高める。
2.7.2 土地利用に関する法的および納付金の訴訟手続きを合理化する。
2.7.3 新土地法の進展をモニタリングする。

- 土地法におけるトレンド
土地利用に特化した法的権利を有するまでのかかる時間

(2.8) 「農業投資地区」のための土地調査の実施と役割分担の明確化

- 2.8.1 潜在的な農業投資可能地域と投資用の投資地を役割分担し、土地調査を実施する。
2.8.2 居住する人々の定住に関する計画と定住地に投資に関する計画を決定する。

- 投資家や投資家のために発達した、適切な土地マスタープランの数

**戦略 3. 農業支援サービスの向上のための政府と民間の役割**

**(3.1) クライアント重視かつ協同的な農業研究の制度化**

- 3.1.1 現在進行中の植物輸出に関する研究の普及化を完成させる。
- 3.1.2 COSTECH管理下の農民と農畜に関する研究委員会を強化する。
- 3.1.3 中央政府、地方自治、農産委員会、民間セクターによる共同研究及び費用分担のメカニズムを工夫する。
- 3.1.4 全国規模で研究を調整するための研究方針、アジェンダの設定をするためにCOSTECH管理下の委員会を強化する。

- ・農産品研究を資金援助をしている民間団体の数
- ・共同研究に対する年度ごとの予算割当ての増加
- ・すでに実行可能な費用分担のためのモデルガイドライン
- ・ステークホルダーの費用分担の取決めに對する適切な枠組み
- ・全国規模で調整された研究

**(3.2) 需要を重視した農業普及と専業の支援**

- 3.2.1 農業普及と専業を、民間企業やNGOs、その他の組織に外部委託するメカニズムを工夫して実施する。
- 3.2.2 MAFSとMWLDによって運営される農業普及基金を創設する。
- 3.2.3 委託契約などを活用した費用分担に関するモデルを創設する。
- 3.2.4 既存の参加型手法を見直し、より効果的な手法を使用する。
- 3.2.5 普及と専業のモニタリングと評価のためにパフォーマンスの基準や枠組みを創設する。

- ・技術導入率
- ・運営可能な農業普及基金
- ・農業普及基金を利用した普及と専業供給者の数
- ・正式な契約による普及と専業を創設している農産品供給者の数
- ・すでに実行可能な普及と専業を創設する仕組み
- ・すでに実行可能な普及と専業の数の、パフォーマンス、結果をモニタリング、評価する仕組み

**(3.3) 需要サイドを重視した農業トレーニングの強化**

- 3.3.1 クライアントのニーズに沿った研修に際してカリキュラムを見直し、アップデートする。
- 3.3.2 農家とそのステークホルダー向けの需要サイド重視のコースのためのモジュールを開発し、導入する。
- 3.3.3 教員養成校、短期＆長期コース両方により、教員が必要とする知識と技術をアップデートする。
- 3.3.4 農産品輸出のための研修を容易にする研修施設を改善・新設する。

- ・見直されたカリキュラムの数
- ・農業研修施設を利用できる能力
- ・農業研修プログラムに對する申し込み電数

**(3.4) 規制専業の強化**

- 3.4.1 あらゆるレベルの技術研修を通じて、現場職員に規制専業能力をアップグレードする。
- 3.4.2 疫病や害虫の発生を防ぐために、疫病や害虫の規制専業を強化する仕組みを工夫する。
- 3.4.3 規制技術向上プログラムへの評価のための、ステークホルダー自身による評価を支援する。
- 3.4.4 規制専業の質を向上させるメカニズムを構築する。
- 3.4.5 農業生産性向上のためにベストプラクティスや政府に關連する法を全て見直し、アップデートする。
- 3.4.6 ステークホルダー組織の組織の透明性を促進するために、規制員に對して民間レベルでの教育を実施する。

- ・県/ward/村それぞれレベルにおける規制専業分野の訓練を受けた職員数
- ・疫病や害虫の発生率
- ・輸入物と輸出物に對する品質、輸出価格、付加、分割の基準が守られているか。

**(3.5) 疫病管理と動物保護専業の改善**

- 3.5.1 疫病管理サービスの提供に對する法を改善して実施する。
- 3.5.2 輸出目的のための無疫地帯(Disease Free Zones)を創設する。
- 3.5.3 予防される疫病や害虫に對するの疫病管理プログラムを開発して実施する。
- 3.5.4 研修と機材整備を通じて、MAFS,MWLD,LGAsにおける衛生管理の能力を強化する。
- 3.5.5 動物・家畜の疫病管理のためのインフラを、必要とされる水準まで開発して維持する。
- 3.5.6 疫病や害虫の突然発生に對するモニタリング/早期警報システム/輸送災害への準備を開発して強化する。

- ・疫病の発生率
- ・ベストプラクティスに關する動物/家畜生産の損失
- ・すでに実行可能なDFZプログラムと予算

**(3.6) 放牧地の管理の改善**

- 3.6.1 1994年土地法No.4と1999年土地法No.5に關する研修/教育プログラムを開発して実施する。
- 3.6.2 伝統的放牧者(牛主にマサイ族)と農業的放牧者のための従来の放牧地の権利を分配する。
- 3.6.3 草場、森林、切畑した農産物不足への早期警報システムを開発して強化し、さらに国家レベルでの農業のモニタリング、管理システムに統合する。

- ・教育プログラムのある地方自治の数
- ・従来の放牧地の権利と分配の進展
- ・出席率、死亡率、成長率を含めた総合的な生産性のパフォーマンス

**(3.7) 土地と水資源の管理と利用の改善**

- 3.7.1 包括的な土地利用計画を作成する。
- 3.7.2 土壌の肥沃度を向上させ維持するためのプログラムを開発する。
- 3.7.3 全国規模のマスタープランを含む、土壌と水の包括的な保全と管理のための包括的プログラムを開発する。
- 3.7.4 一体的な土壌と水の管理に關する農民のキャパシティ向上を目標とした教育研修プログラムを開発する。
- 3.7.5 コミュニティの水利給排水の決定に對して、家庭/産業/牧畜といった用途ごとの水使用率を考慮に入れた統合的アプローチを採用する。

- ・入手可能な土地利用地図
- ・準備された全国規模のマスタープラン
- ・一体的な土壌と水の管理実践の採用率
- ・創設された小規模でコミュニティに立脚した灌漑計画

**(3.8) 農業機械化の推進**

- 3.8.1 世界レベルで革新的技術の採用を奨励する。
- 3.8.2 草場が起りやすい地域での耕作地保護を奨励する。
- 3.8.3 半開いた地域では半開を奨励する。
- 3.8.4 農業機械の貸出サービスを奨励する。
- 3.8.5 それぞれの地方で入手できる、最も可能な燃料源を利用する技術を開発し公開する。
- 3.8.6 農業機械化と畜産加工を促進する研究を普及啓発に支援する。
- 3.8.7 最も農業機械と畜産加工技術に對する研修と実践支援を支援する。

- ・革新的技術を取り入れた世帯の数
- ・利用可能な農業機械技術の種類
- ・運営可能な農業機械貸出センターの数
- ・開発され、利用者によって取り入れられた農業機械化と畜産加工技術の数

**(3.9) 包括的な農業情報システムの確立**

- 3.9.1 動物・家畜生産とマーケティングに關する農業データを収集、処理、公開するデータベースユニットをMAFS,MWLD,MCMに創設する。
- 3.9.2 LGAsへ情報を提供、開示するために、省別のデータベースをネットワーク化するための仕組みを開発する。
- 3.9.3 OADPの準備とモニタリングを容易にするために、LGAsに對するデータベースの構築を奨励する。
- 3.9.4 様々なステークホルダーのために農業情報システムを開発、処理、公開できるようにLGAsの能力を開発する。
- 3.9.5 データの収集、処理、保管、回復、公開のための利用者ガイドラインを作成する。

- ・中央と県のレベルで既に利用可能な農業情報システム
- ・利用可能な情報へのアクセスと利用

**(3.10) 革新的レベルでのマイクロ・ファイナンス機関の奨励と強化**

- 3.10.1 需要サイドを重視した、革新的レベルのマイクロ・ファイナンス機関の創設を奨励し支援する。
- 3.10.2 コミュニティ・バンクの創設を奨励し支援する。
- 3.10.3 マイクロ・ファイナンス機関と、公的な金融機関の間の公式な関係を確立する。
- 3.10.4 マイクロ・ファイナンス機関が、貯蓄や融資投入供給、市場情報といった他のサービスを提供する手助けをすることを支援する。

- ・専業を奨励している革新的レベルのマイクロ・ファイナンス機関の数
- ・革新的レベルのマイクロ・ファイナンス機関の会員数
- ・マイクロ・ファイナンス機関でなされた貯蓄レベル
- ・マイクロ・ファイナンス機関とコミュニティ・バンクを通じてなされた貸付額
- ・公的な金融機関と公式な関係を行っているマイクロ・ファイナンス機関の数

**(3.11) 投資金融のための制度的な取決めの確立**

- 3.11.1 既存の農業銀行に投資金融部門を設けるか、あるいは新しい投資銀行を設立するための初期投資費用を割り当てる仕組みを創設する。
- 3.11.2 農業銀行をファイナンスするためにノンバンクの資金を利用できないか調査する。

- ・専業を奨励している農業投資機関

**戦略4. 農業投入物/生産物市場における効率性の向上**

**(4.1) 民間アグリビジネス部門支援ユニット(PASS)の設立**

- 4.1.1 PASSに必要な補償構造、運営方針、手続を確立する。

- ・PASS運営のために確立されたモダリティ/ガイドライン

**(4.2) 農産加工と地方工業化の促進**

- 4.2.1 地方工業化の促進策を策定する。
- 4.2.2 地方工業化を促進するような特例的なインセンティブの仕組みをまとめる。

- ・創設された地方工業化のためのインセンティブ枠組み
- ・農産加工名産の増加
- ・国内市場、海外市場向けの加工製品の増加

**(4.3) 地方における農業投入物(種・苗・肥料等)へのアクセスの増加**

- 4.3.1 近隣諸国における農業投入物の仕入れ事業者の視察を支援する。
- 4.3.2 アンゼニアの状況に合わせて必要な計画を策定する。
- 4.3.3 開発パートナー、NGO、民間セクターがこれらの動きをファイナンスすることを奨励する。

- ・策定された調達計画
- ・すでに利用可能な手続的計画
- ・地方仕入れ業者の増加数
- ・農業投入物仕入れ業者までの平均距離

**(4.4) 市場情報の収集と公開の強化**

- 4.4.1 MCMに市場調査・販売促進ユニットを創設する。
- 4.4.2 MCMとLGAsに国内外の市場のデータベースを構築する。
- 4.4.3 データベースから情報を収集し公開する。

- ・MCMで設立、運営された市場調査・販売促進ユニット
- ・マーケット情報の収集と公開のためのシステム
- ・MCMとLGAsで構築されたデータベース
- ・ステークホルダーに定期的に公開される国内外の市場に関する情報

**(4.5) 農産生産物/投入物のマーケティングのための地方インフラの改善**

- 4.5.1 占耕地、灌漑の水飲み場、灌漑の通り道、そして畜産市場を改善する。
- 4.5.2 牛乳冷却センターを改善するとともに新設する。
- 4.5.3 穀物市場と貯蔵施設を改善・改善する。
- 4.5.4 農路板、農路機、牛乳加工工場を改善・改善する。

- ・改善・改善されたインフラ
- ・築造/加工された農業投入物/産出物の量

**(4.6) 小規模農家とアグリビジネスのパートナーシップの促進**

- 4.6.1 農業/アグリビジネス間の契約農業スキームなどの創設に関する民間部門のイニシアティブの奨励、支援。
- 4.6.2 上記パートナーシップ構築のために、仲介役にたつような民間農産組織を奨励し、支援する。

- ・正式に結ばれた契約農業スキームなどの数

**(4.7) 農業投資のためのインセンティブ・メカニズムの開発**

- 4.7.1 契約農業スキームなどの促進のために、特別な投資インセンティブのパッケージを開発し策定する。
- 4.7.2 地方における農産加工産業に対する小規模投資を促進するインセンティブ・メカニズムを開発する。
- 4.7.3 地方インフラへの投資に対する促進税制、コスト・シェアリング、保証に関するインセンティブ・パッケージを開発し策定する。

- ・民間農産投資の成長率
- ・民間農産加工産業投資の成長率

**戦略5. 他セクターにおける農業開発に関連する計画の調整**

**(5.1) (RDSの下での) 地方インフラの改善**

- 5.1.1 農業開発のための地方の輸送コース算定のための研究を支援する。
- 5.1.2 需要サイドを重視した地方インフラ・コンポーネントをDDPsに組み入れるための仕組みを開発する。
- 5.1.3 地方インフラ整備に民間投資を引きつけるようなインセンティブの仕組みを開発する。

- ・コミュニティの参画によって改善/保守された地方道路区画
- ・コミュニティに立脚した小規模農産業者の数
- ・LGAsがコミュニティの参画とともに開発した道路以外の地方インフラの数と稼働
- ・地方輸送ニーズに関する研究；需要サイド重視のインフラ開発のためにLGAsを動かす仕組み；インセンティブの仕組み

**(5.2) 地方の電化と通信の改善**

- 5.2.1 それぞれの省/国境における電化/通信開発計画における農業部門の必要を反映し込むようなプロセスを開発する。
- 5.2.2 太陽光、風力、バイオガス、水力などの代替エネルギーの使用を促進するプログラムを開発して実施する。

- ・ガイドマニュアル
- ・電力と現代的な通信手段を使用している世帯/地方企業の数
- ・代替エネルギー資源のユニット数

**(5.3) HIV/AIDSとマラリアの拡大と影響の最小化**

- 5.3.1 HIV/AIDSの危険にさらされている農村を特定する調査を行う。
- 5.3.2 HIV/AIDSに冒されている農村を支援するメカニズムを開発して導入する。
- 5.3.3 HIV/AIDSの影響についての市民の意識を向上させるための大規模情報教育に注力し、さらにこれを農業研修機関のカリキュラムに入れ込む。

- ・HIV/AIDSの危険にさらされている農村の研究報告書と支援メカニズム
- ・HIV/AIDSとマラリアの発症率の減少

**(5.4) 農業開発計画にジェンダー・イシューを組み込む**

- 5.4.1 農業開発活動においてジェンダー・イシューを反映し込むためにGender Management Systemを使用する。
- 5.4.2 DADPsにおいて、経営者のエンパワーメントと金融・土地・技術・市場・情報へのアクセス向上を目指すサブプログラムを開発する。

- ・収入を生む生産活動に従事している女性、若年層の数
- ・LGAsの職員への介入におけるGender Management Systemの適応可能性の研究
- ・各世帯における外貨のトレンド

**(5.5) 若年層の能力開発**

- 5.5.1 若年の都市流入を減らし、農業従事者を増やすための適切なメカニズムを開発する。
- 5.5.2 民間セクターが、地方において農業以外の若年層雇用を生むような地方アグロインダストリーなどを発展させることを奨励し、支援する。

- ・若年層の地方から都市部への移住のトレンド
- ・地方において創出される代替雇用機会の数と種類
- ・農業の雇員を取り入れた初等学校、中等学校のカリキュラム

**(5.6) 環境管理の強化**

- 5.6.1 洪水、旱魃被害などの早期警戒システムの導入を支援する。
- 5.6.2 農業用水管理プログラムの計画立案と実施における洪水の利用と流域アプローチを奨励する。
- 5.6.3 環境保護に関する市民の意識を向上し、農業研修機関のカリキュラムに入れ込む。

- ・環境化に対する早期迅速な警戒メカニズム
- ・環境劣化のトレンド
- ・見直されたMATHs、UTIsのカリキュラム



資料 1 1 ASDP-TOR に対する調査団コメント (その 1)





**Comments on  
“TERMS OF REFERENCE FOR THE PREPARATION OF ASDP”**

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The content of TOR is not clear enough for consultants to work out ASDP. The MAFS should revise TOR based on the comments from the Taskforce members. 2<sup>nd</sup> Draft should be circulated to the Taskforce members.

**Overall Comments**

1. Since financial and administrative resources for agricultural and rural development are limited, TOR should give emphasis that ASDP is a 3-year rolling plan for the period of July 2002–June 2005 and thus needs to articulate what development framework is really possible for implementation in such a short term. In this respect, there are some aspects of TOR, which are expected to be emphasized in the text.
  - (1) *Integration of on-going programs/projects into ASDP*

Ongoing programs/projects should be integrated into ASDP, taking into account to output of the “streamlining study”.
  - (2) *Prioritization of activities based on magnitude of intervention*

Priority should be defined in 2 aspects: i) interventions expected to produce outcomes in a short term based on its urgency, ii) interventions that cannot produce quick outcomes but are indispensable for long term agricultural and rural development.
  - (3) *Consistency between PRSP and ASDP in terms of setting-up of monitoring indicators*

Monitoring Indicators needs to be figured out in consideration of poverty reductions as an ultimate goal at national level. In this light, monitoring indicators of the 3-year rolling plan should be consistent with poverty monitoring indicators in longer terms being developed by Vice-president Office as a part of the PRSP process.
  - (4) *Not going beyond coverage of agricultural sub-sectors*

TOR should not amplify the coverage of sub-sectors which are not directly related to 3 agricultural ministries and PO-RALG i.e. cross-cutting issues that 4 leading ministries can not handle. And these issues should be left for RDS. For example, 4.(a)(ix) “Rural Industrialization” should be deleted.
2. Though decentralization is in progress under LGRP, roles and responsibilities at central and district levels are not clearly defined in the agricultural development context. TOR should include such that ASDP needs to indicate the demarcation of their roles and responsibilities in terms of not only implementation processes but also development resources. Demarcation of their roles and responsibilities may be indicated by actors such as the central, regional, and district governments, and private sector; by agricultural zone; by scale of programme/projects; and by technical skills required.
3. TOR should include a set of clearly defined work plans including concrete work items, work schedule, and concrete output images. Manpower inputs (qualification, TOR, and duration of work for each member) should be defined in accordance with such concrete work plan and outputs. The work plan

should be defined as a process to prioritize actions and thus narrow down the scope of activities for the immediate implementation of ASDP for next three years to come. By its nature as a set of action plans, and given limited time and resources available in Tanzania, the coverage of sub-sector in forthcoming ASDP cannot and must not be as broad as ASDS

4. Responsibilities and outputs of the special assignment team and the consultant team should be clearly defined (see. Example: Work Schedule by Outputs on p5). Responsibilities should be indicated for each member of both teams. If necessary, consider reducing the number or M/M of members in comparison with defined work coverage.

### **Specific Comment**

#### **1. BACKGROUND**

- TOR should explain magnitude and necessity of ASDP at the first place.
- TOR should emphasize the necessity of ASDP.
- TOR should clarify the ownership of ASDP. Who will present the ASDP?

The 4<sup>th</sup> paragraph could be re-written as follows:

In order to realize the Strategy, specific activities and interventions in various areas are required in consideration of budgetary setup. Based on the necessity, the lead Ministries in the agricultural sector decided to prepare the Agricultural Sector Development Programme (ASDP). For fast compilation of ASDP, the Ministries outsource this task to experts and consultants. The draft of ASDP shall be thoroughly refined into the final draft through the process of taskforce consultation. After authorization by Inter-ministerial Committee (IMC), ASDP will become an official governmental document to be combined with the budgets of the Agricultural Ministries in the end. The ASDP will be a 3 years rolling programme that will be revised annually.

#### **2. OBJECTIVES**

The objective of ASDP may not include "for negotiation with development partners".

#### **3. EXPECTED OUTPUT**

1. It is necessary to differentiate what is priority from what are actual interventions with budgetary base in the ASDP text. For example, the text may consist of 3 years rolling plan with priority, and 1 year specific actions with a budgetary base.
2. In addition, a set of guideline booklet for the preparation and implementation of District Agricultural Development Programme (DADP) should be prepared in order for LGAs and villagers to have a clear notion of preparation and implementation of DADP in accordance with LGRP. Furthermore, monitoring indicators should be prepared in consistent with the PRSP process, in particular, the poverty monitoring scheme being developed by Vice President Office.

Output could be as follows

- i) ASDP (complete version)
- ii) Guideline for preparation and implementation of District Agricultural Development Plan (provisional version)
- iii) Brief and reader-friendly guideline for preparation and implementation of DADP at village level in English and Kiswahili (provisional version)
- iv) Monitoring indicators (provisional version)

\* Provisional version would be the Draft Final Report which will be refined after April 2001.

3. The number of the outputs to be submitted could be included.

Example

- |  |                       |     |        |
|--|-----------------------|-----|--------|
| (a) ASDP                                       | English               | ( ) | copies |
| (b) DADP Guideline (provisional version)       | English               | ( ) | copies |
| (c) Brief Guideline (provisional version)      | English and Kiswahili | ( ) | copies |
| (d) Monitoring Indicators(provisional version) | English               | ( ) | copies |

#### 4. SCOPE OF WORK

- Adjust the level of themes.
- Drop the themes outside of controls from lead Ministries of the agricultural sector

The text could be replaced as follows:

(a) ASDP

Prepare specific activities based on ASDS's major strategic areas as shown below. Each activity involves output, indicators, means of verification and responsible organizations/persons.

- Strengthening the institutional framework
  - Creation of a favorable climate for commercial activities
  - Public and private roles in improving support services
  - Marketing inputs and outputs
  - Mainstreaming planning for agricultural development in other sectors
- (This component only includes issues directly related to agricultural development)

(b) Guideline for preparation and implementation of District Agricultural Development Programme  
(This component includes institutional arrangements between LGAs and the central government)  
(Provisional version)

(c) Brief and reader-friendly guideline for preparation and implementation of DADP at village level in English and Kiswahili  
(Provisional version)

(e) Monitoring Indicators  
(Provisional version)

#### 5. METHODOLOGY

5. could be re-written as follows:

5.1 Conduct a review of existing relevant documents including;

- ASDS, October, 2001
- Rural Development Strategy, September, 2001
- Study Report on Streamlining of On-going Agricultural Projects and Programs in the Context of the Agricultural Sector Development Strategy; October 2001
- Poverty Reduction Strategy Paper (PRSP)
- Agriculture and Livestock Policy, 1997
- Cooperative Policy, 1997
- Documents related to Local Government Reform Programme

5.2 Review documents of on-going sector programmes of Tanzania (Health Sector Programme) and other countries.

5.3 Review existing agricultural statistical data available at national, regional and district levels. Identify necessary and available indicators.

#### 5.4 Field trips:

- (i) Collection of primary data:
  - On priority projects in LGAs
  - Costing confirmation at LGAs level
- (ii) Consultation with officials of the leading sector ministries (Dodoma-DSM)
- (iii) Consultation with LGAs officials in selected districts

#### 5.5 Conduct Workshops for stakeholders

### 6. TEAM COMPOSITION

1. Relation between the team leader of both teams (MAFS) and other members should be clarified.
2. A statement to secure equality of special assignment team and consultant team should be included.

### OTHERS

1. Specific TORs for both the government team and the consultant team should be prepared and attached to the text.
2. The name of assignment for each consultant could be expressed by each team members.

#### Example:

##### (Special Assignment Team)

Agriculture and Food Security 1  
Agriculture and Food Security 2  
Cooperative 1  
Marketing 1  
Livestock 1  
Water Management 1  
Local Government Administration 1  
Local Government Administration 2

##### (Consultant)

DADP Guideline 1  
DADP Guideline 2  
Monitoring Indicators 1  
Monitoring Indicators 2

3. Gant chart by outputs could be attached.

Example: Work Schedule by Outputs

OUTPUT	1 <sup>st</sup> – 4 <sup>th</sup> Week	5 <sup>th</sup> – 8 <sup>th</sup> Week	9 <sup>th</sup> to 12 <sup>th</sup> Week	Responsible entities		M/M
				Special Assignment Team (Government)	Consultant Team	
(a)				○		
(b)					○	
(c)					○	
(d)					○	

▲  
IC/R

▲  
1<sup>st</sup> Draft (a)

▲  
F/R (a)

▲      ▲  
1<sup>st</sup> Draft (b,c,d)    DF/R(b,c,d)

Draft  
 Refinement

- (a) ASDP
- (b) Guideline for preparation and implementation of District Agricultural Development Plan
- (c) Brief and reader-friendly guideline for preparation and implementation of DADP at village level in Kiswahili
- (d) Monitoring Indicators

IC/R: Inception Report

DF/R: Draft Final Report

F/R: Final Report

**ADDITIONAL COMMENT**

1. TOR or an attachment to TOR could give some indications in order for the Teams to smoothly establish ASDP Draft. An example of attachment is as follows:

**ATTACHMENT**

(1) ASDP should clearly explain the objectives, and goals of ASDP based on ASDS. The relations among the strategic areas, objectives, and goals expressed in ASDS are as below (Figure 1). Base on the objectives, logical relations among i) means to achieve the objectives, ii) actions necessary for the means, and iii) roles and responsibilities of actors for each actor should be figured out. Figure 2 is a sample table to clarify the logical relations.

Figure 1.

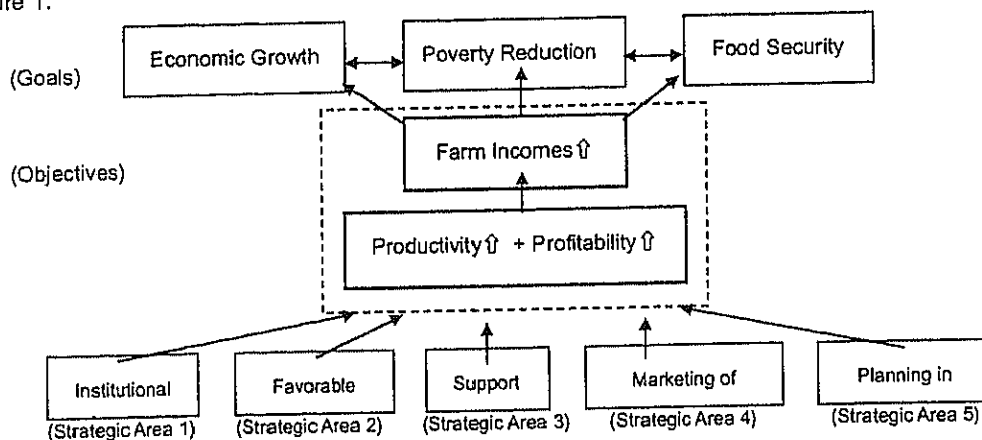


Figure 2.

Objectives	Means/Measures	Actions/ Interventions	Public Sector			Farmers/Farmers Organizations	Private Sector	CSOs
			Ministries	RAS	LGAs			
Productivity ↑	Agronomy	Action 1						
		Action 2						
		:						
	Engineering	Action 1						
		Action 2						
		:						
Profitability ↑	Mkt. costs ↓	Institutional Action 1						
		:						
		Physical Action 1						
	High-value	Action 1						
		:						
		:						

(2) ASDP should clearly express who is(are) the target group(s).

Suppose that the target group is smallholder farmers based on the goal of poverty reduction, agricultural conditions of smallholder farmers differ in terms of cropping pattern, climate, social condition, etc. Priority of Action should take into account such differences of agricultural conditions.

(3) ASDP should re-examine the “quick win outputs” referred in ASDS. Among 6 actions proposed, 5 actions other than “Cross-border Trade Legalized and Promoted” are hardly achieved in short term. In stead, some approaches may be options: e.g. alleviation of local taxes in agriculture, liberalization of food trade across the border, promotion of rural credit, review of impact on food assistance, improvement of capacities of data collection and analysis, increase budget in agricultural sector (MAC / World Bank, Tanzania Agriculture: Performance and Strategies for Sustainable Growth, Feb. 2000).

**資料 1 2 農業背景調査イリンガ、モロゴロ編**





**Back-to-Office Report:**  
**Field Visits to Regions of Morogoro and Iringa in November 5-8, 2001<sup>1</sup>**

November 17, 2001

Satoko Emoto, Agricultural Development  
Shigeki Kawahara, Public Administration and Institution  
George Terahara, Rural Infrastructure

**1. Preliminary Findings (by order of visit/interview)**

**(1) Mwega Smallholder Irrigation Project (Kilosa District, Morogoro)**

This project is to rehabilitate and improve a traditional smallholder irrigation scheme that covers 580 ha with a view to increasing crop production by expanding cultivated area and enhancing land productivity through stable irrigation. The project area stretches along the Mwega River, covering the Villages of Malolo, Mgogozi, and Nyinga, whose major crops are maize, rice, onions, and tomatoes. The project consists of the construction of a head work, the construction and rehabilitation of primary canals and drains, and the improvement of the access road from National Highway A7 to the project area and roads and bridges within the project area. These facilities are basically designed and constructed according to the Japanese construction standards because there do not exist comparable standards in Tanzania.

The total project costs are about 900 million yen (approximately US\$7.5 million equivalent), mainly funded by a JICA grant. The average investments per hectare that far exceed the standards established by the Tanzanian government, i.e., US\$4,000/ha, can be partially explained by the construction based on the Japanese construction standards. The construction works started in November 2000 and will be completed in March 2002.

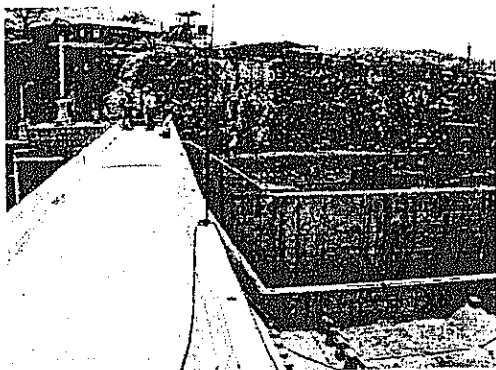
In addition to the civil works, the project helps the beneficiary farmers, approximately 800 in number, to form water users groups for the operation and maintenance of the irrigation facilities and the construction of secondary and tertiary canals as well as for the collection of water charges. The farmers are committed to pay the water charges, which has been set at Tsh 5,000/ha/crop for a farmer who is not affiliated with a water users group and Tsh 2,000/ha/crop for a member, who must also pay Tsh 1,000 as an entry fee. The 15 water users groups have been organized into a water users association, which is scheduled to register at the Ministry of Cooperatives and Marketing in December 2001.

Sustainability is the main concern of the Japanese engineering consultants carrying out construction supervision and the "extra" (unpaid) work of setting up water users groups. JICA is aware of the importance of strengthening the technical and financial capacity of the water users groups to perform operation and maintenance of the facilities since the beneficiary farmers can expect only limited government support in this regard. A JICA expert working for the follow-up of the Kilimanjaro Agricultural Development Project (KADP), which has

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<sup>1</sup> The findings and interpretations expressed in this report are those of the members of RADAG's Background Study Team who participated in the field trip and do not necessarily represent the views of the entire JICA-RADAG or of JICA.

also long been tackling a similar problem, voluntarily provided technical assistance to the Mwega Irrigation Project in setting up water users groups. JICA has recently agreed to send an expert in farmer organization management to the Mwega Project in hope of enhancing its sustainability.



Picture 1: Head Work of Mwega Smallholder Irrigation Project (Nyinga Village, Morogoro)



Picture 2: Meeting of Water Users Groups of Mwega Smallholder Irrigation Project (Malolo Village, Morogoro)

The beneficiary farmers, none of whom has experience in the operation and maintenance of such sophisticated facilities, need to be specially trained for the work for long-term sustainability. It will probably take more than a few years for them to become familiar with the system, but such training is indispensable and must be provided by the government at an earlier stage because they will eventually have to manage the project by themselves. The Regional Administrative Secretary (RAS) of Iringa, while showing a great interest in irrigation development, has pointed out that modern irrigation facilities are generally too complicated to be operated by Tanzanian farmers.

## (2) Agricultural Sector Program Support (ASPS)

ASPS is a multi-faceted initiative financed by the Danish International Development Agency (DANIDA) to support various activities related to rural and agricultural development. ASPS became operational in mid-1998 and currently includes six components: 1) institutional strengthening; 2) smallholder irrigation improvement; 3) on-farm seed production; 4) rock phosphate research; 5) private agricultural sector support (PASS); and 6) soil and conservation and natural resources management in Iringa Region (HIMA). While the Tanzanian counterpart agency of the first five components is the Ministry of Agriculture and Food Security (MAFS), HIMA's is the President Office for Regional Administration and Local Government (PO-RALG). The current phase of ASPS is to be completed by the end of 2002 and followed by the next phase immediately thereafter.

ASPS is better known as HIMA in Iringa Region because HIMA was launched in 1990 prior to the commencement of ASPS in the region. HIMA initially started its operation in Iringa District in 1990 and later expanded activities to cover all the five districts in Iringa Region. It was incorporated into ASPS in 1998 and is scheduled to finish in 2002. Its objectives have changed over the period and it shares ASPS's objective of "increased incomes and improved nutrition of poorer sections of smallholders, particularly women."<sup>2</sup> HIMA has three main

<sup>2</sup> DANIDA, "The Agricultural Sector Program Support: Lessons Learned and Future Strategy." (The published

components: 1) Community Development; 2) Sustainable Agricultural Development and Soil and Water Conservation; and 3) Sustainable Forestry Development. In relation to the objective, Mr. Per Clausen, Administrative Adviser of HIMA-Iringa Region, acknowledged that measures to increase farm incomes, marketing in particular, were crucial in the region, which has substantially increased production and even has some surplus at present.

After visiting HIMA's (or may be ASPS's) regional head office located in the Iringa Regional Secretariat, the RADAG team was accompanied by the Regional Agricultural Adviser (RAA) to HIMA's district head office in the Iringa District Council, a sub-center in the Division of Mazombe, and villages and farmers supported by HIMA. The project manager of HIMA-Iringa District, Iringa District Agriculture and Livestock Development Officer (DALDO), the facilitator of the Mazombe sub-center, the Division Extension Officer, and the villages chairmen and all other people were cooperative and willing to provide information and show project sites to the RADAG team. They seemed to have been motivated and capacitated through HIMA. The introductory and wrap-up discussions with Mr. Clausen gave the RADAG team many useful implications concerning Tanzania's rural and agricultural development in general and ASDP in particular.



Picture 3: Site of HIMA's Soil and Water Conservation Project (Ilula Sokoni Village, Iringa)

ASPS has several "envious" features and results from the point of view of Japanese development aid consultants. First, ASPS addresses the needs of the Tanzanian rural and agricultural sector and is designed to provide necessary support in an integrated and coherent manner within the framework of the Tanzanian macroeconomic and agricultural policies. Second, programs and projects under ASPS, HIMA in particular, are implemented with a long-term perspective. Third, HIMA has effectively involved the regional administration and local governments into the planning and implementation process through financial and technical assistance. The RADAG team found some positive impacts of HIMA's technical assistance, e.g., documentation, planning materials, field visits paid by regional and district officers, agricultural extension at the village level, gender awareness, etc. Fourth, DANIDA shares its experiences gained through planning and implementation with the donor community, as well as the Tanzanian government and people (major information, including program reviews, is available [in English!](#)). These points have impressed the RADAG team most, though there may be many other things worth noting and also some problems, such as cost sharing and capacity building for LGAs, which significantly influence sustainability.

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date is unknown, but sometime between June and October 2001.)

### (3) Southern Highlands Dairy Development Project (SHDDP)

This project is funded by the Swiss Agency for Development and Cooperation (SADC) for dairy development in ten districts in the Regions of Iringa and Mbeya. The RADAG team visited its project coordination unit located in the Iringa Regional Secretariat. The project started in 1978 and is now in its final phase ending in December 2003. By using a participatory approach, the project provides heifers to smallholder farmers with a small contribution by farmers themselves. Recipient farmers raise the heifers and produce milk. Its initial objective was to improve the nutrition situation of subsistence farmers, but its focus has shifted from subsistence through small-scale production to more market-oriented production as milk production has increased over the period. Thus, the project has been also providing assistance in marketing and processing.

As the closing date approaches, the project is currently training the dairy farmers to carry out production and marketing by themselves. In addition, the project has been fostering "bare-foot doctors", i.e., community-based veterinarians, by training some of the farmers. It is because the availability of affordable veterinary services is a factor determining project sustainability, but private services are generally too expensive for smallholder farmers. The project also tries to support the private sector to promote marketing and processing. However, the Project Monitoring Adviser, explained that the question was who they should provide support for that purpose. They have even encouraged their staff to move into the private sector, e.g., such sectors as marketing, processing, veterinary services, etc. However, none of them was willing to take risks of doing business.

The project seems to have brought about a positive impact on nutrition improvement and milk production, as well as community development and gender awareness, in the two regions. There is a possibility that the smallholder milk production initiated and expanded by the project grows into a full-scale dairy industry as there are successful cases of dairy development in some regions, such as Arusha. However, these outputs have been realized through the provision of inputs, training, extension services, credit, and marketing support and may not be sustained without government and/or donor assistance.

### (4) DABAGA Vegetable and Fruit Canning Co. Ltd.

The factory, established in 1976, produces tomato ketchup and paste, chili sauce, canned fruits in syrup, fruit jams and juices, honey, and so on. The company's share is around 70% of the domestic market of these kinds of food products. It exported some products to U.K. and Germany in the past. The factory has a processing capacity of 10 tons of tomatoes per day. It employs 16 regular workers and 35-70 casual workers (55, mainly women, at the time of visit). The company has a farm on which peaches, pears, and plums are grown, but the most part of raw materials are supplied by local farmers directly or through traders. In the case of tomatoes, 100% comes from Iringa District, whereas fruits are supplied not only by Iringa Region but also by other regions including Tanga. Their major problems with regard to production are: 1) low quality of raw materials (e.g., bruises and rot); 2) high prices for packaging materials (e.g., tin cans and plastics); and 3) limited production space of the factory (some products are placed on the floor as packaging is done without a worktable).

The RADAG team paid only a brief visit to the factory and, therefore, could not obtain substantial information on the management and commercial activities of the company, whose head office is located in Dar es Salaam. According to the production manager, however, the

group under which this company operates is also engaged in other types of business (e.g., importing spare parts). Presumably, the company has a relatively sound financial base and marketing channels all over the country.



Picture 4: Factory of DABAGA Vegetable and Fruit Canning Co. Ltd. (Iringa District)

Although the factory is not very modern and clean by the standards of industrial countries, it plays an important role in enhancing the value-added of vegetables and fruits produced in the region and neighboring regions, as well as in creating employment opportunities for the people of Iringa District. Most of the experts interviewed in Iringa and Morogoro were concerned about low agricultural prices and pointed out the need for government support to expand and diversify outlets for agricultural output by stimulating private sector activities in marketing and processing. The declining tendency of agricultural prices seems to have resulted, at least partially, from increased production, especially of food crops, vegetables, and fruits without improvement in access to markets.

#### (5) SACCO (Saving and Credit Cooperative) Bank (Mozombe Division, Iringa)

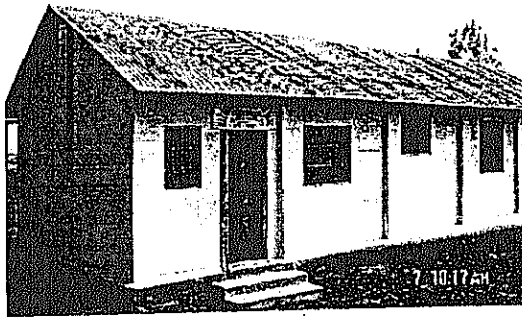
This SACCO Bank has “just started” and is currently “trying to persuade more farmers in the area to join them.” As of November 2001, it has 70 members, of which 15 are women. The bank will be registered at the Ministry of Cooperatives and Marketing in December 2001 and become the only formal financial institution in the Division of Mazombe. The bank is managed by the executive committee and three sub-committees, i.e., administrative, loan, and supervision committees. The bank employs an accountant clerk, who newly graduated from a business college in Dar es Salaam. The bank’s office is situated in a section of the building complex of Mazombe Division’s community development center, but it is expected to construct own building in the future (when it has earned enough profits).

The bank has an account at the regional branch office of CRDB (the Cooperative and Rural Development Bank) in the regional headquarters (the town of Iringa) and obtains technical training and advice, e.g., how to organize members, how to prepare passbooks, rights and obligations of the members, etc., from the CRDB branch. Not only committee members but also all the founding members have received training at the CRDB branch. The Regional Cooperative Adviser also provides some technical support to the bank.

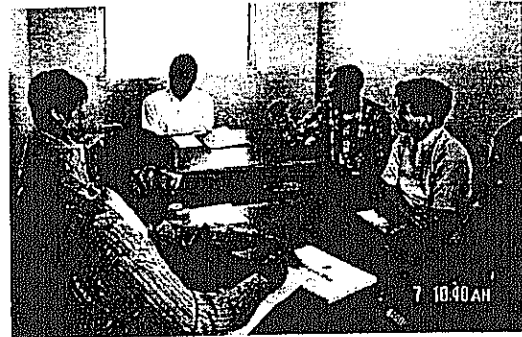
A member must pay an entry fee of Tsh 2,000 plus Tsh 1,000 for the passbook at the time of entry. In addition, he/she is required to buy at least one share, which costs Tsh 5,000, as an entry obligation. A total of 115 shares have been bought so far. In order to obtain a loan, the member must buy at least two shares (Tsh 10,000) and the amount of loan he/she can

borrow is twice the value of the share (e.g., needs to buy two shares in order to borrow Tsh 20,000). A member is allowed to buy up to 20 shares (Tsh 100,000). The terms and conditions are as follows.

Maximum amount: Twice the value of shares the borrower buys (Tsh 200,000 at most since the shares one member can buy cannot exceed 20).  
Period: Three months?  
Interest rate: 5% per month  
Guarantors: Required (three members)  
Penalty: Interest of 0.2% per day for the overdue loan.



Picture 5: Building of Mazombe SACOO Bank (Iringa District)



Picture 6: Office of Mazombe SACOO Bank (Iringa District)

The explanations of an executive committee member and the accountant clerk indicate that the bank has installed a mechanism that ensures repayment in several ways. First, the bank virtually takes a half of the loan in the form of shares, which is a kind of deposit. Second, the bank requires the borrower to present three guarantors who are members of the bank and will have to repay the loan if the borrower fails to pay by the due date. Third, the borrower will be imposed a penalty of a higher interest rate for the overdue loan. It is also important to establish accountable management, for which continuous professional training is essential in such areas as accounting and audit.

#### (6) Ilula Mwaya and Ilula Sokoni Villages (Mozombe Division, Iringa)

Ilula Mwaya Village, located along National Highway A7, has 890 households and a population of 3,073, of which 1,439 are males and 1,634 are females. The economically active population is 900 (400 males and 500 females), accounting for about 30% of the total population. The main economic activity is agriculture and major crops are maize, sweet potatoes, beans, sunflower seeds, tomatoes, onions, and other vegetables (e.g., carrots, pumpkins, etc.). Maize is grown both for home consumption and for sale and others are basically cash crops. The village has grocery stores, general stores, repair shops, a primary school, a building for public meetings (owned by CCM, the ruling political party), electricity, and a few deep wells donated by an international donor. They have obtained various kinds of support from HIMA for such activities as village planning, soil and water conservation, seedling production, small animal raising, capacity building, etc.

The village chairman showed the RADAG team their annual development plan that defined activities, objectives, places, timing (time schedule), participants, etc., which was exactly as

explained by the project manager of HIMA-Iringa District. The budget statement (presumably this fiscal year's) displays that the revenue is Tsh 4,062,000, of which Tsh 1,440,000 is earned by village produce cess, or a tax on marketed crops. Clearly, produce cess is an important, in fact, the main source of incomes to the village council, but it is also a large disincentive to produce and market more crops. However, a more alarming fact was found on the expenditure side, that is, Tsh 1,754,000 is to be paid as allowances (e.g., daily subsistence allowances, meeting allowances, etc.) to village councilors, the village extension officer, and other officers. Expenditures that can be considered "real" development spending are Tsh 1,010,000 for the rehabilitation of the school buildings and Tsh 596,000 for the construction of a new school building.

A certain allowance may be necessary for business trips and other official activities, but it seems unjustifiable that the payments to village councilors and other officers account for more than 40% of the total revenue. The Financial Adviser of HIMA-Iringa Region agreed that daily subsistence allowances was a serious institutional problem at all levels of governments in Tanzania and stated that DANIDA would not pay to villagers any allowance for workshops and meetings for "their own development." However, such an expenditure structure of LGAs needs to be taken into account when the guidelines of District Agricultural Development Programmes (DADPs) are prepared as a part of ASDP.

The RADAG team also visited Ilula Sokoni Village in the Division of Mozombe, which has 680 households. The team was introduced to the village chairman, the village extension officer, and a member of Village HIMA but did not interview them as extensively as in Ilula Mwaya Village due to time constraints. Instead, they briefly showed a site of the soil and water conservation project under HIMA, farm households that raise small animals (e.g., goats, pigs, etc.) with HIMA's support, vegetable farms, etc.

#### (7) Extension Services

The delivery of effective extension services is a key issue addressed in ASDS. The RADAG team interviewed with the Iringa Regional Agricultural Adviser (RAA), Iringa District Agriculture and Livestock Development Officer (DALDO), Mazombe Division Extension Officer, and Ilula Sokoni Village Extension Officer. They all seem to be actively engaged in extension-related activities, probably because of DANIDA-HIMA's strong support.

According to the DALDO, Iringa District has 20 Subject Matter Specialists (SMSs), mainly located at districts, and 154 extension officers, of which 143 are Village Extension Officers (VEOs) and others are at the ward level. The district has 182 villages in total, of which 168 villages are provided with extension services. Some of the SMSs are attached to DANIDA-ASPS (including HIMA) and other donor-supported projects. District level officers normally hold university degrees or diplomas, division-level officers diplomas or certificates, and village-level officers certificates. Some VEOs are equipped with motor bicycles for work by HIMA and other donor-funded projects. VEOs' monthly salaries range from Tsh 45,000 to Tsh 90,000, while VEOs working for donor-supported projects may receive as much as Tsh 120,000 per month. There is a large difference in salaries between VEOs who work for projects and those who do not, though it may reflect their experience and expertise.

Iringa Region, together with Mbeya, Rukwa, and Ruvuma Regions, was covered by the IFAD-supported Southern Highlands Extension and Rural Financial Services Project (SHERFSP) until December 1999. The World Bank-supported NAEP II, which originally

covered other 16 regions of mainland Tanzania, has since taken over SHERFSP as both operated along similar lines. NAEP II consists of four main components: 1) institutional strengthening of extension and field services as well as additional provision of equipment; 2) extension education and training, including farmer training, farmer training, training institutes, and training coordination; 3) communications support in the decentralization of information management at the zonal level; and 4) pilot initiatives to improve extension management, technology transfer, inter-linkages between farmer-extension-research, participation of other providers in extension services delivery, seed production and input supply, farmer empowerment, and gender impact.<sup>3</sup>

The DALDO reported that a World Bank rural development specialist had visited Iringa District for NAEP II and found that some items that extension officers were supposed to receive under the project, such as stationery, had not been provided to them. He emphasized that most of the VEOs in the district lacked notebooks and pens by which they could record their activities and observations. NAEP II was initially scheduled to finish in December 2001 but will be extended until December 2002. Nevertheless, the post-NAEP arrangements for public extension services are not yet clear.

#### (8) Regional Administrative Secretary (RAS), Iringa

Mrs. Cecilia Shirima, RAS-Iringa, elucidated major issues concerning rural and agricultural development in the region.

First of all, she agreed with the RADAG team that the improvement of agricultural marketing was of foremost significance in increasing farm incomes, as well as in ensuring household food security. One possible measure to reduce marketing costs is the development and improvement of rural infrastructure, roads in particular. DANIDA has been supporting rural road construction in the Districts of Iringa and Mufindi. Farm-gate prices are lower in villages without good access to markets largely because there is little competition among the buyers (traders) of agricultural produce in such villages. RAS emphasized the need for networks that connect divisions/wards and district headquarters. Another measure is to establish marketing centers where farmers can bring and sell their products. At such a center, farmers can assure profitability, at least obtain higher prices than by selling through intermediaries. Marketing cooperatives are a form of marketing center by which farmers can negotiate with traders not individually but collectively.

The second important issue is rural credit, but it has a serious problem. Although farmers were used to getting subsidies for production, subsidies were removed without warning. If they had known the subsidy removal in advance, they would have saved some money. The closure of banking facilities in rural areas had a large negative impact on agricultural production in most areas of Tanzania. However, Iringa ("we" mentioned by RAS is understood as the region, but it may mean the whole country) is now moving slowly but in a positive direction, as demonstrated by successful SACCOs and SACAs.

The third issue RAS pointed out is agro-processing, e.g., tomato ketchup production, oil extraction, etc. Crop production has increased significantly, but prices have become so low because there is not enough demand for the products in the region. If there are more

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<sup>3</sup> Based on the project summary drawn from the PAD or SAR abstract and may not reflect the project's current nature. World Bank Project Data (<http://www1.worldbank.org/sprojects/Project.asp?pid=P002753>.)



processing industries, there may be some floor price at which processors will buy at the time of harvest and farmers will know how much they should plant for the season.



Picture 7: Mrs. Cecilia Shirima, Iringa Regional Administrative Secretary (RAS)

The fourth issue is irrigation. In the region there are some irrigation development products financed by DANIDA, World Bank, and AfDB. However, RAS is of cognizant that irrigation projects, especially of large scale, are not economically feasible at present because agricultural prices are too low, while financial costs are too high. Furthermore, she repeated that irrigation facilities are too complicated to be managed by farmers themselves. Farmers can manage their farms but are still rudimentary as the manager of such a big construction. If farmers are to be equipped with irrigation facilities, it is necessary to build a capacity for operation and maintenance among them.

The fifth and final issue discussed with RAS is the role of Regional Secretariats under decentralization. In response to the RADAG team's question about whether the supervising functions of Regional Secretariats should be strengthened for capacity building at the district level, RAS agreed but emphasized that she needed a strong "technical" team in order to provide effective support to District Councils. According to RAS, regions were heavily staffed in the 1970s but have been understaffed since the District Focus policy were brought into effect in the 1990s. She contended that it was not possible to provide adequate and proper technical support to districts with just one agricultural advisor, one engineer, etc.

Despite her initial reservation that she might not be able to explain every issue in details, she seemed to grasp the current situation and problems of various sectors and have been thinking over how she should tackle those problems. Her words demonstrate that she not only deals with policies on paper but also has been deeply involved in day-to-day administration. The interviews with RAS were not limited to agriculture but extended to health, education, gender, culture, and so forth. The RADAG team was greatly encouraged by RAS-Iringa.

#### (9) Sokoine University of Agriculture Centre for Sustainable Rural Development (SCSRD)

SCSRD was set up as JICA's technical cooperation project in May 1999. It has Socio-economic Section, Resource Management Section, and Environmental Conservation Section, and Information Unit. The objective of the project is to establish a methodology for sustainable rural development through action research and implementation in two pilot model areas, one in Mbinga District, Ruvuma and another in Morogoro Rural District, Morogoro. Its ultimate goal is to improve the standards of living in rural Tanzania. Its activities include basic study, identifying key problems, applied research, planning to solve the problems, trials,

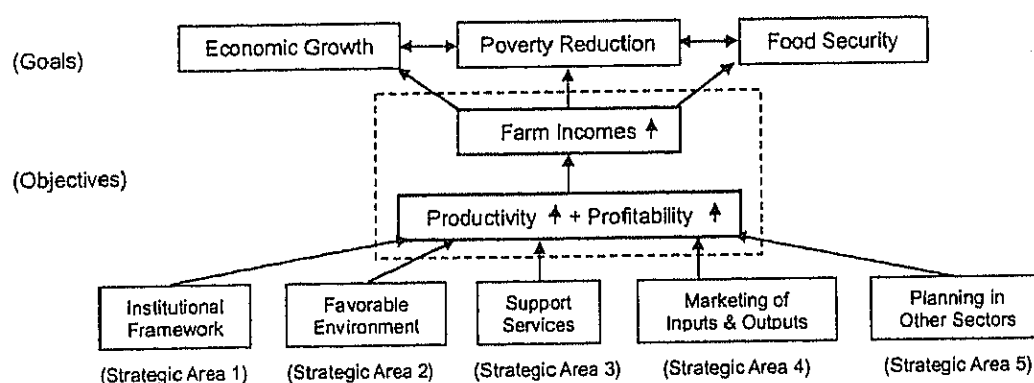
evaluation, and so forth. Currently, the JICA Project Team, which consists of five experts, is working with counterpart researchers of SCSR, LGAs, and farmer groups in project areas.

The project has brought about some interesting results, for example, Ngoro, an indigenous cultivation technique for soil conservation in Mbinga, is also useful both for soil conservation and productivity improvement in Morogoro. Farmers quickly respond to a new technology when they have found it useful, feasible, and affordable. And many faculty members who participate in the project have become more aware of the importance of field research and participatory approaches. It is significant progress at the university. However, the project is not well publicized in Tanzania, probably because it is still in the process of research.<sup>4</sup> The "SUA Methodology" would be better utilized if the research results were extended to farmers, LGAs, NGOs, the donor community, and so forth.

## 2. Implications for ASDP

(1) ASDP should focus on profitability improvement.

The logframe of the Agricultural Sector Development Strategy (ASDS) indicates that its main objective is to increase farm incomes, which can be realized through improving productivity and profitability of agriculture and livestock production (See the chart below, which is the framework of ASDS as understood by the RADAG team).



The Tanzanian government has long been making vigorous efforts to enhance productivity and profitability in cooperation with the donor community. As a result, agricultural productivity, in terms of output per unit of land and labor, seems to have reached the level that can be attained by using the technologies currently available and affordable to smallholder farmers. Although it is necessary to pursue productivity enhancement as a long-term goal, ASDP, which is to be formulated as a three-year rolling program, should focus on profitability as a short-term solution to the low farm incomes. Focus on profitability is significant especially in already relatively productive regions such as Iringa. Possible measures to improve agricultural profitability include: 1) to reduce marketing costs; 2) to reduce production costs; and 3) to introduce non-traditional, high-value crops such as fruits and flowers. The second and third measures are less feasible because of low input use (e.g., improved seeds, chemical fertilizer, etc.) among smallholder farmers and because of higher capital requirements and more difficult access to markets, respectively. Therefore, an urgent, and more effective, task is to lower marketing costs.

<sup>4</sup> SCSR is reported in *The Guardian*, November 16, 2001 (See the article "New centre to spearhead rural development" on page 7).

(2) Rural infrastructure development should be given high priority in ASDP.

The poor state or lack of rural infrastructure, particularly farm-to-market roads, is a cause of high transaction costs in general, transport costs in particular, for marketing outputs and procuring inputs. In places which are not well connected to markets and service centers, higher transport costs lead to higher prices paid to inputs and lower prices received for outputs by the farmer and thus to lower profitability. A World Bank study also argues that marketing costs as a share of prices received and paid by farmers are a key factor in influencing the cost formation at the farm level and overall profitability of the agricultural sector and, therefore, considers improved infrastructure as one of key elements of Tanzania's agricultural development strategy.<sup>5</sup>

The RADAG team would give high priority to the improvement of rural roads for six reasons. First, it is likely to increase market access and substantially reduce marketing costs. Second, it is also feasible and suitable for agricultural sector common basket funding by the donor community because no one (the lead Ministries, PO-RALG, stakeholders, donors, etc.) seems to be strongly opposed. Third, it can widely benefit the rural population. Fourth, it is not too complicated to be planned, implemented, and maintained so that it. Fifth, in connection with the fourth reason, it will facilitate capacity building for LGAs through actual project planning and implementation. Sixth, it will accelerate market integration and thus contribute to national food security (because food shortages in some areas are mainly caused by a lack of efficient distribution networks).

Focus on rural infrastructure does not necessarily mean that other areas that support improvement in agricultural profitability. However, actions the government can take for this purpose are limited the private sector (including farmers themselves) plays a central role in making profits and the government should only play a supporting role. Marketing is basically private sector activity in which government intervention is irrelevant and often leads to inefficiency. Processing, which can enhance value-added of agricultural outputs, is also better done by the private sector. Support services such as delivery of subsidized modern inputs, rural finance, and market research and information services are no less important for profitability improvement but largely less feasible given the limited financial capacity of the Tanzanian government at present, particularly within ASDP.

(3) Regional administration should be strengthened.

Institutional arrangements are indispensable for the effective and efficient implementation of ASDP, especially at the district level. ASDS also recognizes that it is necessary to design tasks related to implementation, e.g., district planning, funding, monitoring, and evaluation, in the ASDP preparation process. While being fully aware of district focus under the present decentralization policy, the RADAG team argues that Regional Secretariats should be actively involved in the ASDP implementation and their technical capacity should be strengthened therefor. This is because the lead Ministries have respective roles to play for ASDP at national level and because they are not able to provide support directly to every LGA anyway. Among the four roles addressed in ASDP for Regional Secretariats, the most important seems to be to provide technical support, by which LGAs would be eventually able to build their capacity, operate efficiently, and even monitor and evaluate their performance by themselves. One way to strengthen the technical capacity of Regional Secretariats is to dispatch or transfer the personnel of the lead Ministries at national level.

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<sup>5</sup> World Bank and International Food Policy Research Institute. *Agriculture in Tanzania Since 1986: Follower or Leader of Growth*. Washington D.C., June 2000. p. xix.

### 3. Organizations/Persons Visited

05/11/2001: Mikumi Malolo (Morogoro) Iringa

- 1) Mwega Smallholder Irrigation Project (supported by JICA)  
Mr. Toshikazu Kambara, Resident Engineer (Team Leader), Nippon Koei, Co., Ltd.

06/11/2001: Iringa

- 1) DANIDA-HIMA Programme Office  
Mr. Per Clausen, Administrative Adviser
- 2) Iringa Regional Agricultural Office  
Mr. Adam M. Swai, Regional Agricultural Adviser
- 3) Iringa District Agriculture and Livestock Development Office  
Mr. Sharimwne Ndongole, Acting District Agriculture and Livestock Development Officer
- 4) DANIDA-HIMA Programme Iringa District Office  
Mr. Abel A. Mgimwa, Project Manager  
Ms. Karen E. Henriksen, Team Leader
- 5) DABAGA Vegetable and Fruit Canning Co. Ltd.  
Mr. G. Cyril, Production Manager
- 6) Southern Highlands Dairy Development Project (supported by Swiss Agency for Development and Cooperation)  
Mrs. Vera Florida Mugittu, Project Monitoring Manager

07/11/2001: Iringa

- 1) DANIDA-HIMA Sub-Center, Mazombe Division, Iringa District  
Mr. A.B. Mwangailo, Facilitator
- 2) Seedling producer (smallholder farmer assisted by HIMA)
- 3) Savings and Credit Cooperatives (SACCOs) Bank, Mazombe Division  
Mr. Alexander L. Mlyapatah, Executive Committee Member  
Mr. Longino Ngwada, Accounts Clerk
- 4) Ilula Mwaya Village (including village council, primary schools, etc.)
- 5) Ilula Sokoni Village (including village council, village extension officer, farms, etc.)  
Mr. Athuman S. Kabadase, Village Chairman  
Mr. John Nyoni, Village Extension Officer  
Mr. Mahmud Mkolomi, Member of Village HIMA
- 6) Iringa Regional Administrative Secretariat  
Mrs. Cecilia Shirima, Regional Administrative Secretary, Iringa

- 7) DANIDA-HIMA Programme Iringa Regional Office (for wrap-up discussion)  
Mr. Per Clausen, Administrative Adviser

08/11/2001: Iringa Morogoro Dar es Salaam

- 1) Morogoro Zonal Irrigation Office  
Mr. A.G. Ruhangisa, Zonal Irrigation Officer
- 2) Sokoine University of Agriculture Centre for Sustainable Rural Development  
Mr. Masanori Takeishi, JICA Project Coordinator  
Mr. Jun Ikeno, JICA Expert  
Mr. Hiromi Yasu, JICA Expert



資料 1 3 農業背景調査ムワンザ、キリマンジャロ編





**Back-to-Office Report:**  
**Field Visits to Regions of Mwanza and Kilimanjaro in November 19-24, 2001<sup>1</sup>**

December 9, 2001

Satoko Emoto, Agricultural Development  
Shigeki Kawahara, Public Administration and Institution  
George Terahara, Rural Infrastructure  
Naoko Toriumi, Rural Finance  
Franks Kamhabwa, Research Assistant/Agricultural Extension

**1. Preliminary Findings (by order of visit/interview)**

(1) TANROAD Mwanza Regional Manager's Office

Established in July 2000, TANROADS (Tanzania National Roads Agency) is a public agency specializing in maintenance of trunk and regional roads. TANROADS has eight regional manager's offices in mainland Tanzania. Regional Manager's Offices of TANROADS were reorganized from the Regional Offices of Ministry of Works. Mwanza Regional Manager oversees all maintenance operation in Mara, Kagera, Shinyanga Kigoma and Tabora Regions. The office is staffed with ten engineers and one accountant.

The lake region is not connected with Dar es Salaam by paved trunk roads. The connection with Dar es Salaam is an urgent issue of the region and the route to Dodoma is under construction supported by foreign donors. On the other hand, the lake region is located in the international corridor of Kenya, Uganda, Burundi, and Rwanda. There are many international cargoes in the region. Almost 10% of traffic in the region is international.

Although cotton is the most important export item from the region, cotton merchants ship their cargo by trains instead of roads to Dar es Salaam Port. The establishment of TANROADS improved their maintenance operation. Especially, the fund disbursement from the Road Fund Board is smoother than from MOW. It has changed the uncertainty of fund disbursement.

The current fund allocation by the Road Fund is only enough to finance maintenance work for all paved trunk roads but not for all regional roads. Gravel trunk roads in good condition are prioritized next to paved trunk roads.

The maintenance work has two types in contract. One is "force account" and the other is contract based maintenance work. The former, force account, is done by the direct work with the Office's staff and machinery. The emergency or small works are suitable for force account. Ten percent of all works is by force account. The latter, the contracted work, is to open for tender by qualified contractors.

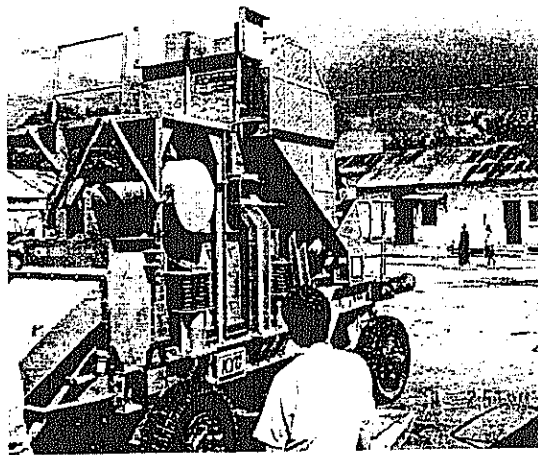
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<sup>1</sup> The findings and interpretations expressed in this report are those of the members of RADAG's Background Study Team who participated in the field trip and do not necessarily represent the views of the entire JICA-RADAG or of JICA.

The road conditions are surveyed between July and August by eyesight. No special equipment for road condition surveillance is in use. Then, the Office decides the priority and annual plan of maintenance.

The Regional Manager also chairs the Regional Road Board twice a year. The Board consists of TANROADS Regional Manager, Regional Road Engineers (under each region) and District Executives. The Board advises the members in technical and planning matters of roads.

The RADAG members visited the material laboratory and workshops on site. The material laboratory was neatly equipped with standard apparatus for material testing. On the workshop, several pieces of road maintenance machinery by JICA grant were in use. They are air compressors, stone crushers, trucks and excavators. Many generic spare parts for the machinery are available at local markets.



Picture 1: Stone Crusher provided by JICA Grant

## (2) CRDB Bank, Mwanza

CRDB, a commercial bank, is business-oriented to serve rural and urban people either as individuals or groups. Main activities are to collect deposits from and lend money to customers. In the past, the bank used to provide loans for the purchase of agricultural inputs such as tractors, seeds, vehicles and milling machines at subsidized prices. Currently, the bank does not offer any credit to rural people, even though being aware that there is certain demand for credit among them, because of high transaction costs for providing financial services to remote areas and lack of collateral. Instead, it has a clear policy to extend small credit to petty traders, teachers, and housewives living mainly in urban areas because many rural people do not have stable incomes, even if in groups, their groups are not registered. Such credit ranges from Tsh 50,000 to Tsh 200,000 with an annual interest rate between 19% to 25%. Collateral is houses, factories, business premises, private and organization's guarantee. No group guarantees are accepted.

Issues that prevail in the institution are:

- The provision of small credit required by rural people, farmers in particular, does not pay for the costs necessary for the service; and
- No insurance is provided for a decrease in agricultural prices and crop failures.

### (3) National Microfinance Bank (NMB), Mwanza

This bank was established by splitting the former giant NBC into two in 1997. The other is the current NBC owned by ABSA Group of South Africa. NMB has 95 branches countrywide. The main targets of NMB's loans are small businessmen and low-income earners. It lends Tsh 50,000-500,000 to an eligible customer. The Mwanza Branch started lending activities on August 2, 2001 and it has served 489 customers with a total amount of Tsh 180,700,000, while there are outstanding loans amounting to Tsh 74,898,299 by 239 customers as of November 18, 2001. NMB accepts both movable and non-movable assets as collateral for the small credit. It lends money at most 1.5 times that of collateral values. The branch provides credit to agro-processing industries but not to agricultural producers.

### (4) Regional Administrative Secretary (RAS), Mwanza

The population of the region stands at 2.6 million within 7 districts. The District Councils implement all the agriculture and rural development programs and the central government provides technical staff to support their activities. The region is left with purely advisory issues, although more technical staff needs to be in place at all levels. RAS of Mwanza touched upon several aspects of ongoing decentralization in Tanzania.

1) The present roles of the Regional Administration are:

- To supervise the performance of districts in the implementation of national policy; and
- To provide technical support to districts.

2) Major issues related to decentralization are:

- Limited acceptance of changes: Among staff members of government agencies, the significance of decentralization is not fully understood and realized as it is intended to be;
- Lack of management capacity at the district level: Management capacity of District Councils is often limited in terms of planning and implementation; and
- Revenues of districts are limited and thus still much depend upon the budget allocated by the central government. Therefore, there is lack of logistics, especially transport and communication facilities.

3) The following points are raised as possible options to strengthen districts.

- Put right people at the district level: Human resources of most districts are seriously limited. More professional and technical people are needed at the district level, rather than at the regional level.
- It is necessary to set certain qualification to become a district council member.

RAS addressed the following issues for rural and agricultural development in Mwanza.

- Rural infrastructure, especially roads, is in very poor condition. Most of them are not passable by vehicles, particularly during the rainy season. Road development is indispensable for the improvement of input delivery and output marketing.
- Many children in rural areas cannot go to school because of poverty. Schools, classrooms, desks, and even teachers are also in short supply. Education is an enormous task.
- The mainstay of Mwanza's agriculture is cotton. However, farmers do not use right varieties of cotton. The quality of cotton seeds are not so good, either.
- Prices of inputs are high in comparison with the prices of outputs received by producers.
- Access to rural credit is very limited.
- Extension capacity is low and the linkage between extension and research is weak.

- Rain-fed agriculture is vulnerable to climate changes. Therefore, irrigation facilities are needed, but it requires a lot of technology and money.
- Production has increased, but consumption is limited and much is rotten, because there are not many processing facilities for fruits and vegetables in this region.

#### (5) Lake Zone Agriculture Research and Development Institute (LZARDI)

LZARDI was established in 1932 as a seed farm. Its main activity was later changed to the promotion of cotton production in the region and neighboring regions. It shifted from top-down approach to participatory approach in the 1970s. In 1983, the client-oriented research was introduced, which is still in evolution. A direct client of LZARDI is District Council that can place a request. The planning of activities is done in collaboration with farmers. Several villages have Farmer Research Groups (FRGs), except in Bariadi District, for such planning. FRG meetings are held at the end of each crop season to evaluate their activities and chip in new research components, elements, and/or methods. The station is carrying out four major programs, i.e., livestock, crops, socio-economic, and special programs. There is one Zonal Research Extension Liaison Officer supported by 4 Regional Information Liaison Officers for Mwanza, Kagera, Mara, and Shinyanga.

LZARDI is engaged mainly in cotton-cereal (for Mwanza, Shinyanga, and Mara) and coffee-banana based farming systems (for Kagera) that are major forms of production in the zone. Major crops in the former system are maize, sorghum, groundnuts, sunflower seeds, chickpeas, and cow peas, while those in the latter are coffee, banana, and maize.

Major problems explained were:

- Marketing of crops has been a major problem in many parts of the country due to trade liberalization and poor infrastructure.
- Prices received by produces are low due to limited competition among the buyers.
- Traditional crops such as sunflower seeds are becoming political crops.
- Rehabilitation of cooperatives needs to be done in sensible ways; the current policy on cooperatives should be reviewed.
- SACCOs and SACAs need to be strengthened for the purpose of rural finance.



Picture 2: Research Facility in LZARDI

#### (6) Misungwi District Council

The Acting District Executive Director argued that rural development must be given high priority because agriculture is the backbone of Tanzania's economy and 80% of the

population depend on the sector. Emphasis must be placed on irrigation development and research in order to increase agricultural production. He also explained that his district formulated an annual agricultural development plan every year. The plan includes strategy and targets to be achieved on an annual basis. The implementation of the Health Sector Development Program has started in the district and the Acting DED has seen the National District Health Planning Guidelines. He expressed that they would appreciate such planning guidelines for the agricultural sector. Data available at the district level are regarding crop production, productivity (i.e., yield per unit of land), livestock, population, and gender aspects from all departments that are represented at the district headquarters.

Issues explained by the Acting DED were:

- Village-level planning is difficult due to the generally low education level of the planners.
- The traditional top-down approach still in peoples' mind makes some of the projects not implemented in the right way. The officers need to work together with village people and their main role is to facilitate village development activities, i.e., to involve village people and make them realize that development is theirs.
- Some village roads are not passable during the rain season, although all the villages are somehow connected. The funds allocated for road development are not enough but better than nothing.
- Gender awareness is a "pre-condition" for funding, but many people still have traditional ideas about women's roles and positions in society. In fact, women in Tanzania do not have land property rights.

#### (7) Mwagala Village, Misungwi District

The village has 408 households with a population of 3,898 and has 7,640 ha for cultivation. The major activity of people is the cultivation of food and cash crops. Each household is supposed to cultivate 2 ha of cotton and 3 ha of food crops, e.g., cassava, sorghum, and maize in pure or mixed stand. Marketing of cotton is through the primary society.

Farmers in the village are organized into different local saving and credit groups known as *ifogong'ho*. All households are members of the *sungusungu* group, which was created as a village security guard in 1988. Others are Seven, Women and Fruit and Vegetable Groups, which provide loans to their members in case a need arises such as for schoolbooks, medication, purchase of manure, and family problems. Issues related to micro finance will be reported in a discussion paper by the RADAG team.

The village chairman pointed out the following as major problems for the village:

- Lack of means of transport for everything, inputs and produce in particular.
- Shortages of water supply (i.e., water wells for household use are empty) during the dry season.
- Low income of farmers due to unpredictable rainfalls, infertile soils, and limited lands.

#### (8) CARE Tanzania's Magu District Livelihood Security Project

Project activities started in 1996 with a target group of 5,000 households in 5 wards. In Phase 2 (2001 – 2005), it will serve 15,000 households in 15 wards out of 27 wards in the district. The major goals are to increase food and income security, particularly of vulnerable groups such as women-headed households. This is through farming practices and off-farm activities. CARE provides training for groups on business planning and implementation and

small loans between Tsh 50,000 and Tsh 400,00 to groups for a period of one year with an interest rate of 25% payable to CARE's bank account at Magu. The project prepares the communities to take charge of the project, upon its completion, by raising ownership among beneficiaries. It collaborates with district extension and community development officers.

Some of the lessons learnt from their Phase 1 experience were:

- Since their customers are vulnerable people, access to inputs is a problem, especially when the project is implemented through cost-sharing with farmers.
- It is difficult to change farmers' attitudes. It takes a long time.
- Information takes a long time to reach the clients.
- Unpredictable weather makes the adoption of new technologies difficult despite intervention by qualified staff.

#### (9) Magu District Commissioner

The Magu District Commissioner explained that the residents of the district that were hard workers but were facing the following problems:

- Farmers use hand hoes for plowing. Mechanization is needed, but the cost is too high.
- Farming still depends on "God will (rainfall)". There are many rivers and waters of Lake Victoria around but the water cannot be utilized for farming due to lack of irrigation facilities. More than 2,000 ha can be irrigated.

#### (10) Regional Agriculture Advisor (RAA), Mwanza

RAA links the Ministry of Agriculture and Food Security (MAFS) and all the 7 districts in Mwanza, translates national policies, and supervises and give advice to district activities. RAA prepares quarterly reports, which are submitted to MAFS through RAS and then PO-RALG.

Issues explained to the RADAG team were:

- Lack of transport and communication facilities, e.g., vehicles, fax, telephone, etc.
- Transportation problems, especially when he wants to visit and supervise the districts.
- Agriculture is less funded (Tsh 300,000 per quarter) compared to other sectors in the region, e.g., roads, health, education, and water.
- Delay of funds from the Treasury.
- Kwimba District is difficult to communicate even if he gets a telephone facility.

He further noted the situation of extension services in the region as:

- Only 300 extension officers serve 700 villages. No statistical data are available.
- It is difficult to reach all farmers either in groups or as individuals when compared with other sectors such as health and education.
- Most extension officers do not have facilities and transport means. NALEP provided some facilities in the 1990s.
- Most farmers are illiterate and, therefore, it is difficult to adopt innovations.
- Most farmers have low purchasing power and cannot afford recommended inputs.
- Lack of loan facilities to assist farmers in acquiring necessary inputs.
- Limited bargaining power by farmers when selling their produce to traders.
- The privatization of extension services still has a long way to go. Production capacity is more likely to go down if it is done soon.
- Low usage of agricultural inputs, except for horticultural crop production.

- Farmers are reluctant to try new things to avoid any risks.

RAA emphasized that the results of extension services were often not tangible and its impact is not seen immediately, which was a difficult part of the work.

#### (11) Regional Administrative Secretary (RAS), Kilimanjaro

Kilimanjaro's RAS gave the profile of the region to the RADAG team as follows. "The region is the second smallest region but the most densely populated in the country. The region has a population of 1.5 million and the population density is as high as 500-600 person/km<sup>2</sup> for Moshi. Most, around 70%, of the region's people live and cultivate along mountain slopes of Kilimanjaro, whose soils are volcanic and fragile. Given that high population density, proper soil management and land use practices are quite important to avoid soil degradation. Our agricultural development policy is geared toward land rehabilitation. Low land areas are relatively drier and mainly cattle raising is conducted in those lands. During long rainy seasons, rice cultivation is practiced in low land areas. Irrigation is done throughout the year and supplemented by short and long rains, which significantly contribute to food supply. The Kilimanjaro Agricultural Development Project (KADP) was started in the 1980s with the support of the Japanese government. Farmers in Lower Moshi have acquired rice cultivation technologies through Japanese and local experts and many people have gone for training in Japan. The paddy yield increased from 2.5 tons/ha to 6.0 tons/ha and the region is now self-sufficient in food. The technological aspects of KADP are successful as farmers in Lower Moshi and elsewhere have learned and practiced the technologies. The region has thus quite benefited from Japan's cooperation."<sup>2</sup>

RAS continued; "It is because of this success that almost throughout the country, wherever the Japanese Ambassador goes, one of the requests is irrigation development. This means that KADP is a "shining example" for the whole country. Our region is self-sufficient in food, including bananas, in normal years but does not have enough food in years of short rain and drought. This year, rain is late and there is no indication of good harvest. In addition to agriculture, tourism is important in the region. Kilimanjaro is one of tourist attractions in the world. The number of Japanese tourists who visit the region has increased every year."

In response to the RADAG team's question about the region's role for the implementation of ASDP, the Regional Agricultural Advisor answered that it is to give advice through the district agricultural development officers and the region's relation with the districts is more technical than administrative. RAA added; "The Tanzanian government is a unitary government. Local authorities are agents for the implementation of the national policies of the central government. All the national policies are implemented through the Regional Commissioner, who supervises every function of the Regional Administrative Secretariat. ASDP will be implemented by districts and they still use us as a point of reference. We have close relationships with district governments. They perform implementation on behalf of the central government. RAA provides technical advice by visiting the districts. However, RAA is not well capacitated in terms of personnel, facilities, transport, etc."

#### (12) Kilimanjaro Agricultural Development Project (KADP)

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<sup>2</sup> The explanation of RAS-Kilimanjaro was so clear as if he had been reading a statement. The RADAG team could write almost every word he had said as indicated above.

The Japanese government started assisting development projects in Kilimanjaro Region as early as in 1978, when the Kilimanjaro Integrated Development Plan was formulated, which was then followed by the construction works of the Kilimanjaro Agriculture and Industrial Development Centre (KAIDC) in 1979-1981 and the Kilimanjoro Agricultural Development Project (KADP) in 1986-1991. The central piece of Japanese assistance for the agricultural sector of Kilimanjaro has been to develop modern irrigated rice farming. Japan's cooperation related to KADP covers a wide range of projects and components as follows.<sup>3</sup>

- 1) Kilimanjaro Agricultural Development Centre (KADC) Project (1978-1986)
  - Dispatch of long-term experts (agronomists, irrigation engineers, agricultural machinery engineers, etc.)
  - Dispatch of short-term experts: 10 in total
  - Construction of a trial farm (2.4 ha for paddy and 7.2 ha for upland crops) and a pilot farm (18.9 ha for paddy and 51.8 ha for upland crops)
  - Provision of machinery and equipment: 416.4 million yen in total (approximately US\$1.7 million equivalent or more in 1978-1986)
  - Training of Tanzanian personnel in Japan in the fields of paddy cultivation, upland crop cultivation, irrigation and drainage, agricultural machinery, etc.: 18 in total
- 2) Construction of the buildings of KAIDC, KADC and Kilimanjaro Industrial Development Centre (KIDC), completed in 1981 with a Japanese grant of 2 billion yen (approximately US\$8 million equivalent in 1981) in total
- 3) Construction of the Lower Moshi Irrigation Project (1,100 ha for paddy and 1,200 ha for upland crops) in 1984-1987 with a loan of 3.3 billion yen (approximately US\$13 million equivalent in 1984) from the Overseas Economic Cooperation Fund (OECF)<sup>4</sup>
- 4) Kilimanjoro Agricultural Development Project (KADP) (1986-1991)
  - Dispatch of long-term experts (agronomists, irrigation engineers, agricultural machinery engineers, etc.)
  - Dispatch of short-term experts (soil scientist and agricultural economist)
  - Provision of machinery and equipment: 122.5 million yen in total (approximately US\$1 million equivalent in 1986-1988)
- 5) Construction of the Kilimanjaro Rice Centre in 1989 with a Japanese grant of 550 million yen (approximately US\$4.5 million equivalent in 1989)
- 6) Construction of the Ndungu Irrigation Project (680 ha) in 1990 with a Japanese grant
- 7) Kilimanjaro Agricultural Training Centre (KATC) Project (Phase I: July 1994 – June 2001, Phase II: October 2001 – September 2006)
- 8) Donation of tractors
  - 60 tractors and their implements and spare parts in 1979 (400 million yen)

<sup>3</sup> Japan International Cooperation Agency (JICA) and Kilimanjaro Regional Commissioner's Office, *Toward more effective utilization of natural resources for farming and rural live improvement: Kilimanjoro Agricultural Development Project (KADP)*, 1988. (Leaflet) Additional information was obtained through interviews with the staff of KADP.

<sup>4</sup> OECF was reorganized into the Japan Bank for International Cooperation (JBIC) in 1999.

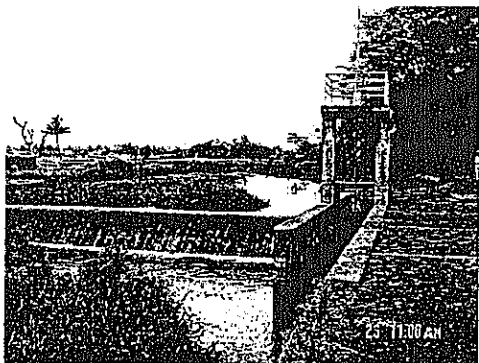


- 205 tractors and their implements in 1985 (700 million yen)<sup>5</sup>

Many farmers who were in semi-arid areas have benefited from the modern irrigation facilities and rice farming practices developed through the Japanese-assisted projects. The average paddy yield has dramatically increased from 2.5 tons/ha to 6 tons/ha. The paddy area harvested within the Lower Moshi Irrigation Project steadily increased from around 100 ha in 1985 to over 1,500 ha in 1990, though it has been fluctuating since 1991 due mainly to a water shortage as stated below.

According to the Director of KADP, the persisting problems are:

- There were unforeseen problems, a water shortage in particular, during the designing stage of the project. As a result, only 40% of the project area is utilized per crop season.
- There has been expansion of area under rice production inside and outside the project. The water shortage is a result of the spreading effect of the project. The farmers outside the project area are eager to cultivate rice and divert water in the up-stream of the canal.
- By the Tanzanian government's request, the Japanese government provided technical assistance for conducting a feasibility study in 1998 in order to look into other sources of water for the Lower Moshi Irrigation Project. The study indicated that the proposed project that would construct a new canal of 25 km and related irrigation facilities was economically feasible. However, there has been no official answer from the Japanese government since whether it will financially assist the project.
- It is difficult to hand over the operation and maintenance of the irrigation facilities to farmers groups. Technically, it is too complicated.



Picture 3: Irrigation Headworks in KADP



Picture 4: Paddy Fields in KADP

### (13) CHAWAMPU (Rice Farming Cooperative)

There are 2,000 farmers within the project area, of whom 1,005 are CHAWAMPU's members. Major activities of this rice farmers' organization are to collect user charges from the farmers, both members and non-members, for the service of tractors owned by the project and the operation and maintenance of the irrigation and related facilities of the Lower Moshi Irrigation Project. CHAWAMPU takes care of tertiary canal cleaning, while the communities do lined irrigation canal cleaning, repair, and maintenance. Farm roads are maintained by CHAWAMPU by using the project machinery. The annual service charge is Tsh 29,000 for a member and Tsh 32,000 for a non-member. In 1995, area under paddy was only 400 ha, but currently it stands at 16,000 ha. All their products are sold to traders.

<sup>5</sup> These tractors were granted to the Tanzanian government under the KRII scheme and 35 of the 205 were provided to KADC and the Lower Moshi Irrigation Project.

The chairman mentioned the following problems:

- CHAWAMPU wishes to organize farmers and purchase and sell their products collectively, but it is not possible due to lack of capital to do so. Cooperatives used to do marketing in the past because they could borrow money from banks, then mainly state-owned, for purchasing products from farmers.
- Lack of market information often makes the bargaining unfavorable for farmers. Most farmers do not know the possible prices for their products in the market.
- Some of the organization leaders are not trustful. Much money was misused in the past, though the accounting has become transparent (presumably, due to the technical advice rendered by the JICA expert of cooperative management).
- Lack of water for irrigation caused by upstream farmers who capture it before the water reaches the project area. This results in smaller planted area than planned.

#### (14) Kilimanjaro Agriculture Training Centre (KATC)

KATC was established in July 1994 in cooperation with JICA for the purposes of disseminating the successful experience of Lower Moshi farmers to other rice farming areas in the country through training. It is one of the national agricultural training institutes under the Ministry of Agriculture and Food Security. Following the Phase I Project in 1994-2001, KATC started the Phase II Project in October 2001, which will be completed in September 2006. Throughout the two phases, JICA sends technical advisors and provides facilities and equipment. KATC's major activity is to provide training to extension officers and other government technical staff and farmers in the fields related to rice farming, e.g., cultivation techniques, water management, mechanization, tractor operation, etc.<sup>6</sup> It also conducts courses funded by other irrigation projects, e.g., the River Basin Management Smallholder Irrigation Improvement Project (RBMSHIP), supported by the World Bank.

Approximately 2,000 people attended the residential training courses at KATC and outreach on-farm training courses all over the country for the period of September 1995 - April 2000. In addition to Tanzanian participants, KATC organized workshops about rice farming for extension officers and farmers from Kenya, Malawi, and Zambia. Major achievements of the Phase I Project were: 1) Farmers and extension staff linkages were strengthened; 2) Participatory extension was practiced, particularly through outreach training; and 3) Productivity increased with expertise transferred to the participant farmers. However, there remained some problems to be solved in order to increase the sustainability of the Project. They include: 1) Immediate and long-term evaluation of the training course was not systematically done; 2) Cost-sharing was difficult not only because extension officers and farmers do not enough funds but also because they are accustomed to allowances paid by donor-assisted projects and programs; and 3) It is not clear if Japan's technical cooperation significantly contributed to the strengthening of KATC's organization and management.

The Phase II Project focuses on irrigation schemes whose performance is poor despite heavy investment. KATC will select 40 sites from about 200 irrigated rice farming areas all over the country according to criteria such as: 1) the area's main agricultural activity is rice farming; 2) the area has modern irrigation facilities and water rights; 3) there is a relatively low incidence of flooding; and 4) farmers are eager to improve their rice farming practices for higher returns. The project is to study factors contributing to the poor performance, such as

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<sup>6</sup> For details of the training courses, as well as of the lessons learned through the Phase I Project, see Kiyoshi Shiratori, "Recommendations for Improving Agricultural Extension Activities in Irrigated Rice Farming Areas: Lessons Learnt from KATC Activities," Kilimanjaro Agriculture Training Centre, May 2001.

water management, cultivation techniques, working conditions, cooperative management, etc, and identify the training need of farmers, managers, and field officers. Based on the study results, KATC will establish 7-10 project sub-sites and formulate practical training curricula for extension officers and key farmers, as well as action plans to improve rice farming and livelihood in the project sub-sites. For the Phase II Project, JICA has dispatched five Japanese experts (chief advisor, coordinator, and extension and farmers training, rice cultivation and farming management, and irrigation management) to KATC.

Issues concerning extension and training raised by the Principal of KATC were:

- Cost for research-extension-farmer linkages is high. It is not clear if funds are made available. It is difficult to bring extension and research together.
- Extension staff is left with no information due to client-oriented research. Researchers go directly to farmers these days, skipping extension officers.
- Science and technology information is not freely accessible in the Internet.
- Training of farmers on marketing, input costs, etc. needs to be enhanced.
- Cost-sharing by farmers for extension services and training is still difficult due to low agricultural profitability.
- Poor roads impede farmers selling their produce, which leads them to make losses.
- A cross-boarder trade drive is important to improve agricultural profitability in Kilimanjaro, but traders should follow regulations
- Retraining of extension staff cannot be done due to budget constraints.
- The government has failed to reimburse funds, upon which has been agreed with donors.
- It is desirable to change Japan's policy to allow the utilization of granted farm machinery and equipment for income generation activities.

The Deputy Principal added the following points:

- The sustainability of ongoing projects and programs is low because guidance is not clear from the beginning.
- Another reason for low sustainability is that construction and maintenance are mostly done by donors, not by farmers. Farmers' participation in the planning for operation and maintenance is indispensable to ensure sustainability.
- Japanese experts are rather mechanistic and tend to focus only on construction. They do not really see how farmers should be organized. Farmers are "spectators." They just wait for Japanese experts to come and do something for their problems.

Issues concerning extension and training pointed out by the JICA experts of KATC were:

- The National Agricultural Extension Project (NAEP) II, assisted by the World Bank, and other training institutes in the country have different approaches and programs.
- Other national training institutes are virtually not functioning due to lack of funds.
- Although the training programs offered by KATC are low-cost, there is fear that the programs will collapse after the completion of JICA's support.
- Extension officers are paid low and no means of transport even for extension officers who cover more than one village.
- Extension officers cannot be good facilitators when provided with no new information.
- Budgetary constraints face many districts in providing extension services. The government must clarify what should and can be done at the district level.
- It is important but costly to strengthen research-extension-farmer linkages. The present situation can be improved if there is a flow of information among related institutes and sections of the government, for example, through the Internet.
- Training must be provided on a cost-sharing basis to make it sustainable and effective.

- It is almost impossible to improve the effectiveness of extension services under the existing system, even with substantial donor assistance, like NAEP II. Technology and knowledge do not reach farmers without fundamentally changing the existing system.

## 2. Implications for ASDP

- (1) Rural infrastructure development should be given high priority in ASDP.

It is expressed that the poor state or lack of rural infrastructure, particularly farm-to-market roads, is a cause of high transaction costs in general, transport costs in particular, for marketing outputs and procuring inputs. The RADAG team reassured that it is appropriate to give high priority to the improvement of rural roads. For more detailed discussions about rural roads, see "Back-to-Office Report: Field Visits to Regions of Morogoro and Iringa in November 5-8" prepared by the RADAG team.

- (2) Planning and implementation capacity at the district and sub-district level should be strengthened.

Weak planning and implementation capacity at the district and sub-district levels is a major impediment in rural development. It is also a central issue for realizing effective decentralization of public administration. It is particularly important to install accountable budget management and monitoring systems all the way from the central level to the village level.

There are various ongoing donor assisted training programs to strengthen local government authorities. On top of them, the actual planning process itself has a potential to be an arena for "learning by doing training". As part of ASDP, it is now under consideration to prepare a planning guideline (a guidebook in a sense) for the district and sub-district level administration. To use such a guidebook better in practice, relatively simple and straightforward activities such as rural road development could be earmarked as a focal sub-sector to exercise local-based planning.

- (3) It is important for Japan to share its experiences with other donors.

ASDS, as well as ASDP, is "an integral component of the ongoing macroeconomic and structural reforms that are being supported by Tanzania's multilateral and bilateral partners."<sup>7</sup> ASDS was in fact formulated through a participatory process coordinated by a task force that includes MAFS, MWLD, MCM, PO-RALG, PC, MF, PMO, and a selected representation of the donor community, i.e., JICA, DANIDA, DFID, Irish Aid, and EU. ASDP is being formulated under the same coordination. The donor community is to provide technical and financial assistance to the Tanzanian government based on ASDP. Therefore, it is important for the donors to share their experiences in the Tanzanian rural and agricultural sector for the efficient and effective implementation of ASDP. In particular, JICA and other ODA-related government agencies must learn lessons from the past experiences of other donors and, at the same time, acquaint other donors with their experiences, e.g., by making project evaluation reports available to other donors as other donors do for JICA officials and consultants.

Through visiting the Japanese-supported projects in Kilimanjaro, the RADAG team has

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<sup>7</sup> United Republic of Tanzania, *Agricultural Sector Development Strategy*, October 2001, p. 3.

learned that Japan has gained experience and accumulated knowledge about Tanzania's agriculture, though largely confined to irrigated rice farming, and that the experience, good or bad, is worth sharing with other donors. Japan's 20-year experience in Kilimanjaro is long and ripe enough to share with someone who is interested in improving the welfare of Tanzanian people, while Japan is still a "new-comer" to Tanzania compared to other major donors. Japan's experiences include some mistakes, but there are many useful in providing better assistance to ASDP. For example, KATC's training program that combines residential training with follow-up guidance and outreach training is effective in terms of costs and technology transfer and, therefore, can be publicized to other donors who also provide assistance for agricultural extension and training. It should be noted that the donor representatives with whom the RADAG team has interviewed also expressed a great interest in Japan's experiences for and views about rural and agricultural development in Tanzania.

### 3. Organizations/Persons Visited

19/11/2001: Dar es Salaam Mwanza

- 1) Tanzania National Roads Agency (TANROADS), Mwanza Regional Manager's Office  
Mr. E Korosso, Regional Manager
- 2) CRDB Bank Ltd., Mwanza Branch  
Mr. M.R. Sweya, Manager, Individuals Department
- 3) National Microfinance Bank, Mwanza Branch  
Mr. Jim M. Mundakega, Branch Manager

20/11/2001: Mwanza Misungwi

- 1) Mwanza Regional Administrative Secretariat  
Mr. Clemence Rutaihwa, Regional Administrative Secretary, Mwanza  
Mr. N. S. Kulwijila, Regional Agriculture Advisor
- 2) Lake Zone Agricultural Research and Development Institute (LZARDI)  
Mr. Peter Kapingu, Zonal Director  
Mr. G. B. Tungu, Social and Economic Research Officer  
Mr. Mongi, Social and Economic Research Officer
- 3) Misungwi District Council  
Mr. Kachima, Acting District Executive Director/District Agriculture and Livestock  
Development Officer
- 4) Mwagala Village, Misungwi District  
Mr. Peter Majo, Village Chairman  
Mr. F. Mhala, Village Executive Officer

21/11/2001: Mwanza Magu

- 1) CARE Tanzania's Magu District Livelihood Security Project  
Ms. Appia P. Mkoba, Technology Transfer Officer  
Ms. Pili Ndaki, Capacity Development Officer

Mr. Godfrey Paul Mkelemi, Economic Development Officer  
Ms. Joyce J. Kulwah, Field Officer  
Mr. Ntarishwa Niasita, Field Officer  
Mr. Gissels F. Banyenda, Field Officer  
Mr. Angelus P. Tungaraza, Field Officer

- 2) Magu District Council  
Mr. E. K. Maarugu, District Commissioner, Magu
- 3) Mwanza Regional Administrative Secretariat  
Mr. N. S. Kulwijila, Regional Agriculture Advisor  
Mr. Leo Kilangi, Regional Cooperative Advisor

22/11/2001: Mwanza Moshi

- 1) Lake Zone Agricultural Research and Development Institute (LZARDI)  
Mr. G. B. Tungu, Social and Economic Research Officer
- 2) Bank of Tanzania, Mwanza Branch  
Mr. D. D. Thewa, Deputy Director Economics  
Mr. K. W. Msemo, Assistant Manager, Domestic Accounts
- 3) FINCA Tanzania  
Ms. Winnie Terry, Financial Services Senior Supervisor

23/11/2001: Moshi

- 1) Kilimanjaro Agricultural Development Project (KADP)  
Mr. G. Moshi, Director  
Mr. Bakavi Mrisha, Chief, Agronomy Section  
Mr. Kenji Tamura, JICA Expert (Agricultural Cooperative Management)
- 2) Kilimanjaro Regional Administrative Secretariat  
Mr. P.O. Chikira, Regional Administrative Secretary, Kilimanjaro
- 3) Kilimanjaro Agricultural Development Project Area (Villages of Mabogini, Rau Ya Kati, Chekereni, and Oria, Moshi Rural District)
- 4) CHAWAMPU (Rice Farming Cooperative), Chekereni Village, Moshi Rural District  
Mr. Peter Shayo, Chairman  
Mr. Emmanuel S. Moshi, Accountant  
Mr. D. R. Kimicho, Advisor (Irrigation Officer, KADP)
- 5) Kilimanjaro Agricultural Training Centre (KATC)  
Mr. R. J. Shayo, Principal  
Mr. A.G. Pyuza, Deputy Principal/Head, Academic Department  
Mr. E. S. Massawe, Head, Administration Department  
Ms. Marie A. Mtika, Acting Head, Extension and Farmers Training Section  
Mr. Erasmus W. Mkojera, Head, Farming Development Section  
Mr. Kiyoshi Shiratori, JICA Expert (Extension and Farmers Training)

Mr. K. Ohara, JICA Expert (Rice Cultivation and Farming Development)  
Mr. Akinao Onishi, JICA Project Coordinator

6) Kilimanjaro Cooperative Bank (KCB)  
Mr. Alois Kittau, Chairman, Managing Committee  
Mr. John Kullayar, General Manager

7) Chekereni Consumer Cooperative Association  
Mr. Chonjo, Vice President  
Mr. Daniel Stephaen Moshi, Accountant

24/11/2001: Moshi    Namanga    Arusha    Dar es Salaam

#### **4. Participants of RADAG Study Team**

Mr. Kenji YAMADA	Deputy Project Manager of RADAG
Ms. Satoko EMOTO	Team Leader / Agricultural Development
Mr. Shigeki KAWAHARA	Public Administration and Institution
Ms. Naoko TORIUMI	Rural Finance
Mr. George TERAHARA	Rural Infrastructure
Mr. Franks KAMHABWA	Research Assistant / Agricultural Extension





## 資料 1 4 RADAG 説明文書



## RADAG

RADAG (Rural and Agricultural Development Advisory Group) was created by JICA headquarter Tokyo in March 2001. The main objective is to play advisory and supportive functions for JICA Tanzania Office in its promotion of a sector-wide approach in rural and agricultural sector in the country.

To this end, there are three specific functions that RADAG is undertaking.

First, RADAG has been and will be working as a part of the Secretariat for RDS, ASDS, and ASDP.

The second function of RADAG is to assist JICA for the formulation of its sector assistance program on rural and agricultural development in Tanzania. To this end, our team is now conducting a background study on the present situation of agricultural sector and Japanese aid projects in Tanzania. We plan to make our progress report presentation in mid-December, 2001 to personnel of Japanese ODA. Representatives of the Government of Tanzania, and of all other donors and international organizations are welcome to participate in this meeting.

The third function is to provide suggestions to the Government of Japan and JICA in terms of future direction of Japanese assistance to Tanzania or Africa in general. RADAG is now conducting a study for this purpose too. Some of the main topics include the present situation of sector-wide approaches and aid coordination in Tanzania, their strengths and weaknesses, future direction, and tasks ahead for Japanese Government and JICA in order to enhance the effectiveness of foreign aid.



## 資料 1 5 農業背景調査修正 TOR



**Background Study for Japan's Cooperation in  
Agricultural Sector Development Programme (ASDP) in Tanzania**

November 2001

**1. About ASDP**

In May 2000, the Ministry of Agriculture and Cooperatives (MAC)<sup>1</sup> of the Government of Tanzania launched the formulation of the Agricultural Sector Development Strategy (ASDS). In October 2000, the Ministry of Agriculture and Food Security (MAFS) set up a taskforce at the Food and Agriculture Sector Working Group (FASWOG), which includes MWLD, MCM, World Bank, EU, DFID, DANIDA, Irish Aid, and JICA, to discuss issues related to ASDS. In April 2001, MAFS contracted a Tanzanian consultant (BACAS/COWI) for the revision of Draft ASDS. ASDS was virtually finalized in October 2001, which will be followed by the formulation and implementation of Agricultural Sector Development Programme (ASDP).

**2. Objectives**

The Study is conducted for Japan to have better insights into conditions and issues of agriculture and rural development in Tanzania and thus to improve its coordination for the forthcoming ASDP. Among the others, it is particularly important for Japan to learn lessons from the past experiences of other donors. Specific objectives of the study are:

- (1) To identify key issues of agriculture and rural development in Tanzania in line with ASDS;
- (2) To assess characteristics of agriculture in each zone (as indicated in 3 below);
- (3) To suggest priority issues/sub-sectors/projects/programmes for Japan's cooperation in ASDP; and
- (4) To present options for Japan's cooperation in institutional arrangements for implementing ASDP.

**3. Study Areas**

The study covers the entire country, while the zonal analysis is limited to Mainland Tanzania (i.e., excluding Zanzibar and Pemba), divided into the following five geographical zones:

North-Eastern Zone:	Regions of Coast, Tanga, Morogoro, Arusha, and Kilimanjaro
Central Zone:	Regions of Dodoma, Singida, and Tabora
Lake Zone:	Regions of Mwanza, Shinyanga, Kagera, Mara, and Kigoma
Southern Highlands:	Regions of Iringa, Mbeya, Rukwa and Ruvuma
Southern Zone:	Regions of Lindi and Mtwara

**4. Members of the Background Study Team**

Name	Assignment
Ms. Satoko EMOTO	Team Leader / Agricultural Development
Mr. Shigeki KAWAHARA	Public Administration and Institution
Ms. Naoko TORIUMI	Rural Finance
Mr. Hiroshi YOSHIMURA	Agricultural Cooperatives and Marketing
Mr. George TERAHARA	Rural Infrastructure
Mr. Kiyotaka MIZUSHIMA	Irrigation and Water Resource Development
Mr. Exuper J. MOSHA	Research Assistant
Mr. Franks KAMHABWA	Research Assistant

<sup>1</sup> In November 2000, MAC was reorganized and divided into the Ministry of Agriculture and Food Security (MAFS), the Ministry of Water and Livestock Development (MWLD), and the Ministry of Cooperatives and Marketing (MCM).

Tanzania ASDS: Scope and Work Plan of Agricultural Sector Study

1.10.02

Study Items	Study Areas: Zones/Regions	Timeline																Person in Charge
		Oct.		Nov.				Dec.			Jan.			Feb.				
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	
(1) Overview of Tanzania's Agriculture																		
1) Agriculture in the Tanzanian Economy	Whole country																	Terahara
2) Natural Conditions and Agricultural Zones	ditto.																	Emoto
3) Trends of Agricultural Production	ditto.																	Yoshimura
4) Trends of Agricultural Export	ditto.																	Yoshimura
5) Trends of Domestic Consumption	ditto.																	Kawahara
6) Public Administration and Institution	ditto.																	Everybody
7) Issues for Development in Relation to ASDS	ditto.																	
(2) Characteristics of Agriculture and Rural Sector by Zone*)																		
1) Natural Conditions	North-eastern, Central, Lake, Southern Highlands, Southern																	Emoto
2) Socioeconomic Conditions (including institution)	ditto.																	Kawahara
3) Agricultural Production	ditto.																	Emoto
4) Marketing (including inputs and output)	ditto.																	Yoshimura
5) Rural Credit	ditto.																	Toriumi
6) Irrigation and Water Resource Development	ditto.																	Mizushima
7) Rural Infrastructure	ditto.																	Terahara
8) Supporting Services and Programs	ditto.																	Aizawa
9) Issues for Development in Relation to ASDS	ditto.																	Everybody
(3) International Cooperation for Agri. and Rural Development																		
1) Overview	Whole country																	
2) Multilateral Donors (World Bank, UNDP, EU, etc.)	ditto.																	
3) Bilateral Donors (DFID, DANIDA, Irish Aid, etc.)	ditto.																	
6) Japan: JICA	ditto.																	
8) NGOs	ditto.																	
(4) Priority Issues/Sub-Sectors/Projects/Programs in ASDP																		
1) (Example) Farmers Organizations																		
2) (Example) Micro Finance																		
3)																		
4)																		
(5) Institutional Arrangements for Implementation of ASDP																		
Progress Report Writing																		
Progress Report Presentation	Dar es Salaam																	

\*) Field Visits: North-Eastern Zone - Coast, Morogoro and Kilimanjaro  
 Central Zone - Dodoma  
 Lake Zone - Mwanza and Kigoma  
 Southern Highlands - Inga and Mbeya

\*\*) Week 1: October 22 - 26  
 2: October 29 - November 2  
 3: November 5 - 9  
 4: November 12 - 16  
 5: November 19 - 23  
 6: November 26 - 30  
 7: December 3 - 7  
 8: December 10 - 14  
 9: January 7 - 11  
 10: January 14 - 18  
 11: January 21 - 25  
 12: January 28 - February 1  
 13: February 4 - 8  
 14: February 11 - 15  
 15: February 18 - 22  
 16: February 25 - March 1



資料 1 6 援助政策ペーパー構成案



## アフリカに対する援助の議論の流れと基本的スタンス

### 1. アフリカの援助に関するこれまでの主な議論

#### 1) プロジェクト援助への批判

##### ドナー主導

- † プロジェクトの立案、遂行、評価がドナー主導
  - 1 現地政府のオーナーシップの欠如と不完全な情報の保有
  - 1 運営管理体制のための適切な支援配分が望めない
- † ドナー機関は各々が支援したい優先分野やコンポーネントを有し、受取国に強要
- † ドナーによる異なるアプローチが依拠する一貫性のない開発ビジョンとそれによるコンフリクト
- † ドナー主導による開発アジェンダがサブセクター間と融資対象（開発支出とリカレント支出）間の支出プライオリティの歪みを招く
- † 計画が過度に高度で複雑
  - 1 完璧性の追求
  - 1 先進国の基準を満たす
  - 1 セクター内で一貫性がなく、不統一な標準をもつ enclave を作り出す
  - 1 高度な計画のプロジェクトは、低開発国にとっては高価で、持続できない
- † 状況の変化に柔軟に対応できない

##### 分断化されたプロジェクト支援

- † あまりにも多くのプロジェクトが進行
- † 現地政府の機関／手続きを活用せず、それらの発展に貢献しない
- † ドナーによって異なる開発戦略、執行手順、会計システム
  - 1 開発担当機関の混乱
  - 1 稀少な人的資源の不必要な浪費
- † PMU の設置
  - 1 現地政府の能力不足からプロジェクトの遂行に設置
  - 1 政府の能力を多くの小さなユニットに分散させる
- † 開発努力の重複
- † 特定プロジェクトへの関心／資源の集中
  - 1 セクター全体に対する目配りの欠如
  - 1 プロジェクトの遂行に影響を与える全体の政策、制度的経済的環境、諸制約に対する関心の欠如

##### セクターレベルにおけるパフォーマンスとインパクトの弱さ

- † 短期的視野で enclave 型のアプローチは一貫したセクター政策、システム、予算の欠如を招く
- † 分散化したプロジェクトは政府の体制と人的資源への重荷となる
- † fungability により非優先項目への政府支出の流用を招く

## 2) Sector-wide Approaches (SWAPs)

### (1) メリット

- ・プロジェクト援助の多くの問題に対処することができる（世銀の事例研究から）

#### 政府の能力強化

- † セクターの監視、政策策定、資源配分
- † 包括的な計画と戦略の開発
- † セクターのための長期的なビジョンと戦略の開発

capital spending と recurrent spending 間の不均衡の排除

分権化された計画策定に貢献

- † district による 計画策定と district の計画能力の強化（エチオピアの教育／保健）

政策の進化、資源配分、成果のモニタリング間のリンケージの達成

ステークホルダーの協議と参加の強化

ドナー間の調整枠組の確立

いくつかの手続きの共通化が達成

- † 特に、共同審査体制、年間レビュー、共同報告体制

財政支援への移行

- † 例は少ないが、ドナーの資源をプールして政府予算を通じて使う財政支援へと移行しているものもある

上記の措置は外国援助による受取国の行政面での負担を軽減している

当該セクターへの公共資源の相対的シェアと絶対的量の増加に寄与

### (2) デメリット

- ・適用範囲国が限られている

安定（マクロ経済と政治的安定）した国

現地政府のコミットメント

- † 統合化されたアプローチを取る意志
  - † 協同作業プロセスへのコミットメント
- 制度能力

† プログラムの進展と実施を取り扱う最低限の制度的能力

・手続きの共通化（Harmonization）の困難性

ドナーにとって、自身の対内的手続きを変える必要がある  
共通化が容易な分野

- † 報告のフォーマットとタイミング
- † 共通のパフォーマンス指標
- † 合同ミッション
- † 技術協力の手続きと規範（日本は別？）

共通化が困難な分野

- † 調達
  - 1 the rule of origin
  - 1 showing the flag
- † financial management
  - 1 the greatest risk of waste or misapplication of funds
  - 1 ドナーによる厳格な説明責任の要求と現地政府の財政管理システムの弱さのギャップ

・予測性の問題

援助の予測性

- † 単年度主義との関連
- † ドナーの方針の継続性の問題
  - 1 指導者の交代による援助方針の抜本的な転換

現地政府の政策の継続性

- 1 指導者の交代による政策方針とコミットメントの変化

・直接財政支援の困難性（Pooling of Donor Funds）

SWPs の最終目的は、純粋な財政支援

- † ドナーの資源をプールすることによって、異なるドナーからの異なる資源は区別できなくなり、異なる目的のために用途を限定することはなくなる

プール化のメリット

- † 現地政府のオーナーシップの高揚
- † より良い予算計画のインセンティブ
- † 予算面での不均衡の可能性低減
- † 現地政府の手続きの強化
- † 迅速な disbursements
- † ドナーの資源を管理するコストの低減
- † 財政改革の機会の拡大

プール化の困難性

- † ドナー側
  - 1 リカレントコストや直接財政支援を供与する手段がない
  - 1 融資手続きやタイムテーブルを変更することが困難
  - 1 ドナーとしての資金のアイデンティティを失いたくない  
(ひも付き、あるいは raising the flag)
- † 途上国側
  - 1 予算編成過程が不適切で、優先順位の低い項目に流用される恐れ
  - 1 競争勢力が資金を予定された受益者にディスパースすることを妨げる恐れ
  - 1 It may not be possible to ensure full accounting of funds and the risks of wastage may be unacceptably high
- † プール化の前提条件として、資金が意図された通り使われ、透明性と説明責任が保証されなければならない
  - 1 途上国側にとってみれば、内政干渉の機会が拡大
- † 上記の結果、直接財政支援は総体としての援助量の減少を招くと推測される

## 2. SWAPs の経験

- ・セクター・ワイド・プログラムでファンドをプール化した例はごく稀である。

ザンビアの技術援助と保健ディストリクト・ファンド  
 バングラデッシュ保健セクタープログラム下の common disbursements  
 セネガル保健プログラム下のディストリクト・ファンド  
 ザンビア教育プログラムのための準備調査  
 ガーナ保健セクタープログラム

- ・これまでのほとんどのセクター・ワイド・プログラムはイアーマーク・ファンドである

## 3. 今後の方向性

- ・これまでの議論と SWAPs の経験から、今後とも SWAPs とプロジェクト援助の組み合わせられたものになると思われる。要は、各々の強みを活かして、国毎、セクター毎に実効性のある柔軟な取り組みが必要となる。
- ・プロジェクト援助の強みは以下のように考えられる

適用範囲が広い

デモンストレーション効果

† パイロット・プロジェクトと見なせば、現地政府が成功例を他地域に普及できる

ドナー側にとっては、援助を継続するインセンティブを維持

† 援助国にとっては、自国の宣伝、外交の一手段としての貢献

途上国側にとっては、様々なドナーの保有する経験、ノウハウ、技術へのアクセス

† 受取国にとっては選択肢の拡大

† 異なるドナーが有する異なる比較優位を活用できる

† 日本の例

1 日本の援助は、長期にわたる継続性、組織間協力、公的機関の能力開発重視、実務を中心とした技術移転、中堅実務者の能力開発重視、南南協力の重視、技術協力と資金協力の連携、経済成長と産業振興の重視等、欧米諸国の援助とは異なる特徴を有する。また、日本自身が欧米諸国にキャッチアップするために、欧米諸国の技術・制度を受容・応用した経験を有し、多くの途上国にとって関連性の高いノウハウを保有している。

1 途上国は、自国の社会に合った技術、ノウハウ、政策・制度を様々なドナーから受容し、自国に合ったスピードでキャッチアップを図ることができる。

- ・ただし、今後のプロジェクト援助は、これまでの批判に応えるものでなければならない。

途上国の利害関係者の参加に基づく、案件形成、計画、実施、評価

途上国政府のオーナーシップの尊重と能力強化

プロジェクトの数と規模の適正化

セクタープログラムに基づく、プロジェクトの位置付けの明確化

手続きの共通化の推進

PMU の設置をできるだけ排除

援助調整の強化

- ・ 処方箋の一般化（ドナーが共通に認識している）ができる分野は、できるだけ資金をプール化して援助を実施。
- ・ SWAPs の前提条件がある程度整い、LLDC で援助依存率が高い国に対しては、SWAPs への積極的な取り組みを行う。

その際は、イアーマーク付のコモンバスケットと其中でのプロジェクト援助、およびその他のプロジェクト活動と直接財政支援の組

み合わせとなる

コモンバスケット外でのプロジェクト活動／援助も、セクタープログラムの中での位置付けて行わなければならない、その意味で従来のプロジェクト援助のように他のドナーの案件と独立して行うことはできない。

#### 4. タンザニアの援助の流れと課題 (次回に詳細調査を行う)

##### ・ヘレイナ・レポート

1995年に発表された同レポートは、タンザニアに開発／援助界に大きな影響を与え、その後の援助の動きの枠組を作った。

主に以下のテーマに関する提言が行われている

- † オーナーシップに関する問題点
- † 援助協調の問題
- † タンザニア政府の責任
- † 当面する Risks と必要改善事項

- ・ 援助側に直接関わる提言は、大きくってローカル・オーナーシップの高揚と援助調整の強化である。笹岡氏によれば、「今の基本プロセス自体に反対ではないが、パートナーシップ重視に若干傾斜し過ぎ、その部分だけ若干オーナーシップが軽視されている」というのが、ヘレイナ・レポート後のドナーの動き。

上記の傾向を、タンザニア関係者、ドナー関係者へのヒアリングをもとに、特に、PRSP、RDP、RDS、ASDSなどの政策策定プロセスを分析することによって、検証する。

- ・ ヘレイナをはじめ、多くの学者、実務者はローカル・オーナーシップの重要性を、それ自体が好ましいこと以外に、効率の面で重視する。すなわち、現地側が(少なくとも実施者が)オーナーシップを持つプロジェクトやプログラムは、うまくいきやすく、持続する傾向にある。
- ・ しかし、ローカル・オーナーシップはそれ以上の意味を持ち、一国の開発の将来に決定的な影響を及ぼす。そのことを我が国の経験や、他国の経験のケースに取り上げ裏付ける。主なテーマは以下の通り。

##### 途上国の多様性

先進国の技術やノウハウはそのままでは移転できるものではない。国内社会の翻訳的適用をへなければならない  
開発の処方箋はどの国にも適用できる普遍性を持つものではなく、一国の固有の条件によって異なる。

- † 例えば、開発のアプローチに関して、従来のIMF／世銀はマクロ経済／財政、短期的成果、市場メカニズムを重視するのに対



して、日本は産業振興／市場育成、長期的成果、政府の役割の重視という大きな違いがある。

国の将来の責任を持つのはその国の政府であり、ドナーや国際援助機関ではない。

従って、決定的に重要なことは、開発の戦略を立て、その目的の達成のために自国の社会に合った技術、ノウハウ、政策・制度をどこから如何に取り入れるか、またどれ位のスピードで実施するかは途上国政府が最終的に決定すべきものである。



資料 1 7 農業背景調查：農業普及編



JAPAN INTERNATIONAL COOPERATION AGENCY (JICA)

Rural and Agricultural Development Advisory Group of JICA Tanzania Office  
(RADAG)

**Progress Report on  
A Study on Agricultural Extension in Tanzania  
in the Context of Agricultural Sector Development Programme (ASDP)**

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**1. Introduction**

The delivery of effective extension services is a key issue addressed in the Agricultural Sector Development Strategy (ASDS). It has set forth, in line with the decentralization policy, local government authorities (LGAs) will be primarily responsible for ensuring that extension services are adequately provided to smallholder farmers. Under ASDS, the private sector is also expected to play a larger complementary role in providing extension services. However, it is not clear whether extension services will be effectively delivered to smallholder farmers and can enhance their productivity and incomes under the proposed regime due to problems such as weak research-extension-farmer linkages, insufficient technical and administrative capacity, lack of infrastructure, budget shortages, low agricultural prices, etc. The objectives of this study are to review the present situation of extension services and to propose possible implementation arrangements for the services to be provided in ASDP.

**2. Preliminary Findings****(1) Post-independence Extension and NALERP (1989-1996)**

Agricultural extension services have gone through several restructuring processes since Independence. The strategies of post-independence extension included: 1) to target settlement schemes; 2) to focus on progressive farmers; 3) to establish farmers' training centers, and 4) to set up demonstration plots.<sup>1</sup> In 1972, extension, together with other government support services, was decentralized to regional development directors, but the process was reversed in 1982. It was not until 1989 that government could take substantial measures to revive extension, when it started the National Agricultural and Livestock Extension Rehabilitation Project (NALERP) with the financial and technical support of the World Bank and the African Development Bank (ADB).<sup>2</sup> This project created a unified crops and livestock extension service, provided a large number of extension officers with training, and adopted a modified T&V methodology with focus on farmer groups. While NALERP covered 13 regions, IFAD later supported the 4 regions of the Southern Highlands under the Southern Highlands Extension and Rural Financial Services Project (SHERFSP) along similar lines. Besides operating budget constraints, the system was faced by persistent problems such as the inability to provide advice to farmers in specialized technical areas and weak research-extension-farmer linkages.

<sup>1</sup> Bureau of Agricultural Consultancy and Advisory Service (BACAS), Sokoine University of Agriculture, *Sustainability of Agricultural Extension Services in Tanzania: Final Report*, Ministry of Agriculture and Cooperatives, December 1997, pp. 4-5.

<sup>2</sup> Ministry of Agriculture and Cooperatives and World Bank, *Tanzania Agriculture: Performance and Strategies for Sustainable Growth*, Dar es Salaam, February 2000, p. 135-136.

## (2) NAEP II (1996-2001): The Project Outline

The National Agricultural Extension Project Phase II (NAEP II) started as successor of NALERP in October 1996 with a World Bank-IDA loan of US\$31.1 million. Its objective is to continue to improve the delivery of extension services to smallholder farmers, basically along the same T&V model, for increasing their productivity and incomes, while enhancing its relevance, sustainability, and cost effectiveness. NAEP II initially covered 16 regions in mainland Tanzania but, in January 2000, was expanded to cover all the 20 regions, taking over the 4 regions that were under SHERFSP until December 1999, and Zanzibar after the Mid-Term Review, conducted also in December 1999. NAEP II consists of four main components; 1) institutional strengthening of extension and field services as well as additional provision of equipment; 2) extension education and training, including staff training, farmer training, training institutes, and training coordination; 3) communications support in the decentralization of information management to the zonal level; and 4) pilot initiatives to improve extension management, technology transfer, research-extension-farmer linkages, participation of other providers in extension delivery, seeds production and input supply, farmer empowerment, and gender impact.<sup>3</sup> Almost the entire operating costs of extension in the country have been provided by NAEP II (and SHERFSP until December 1999).

The Local Government Reform Programme, which started in 1997 and decentralized all extension services to the district level, has affected NAEP's implementation, while the Ministry of Agriculture and Food Security (MAFS) still has overall responsibility for the implementation. The Assistant Commissioner (later changed to Assistant Director) of Extension Services under Principal (Permanent) Secretary, as head of the Ministry's Extension Unit, is the principal officer-in-charge for program implementation.<sup>4</sup> A Project Steering Committee (PSC), which is headed by the Principal Secretary of MAFS, has been established for inter-ministerial coordination. The other members of the committee are the Principal Secretaries of the Ministries of Regional Administration and Local Government (MRALG, later reorganized to PO-RALG), Finance, and Community Development Women and Children, Prime Minister's Office, Ministry of Justice and Constitutional Affairs, Planning Commission, heads of departments of MAFS, and a representative each of the farmers, and other extension providers (e.g., NGOs and the private sector).

At the district level, NAEP II has established District Extension Steering Committees (DESCs), which are chaired by the respective District Commissioners and involve all relevant district officers, NGOs, and representatives of other stakeholders. The tasks of the DESC are to approve the annual work plans and budget for the district, review the extension program, secure local funds and cross-sectoral support, mobilize farmers, and generally coordinate activities.

## (3) NAEP II: The Mid-Term Review in 1999

The Mid-Term Review (MTR) of NAEP II, which was undertaken by a World Bank mission in collaboration with the MAFS (the then Ministry of Agriculture and Cooperatives, MAC) in December 1999, indicates that the impact had been "disappointing."<sup>5</sup> The MTR concluded

<sup>3</sup> World Bank, *Staff Appraisal Report, The United Republic of Tanzania: National Agricultural Extension Project - Phase II*, Report No. 15117-TA, June 5, 1996, pp. 4-7.

<sup>4</sup> *Ibid.*, p. 8.

<sup>5</sup> *National Agricultural Extension Project - Phase II, Mid-Term Review Mission (December 1999) - Final Aide Memoire*, January 2000, p.3.

that the major factors for the limited impact are related to “the Government’s unforeseen but welcome decision to decentralize implementation responsibility to the District Councils (DCs).” Those factors are: 1) the project was brought into co-implementation by the newly created MRALG; 2) the capacity within MRALG and the DCs was weak; 3) the absence of a strategic framework for extension; and 4) the decision to undertake extension activities in all districts, rather than to concentrate initial efforts on a few, priority districts. Other factors that had affected the project performance are: 1) Unfavorable weather (i.e., El Niño in 1997); 2) high prices of inputs; 3) barriers on free movement of food crops; 4) unavailability of credit; 5) extension methods that are not yet fully responsive to farmers’ needs; and 6) weak research-extension-farmer linkages. Based on the recommendations of the MTR, NAEP II was re-oriented to support the decentralization of extension services and has focused on capacity building of the DCs and the formulation of a vision/strategic framework for extension that is consistent with the changed institutional arrangements.<sup>6</sup>

#### (4) NAEP II: Performance since the Mid-Term Review

According to the Officer-in-Charge for Monitoring and Evaluation (M&E), NAEP’s performance has improved since the MTR mainly because of progress in the decentralization reform and partly because of favorable weather in the last few years.<sup>7</sup> The improvement has also brought about by concentration on 56 districts of the 114 districts nationwide. These districts were selected based on the criteria: 1) local government reform has been completed; 2) there is high agricultural potential; and 3) there is no extension activity supported by other donors. Due to the progress made, the Tanzanian government and the World Bank have recently agreed to extend NAEP II by one year so that it will be completed in December 2002.

However, interviews and observations made by the RADAG team in several regions indicate that the fundamental problems of extension have yet to be solved, such as lack of capacity of the DCs, low staff motivation, poor supervision, and inadequate technical expertise. These problems are often caused by budget shortages, specifically low salaries and lack of funds for regular training and necessary equipment. The aging of extension staff hampers updating and revitalizing agricultural extension in the country as a whole. For example, the Region of Kigoma has a total of 149 agricultural and livestock staff (including officers at the regional level), of which 19 were first appointed in 1990-1992, and no new recruitment since then. The MAFS-Extension M&E officer acknowledged that the aging of the exiting extension officers was a serious problem in improving the delivery of extension services.

Lowering or stagnated agricultural prices, as well as higher input prices, have significantly affected the impact of NAEP II in terms of both productivity and farm incomes, the latter in particular. Farmers’ incomes will decrease to a large extent, if the prices for their products decline by 30-40%, as has actually happened between 1996 and 2001 (Table 1), even when yields have increased by 10-20% as initially envisaged by the project. The price is a decisive factor. NAEP has not fully achieved the expected cost-sharing arrangements. An explanation given by the M&E officer is that the DCs and farmers are not willing to contribute to the costs for training and extension services. However, it is most likely that farmers’ unwillingness to pay is caused by the ineffectiveness of extension services in improving their productivity and/or profitability.

<sup>6</sup> The latter has resulted in: Ministry of Agriculture and Food (Security) and Ministry of Regional Administration and Local Government, *Agricultural Extension Reform in Tanzania: A Vision and Strategy Outline to Year 2010: Main Report*, December 2000.

<sup>7</sup> Information obtained through a personal interview conducted on December 12, 2001.

Table 1 Prices of Major Food Crops Received by Producers in 1996, 2000, and 2001

	(Tsh/kg, nominal prices)			
	Baseline Survey (1996)	Household Asset Survey (2000)	Household Asset Survey (2001)	Difference b/w 1996 and 2001
Maize	152	93	98	-35.5%
Pulses	368	223	205	-44.3%
Wheat	137	127	135	-1.5%
Paddy	283	179	180	-36.4%
Millet	153	161	178	16.3%
Sorghum	149	90	90	-39.6%
Cassava	127	151	102	-19.7%
Cotton	177	186	153	-13.6%
Simsim	263	215	200	-24.0%

Source: Ministry of Agriculture and Food Security, *Household Asset Survey Report Phase II NAEP II*, August 2001; and *Household Asset Survey Report Phase I NAEP II*, October, 2000, p. 15, respectively.

#### (5) A Case: Extension Services of Iringa District

There are approximately 4,500 extension officers in the country.<sup>8</sup> However, there are no systematic data available concerning extension services, such as the number of extension officers by region and district, by subject, by educational background, by sex, etc. since NAEP's Project Facilitation Unit is currently compiling such data. Therefore, it is difficult to draw a whole picture of what has happened and is happening to agricultural extension in Tanzania. Instead, the section briefly reports the situation of extension in Iringa District, Iringa Region based on the RADAG team's interviews with the Iringa Regional Agricultural Advisor (RAA), Acting Iringa District Agriculture and Livestock Development Officer (DALDO), Mazombe Division Extension Officer, and Ilula Sokoni Village Extension Officer (VEO) in early November 2001. In general, they all seemed to be actively engaged in extension activities, probably because of DANIDA-HIMA's long-term support in the region.

According to the DALDO, Iringa District has 20 Subject Matter Specialists (SMSs), mainly located at districts, and 154 extension officers, of which 143 are VEOs and others are Ward Extension Officers (WEOs). The district has 182 villages in total, of which 168 villages are provided with extension services. Some of the SMSs are attached to DANIDA-ASPS (including HIMA) and other donor-supported projects. District level officers normally hold university degrees or diplomas, division-level officers diplomas or certificates, and village-level officers certificates. Some VEOs are equipped with motor bicycles for work by HIMA and other donor-funded projects. VEOs' monthly salaries range from Tsh 45,000 to Tsh 90,000, while VEOs working for donor-supported projects may receive as much as Tsh 120,000 per month. There is a large difference in salaries between VEOs who work for projects and those who do not, though it may reflect their experience and expertise.

Iringa Region, together with Mbeya, Rukwa, and Ruvuma Regions, was covered by the IFAD-supported Southern Highlands Extension and Rural Financial Services Project (SHERFSP) until December 1999. NAEP II has since taken over SHERFSP as both operated along similar lines, as mentioned above. The DALDO reported that a World Bank rural development specialist had visited Iringa District for NAEP II and found that some materials that extension officers were supposed to receive under the project, such as stationery, had not been provided to them. He emphasized that most of the VEOs in the district lacked notebooks and pens only by which they could record their activities and observations. He was anxious to find how public extension services will be arranged upon NAEP's completion.

<sup>8</sup> Information obtained through a personal interview conducted on November 16, 2001.



## (6) Project Implementation under Budget Constraints

The Mid-Term Review of NAEP II revealed that expenditures at MAC headquarters had amounted to about 40% of total operating costs up to June 1999 and suggested that the operating expenditures at MAC and MRALG headquarters should be curtailed and 85-99% should be allocated to activities that would benefit farmers in rural areas. The RADAG team has found that as the operation goes down along the administrative line, i.e., from the central government to the DCs, NAEP-supported activities are actually less seen or heard. In the Region of Kigoma, for example, the RAA explained that under NAEP II, bi-monthly training for WEOs and VEOs was conducted by SMSs who had received quarterly training from research officers of the Western Zone Agricultural Research and Development Institute in Tumbi, Tabora. However, a VEO interviewed in Kasulu District, which has completed local government reform and is therefore covered by NAEP II, had not received any training since 1991. If the project benefit does not reach VEOs, it can hardly reach farmers, either, within the framework of NAEP II.

The large proportion of expenditures spent at the ministries' headquarters and intermediary administration is not a problem for NAEP II alone. Such a situation appears to be occurring in almost all the development activities in the agricultural sector as the total MAC budget has declined in absolute terms since the mid-1990s (Table 2). Along with the sharp decline in the total MAC budget, the local development budget went from an average of 17 percent of MAC expenditures in 1991-92 to 1 percent in 1996-97 (Table 3). Foreign support for MAC, which is all counted in the development budget, also fell significantly in the mid-1990s. The share of the MAC budget coming from foreign sources declined for the same period, implying an even larger drop in absolute funding because of the real decline of the MAC budget. This trend was aggravated by a falling share of government spending allocated to the MAC. Under these circumstances, the money borrowed for development projects, such as NAEP, may have been used to cover recurrent costs at the ministries' headquarters and thereunder.<sup>9</sup>

Table 2 Real Budget Allocations to Agriculture in Tanzania

	1990-91a	1991-92	1992-93	1993-94	1994-95	1995-96	1996-97	1997-98	1998-99 approved	1999-2000 est.	1991-92-1998-99 total
(million 1998-99 Tsh)											
Total vote	57,293	64,432	71,001	62,696	63,252	40,161	26,420	21,829	37,047	44,421	386,839
(percent)											
Administration	33	10	10	10	5	4	9	13	29	32	13
Crop development	4	47	39	44	47	55	49	48	34	36	42
Research & development	29	25	34	22	30	18	10	15	15	12	20
Cooperative	0	6	5	6	3	4	5	9	4	4	5
Food security	0	0	0	7	5	6	12	11	3	3	5
Livestock development	33	12	12	12	9	13	16	4	15	13	13
Total	100	100	100	100	100	100	100	100	100	100	100

a: 1990/91 distribution by sector includes only recurrent expenditure because development expenditure figures are not allocated by sector.

Note: Total vote includes recurrent and development expenditure. "Administration" includes policy and planning. "Crop development" includes input trust funds. Totals may differ by 1 percent from 100 due to rounding error.

Source: Calculated from figures supplied by the Ministry of Agriculture and Cooperatives; as shown in World Bank and International Food Policy Research Institute, *Agriculture in Tanzania Since 1986: Follower or Leader of Growth*, Washington D.C., June 2000, p. 14.

<sup>9</sup> There was a criticism related to the Soil Fertility Recapitalization and Agricultural Intensification Project (SOFRAIP), supported by the World Bank. That is, a World Bank loan targets not an operation but a "a systematic array of organs - ministries, departments, units, auxiliaries from central government to ward councils.... In reality it is bureaucrats who need to see the benefits." *The Guardian*, December 3, 2001, p. 8.

Table 3 Sources of Funding for Government Spending on Agriculture in Tanzania (Percent)

	1990-91	1991-92	1992-93	1993-94	1994-95	1995-96	1996-97	1997-98	1998-99 approved	1999-2000 est	1991-92-1998-99 total
Recurrent	29	51	43	45	37	64	89	74	41	35	49
Development (local)	17	17	13	4	4	7	1	3	3	5	5
Foreign	54	32	44	51	60	29	10	23	56	59	46
Total MAC/total government	5.1	4.3	3.6	3.6	4.3	3.6	2.7	2.1	4.1	3.8	3.5
Other rural sector/total	0.7	3.5	2.2	5.2	3.7	1.3	1.5	2.4	2.9	2.1	2.6

Source: Calculated from figures supplied by the Ministry of Agriculture and Cooperatives; as shown in World Bank and International Food Policy Research Institute, *Agriculture in Tanzania Since 1986*, Washington D.C., June 2000, p. 15.

The problem of headquarter expenditures affects development activities across the board but probably more seriously extension because it does not have tangible output and inevitably involves training and oversight at various levels of the government. It is necessary to curtail unproductive expenditures such as allowances and additional incentives because the lead Ministries must eventually make arrangements on their own for the effective and efficient delivery of extension services to enhance agricultural production and incomes, albeit it can contract out some services to the private sector.

#### (7) Kilimanjaro Agricultural Training Centre (KATC)

KATC was established in July 1994 in cooperation with JICA for the purposes of disseminating the successful experience of Lower Moshi farmers to other rice farming areas in the country. It is one of the national agricultural training institutes under MAFS. Following the Phase I Project in 1994-2001, KATC started the Phase II Project in October 2001, which will be completed in September 2006. Throughout the two phases, JICA sends technical advisors and provides facilities and equipment. KATC's major activity is to provide training to extension officers and other government technical staff and farmers in the fields related to rice farming, e.g., cultivation techniques, water management, mechanization, tractor operation, etc.<sup>10</sup> It also conducts courses funded by other irrigation projects, e.g., the River Basin Management Smallholder Irrigation Improvement Project (RBMSHIP), supported by the World Bank.

Approximately 2,000 people attended the residential training courses at KATC and outreach on-farm training courses all over the country for the period of September 1995 - April 2000. In addition to Tanzanian participants, KATC organized workshops about rice farming for extension officers and farmers from Kenya, Malawi, and Zambia. Major achievements of the Phase I Project were: 1) farmers and extension staff linkages were strengthened; 2) participatory extension was practiced, particularly through outreach training; and 3) productivity increased with expertise transferred to the participant farmers. However, there remained some problems to be solved in order to increase the sustainability of the Project. They include: 1) immediate and long-term evaluation of the training course was not systematically done; 2) cost-sharing was difficult not only because extension officers and farmers do not enough funds but also because they are accustomed to allowances paid by donor-assisted projects and programs; and 3) it is not clear if Japan's technical cooperation significantly contributed to the strengthening of KATC's organization and management.

<sup>10</sup> For details of the training courses, as well as of the lessons learned through the Phase I Project, see Kiyoshi Shiratori, "Recommendations for Improving Agricultural Extension Activities in Irrigated Rice Farming Areas: Lessons Learnt from KATC Activities," Kilimanjaro Agricultural Training Centre, May 2001.

The Phase II Project focuses on irrigation schemes whose performance is poor despite heavy investment. KATC will select 40 sites from about 200 irrigated rice farming areas all over the country according to criteria such as: 1) the area's main agricultural activity is rice farming; 2) the area has modern irrigation facilities and water rights; 3) there is a relatively low incidence of flooding; and 4) farmers are eager to improve their rice farming practices for higher returns. The project is to study factors contributing to the poor performance, such as water management, cultivation techniques, working conditions, cooperative management, etc, and identify the training need of farmers, managers, and field officers. Based on the study results, KATC will establish 7-10 project sub-sites and formulate practical training curricula for extension officers and key farmers, as well as action plans to improve rice farming and livelihood in the project sub-sites. For the Phase II Project, JICA has dispatched five Japanese experts (chief advisor, coordinator, and extension and farmers training, rice cultivation and farming management, and irrigation management) to KATC.

(8) Agricultural Extension Reform in Tanzania: A Vision and Strategy Outline to Year 2010

Based on the suggestion by the Mid-Term Review of NAEP II, in March 2000, MAC set up a task force to formulate a strategy outline that would guide agricultural extension reform in Tanzania with a vision to the year 2010. The rationale for reform is that past and current efforts made by the government and the donor community have not brought about a significant impact on the standards of living of the rural poor. Agricultural extension in Tanzania is characterized by: 1) lack of ownership by farmers; 2) unresponsiveness to farmers needs; 3) poor farmer-extension-research linkages; 4) poor intersectoral linkages; 5) poor agricultural support services and inadequate macro-economic policies; 6) low efficiency – questionable sustainability (over reliance on donor money); and 7) wide criticism by farmers, donors, and other stakeholders. The government decision to decentralize the services to LGAs also necessitates the reform of agricultural extension.

The task force that consisted of officers of MRALG, MAC, Planning Commission and a professor of SUA carried out: 1) review of performance of extension; 2) field work; 3) stakeholders' workshops; 4) consultancy studies; and 5) needs assessment studies for various districts. The final report was published as "Agricultural Extension Reform in Tanzania: A Vision and Strategy Outline to Year 2010" in December 2000.<sup>11</sup> Its vision is as follows:

The agricultural extension services in Tanzania should, by the year 2010, be participatory, demand driven, carefully targeted, cost-effective, gender sensitive and provided in a collaborative and coordinated way involving various stakeholders, including the beneficiaries so as to enable the farming and pastoral communities to utilize available resources in an effective and sustainable manner in order to improve their incomes and overall standard of living.

The strategies formulated by MAC for agricultural extension reform are presented in Table 4.

While the attempt to formulate strategy for agricultural extension reform must be highly appreciated, the key words are conventional and indicate that the underlying ideas are "heavily influenced by western thoughts/models of development"<sup>12</sup> and the formulated strategy, as well as activities, is something that restates previous strategies. It is necessary to

<sup>11</sup> Ministry of Agriculture and Food Security and Ministry of Regional Administration and Local Government, *Agricultural Extension Reform in Tanzania: A Vision and Strategy Outline to Year 2010: Main Report*, December 2000.

<sup>12</sup> *Ibid.*, p. 7.

draw a concrete, feasible plan of action for agricultural extension reform in the Tanzanian context (i.e., by using words that can describe the reality of Tanzania's rural society).

**Table 4 Strategies for Agricultural Extension Reform in Tanzania**

Key Words	Strategy
Carefully targeted	1. Identifying interventions according to farmers' needs and take into account the different environment (ecological, social, economical) of farmers, both rural, urban and peri-urban as well as pastoral communities. 2. Empowering communities to prepare programmes and plans of action related to specific farming systems and target group needs.
Demand driven	3. Capacity building of all actors, and especially the beneficiaries in order to make them demand extension services. 4. Establishing and promoting agricultural information system. 5. Ensuring the extension services are known and of high quality, matching the demand of beneficiaries in a given area.
Cost effective	6. Establish competent multidisciplinary ward facilitation teams. 7. Developing and strengthening equitable cost sharing mechanisms. 8. Creating conducive environment for private sector participation. 9. Developing extension approaches and methodologies, which have a wide outreach and are affordable by the beneficiaries. 10. Mobilizing resources within an outside the country to facilitate the delivery of extension services.
Participatory	11. Adopting and institutionalizing participatory methodologies in the delivery of extension services. 12. Introducing participatory skills in the curriculum of training institutes, provision of training to extensionists in participatory approaches.
Collaborative/Coordinated	13. Developing an institutional framework that will foster collaboration and coordination of all actors. 14. Promotion of information sharing, rationalization of functions and resource allocation.
Gender sensitive	15. Mainstreaming gender issues in extension work.
Sustainability	16. Empowering communities and their organizations in management of natural resources. 17. Empowering communities and their organizations in the ownership of extension programmes. 18. A shared vision for extension among the leadership of different stakeholders. 19. Participation in cost sharing by the beneficiaries. 20. Pluralism in the funding and delivery of extension services. 21. Willingness by farmers to provide extension services to fellow farmers.

Source: Ministry of Agriculture and Food and Ministry of Regional Administration and Local Government, *Agricultural Extension Reform in Tanzania: A Vision and Strategy Outline to Year 2010: Main Report*, December 2000, pp. 30-31.

#### (9) Areas to be Further Studied/Reported

Some areas, e.g., the decentralization process of public extension services and its consequences and the extension activities of NGOs, are to be further studied and reported.

### 3. Implications for ASDP

#### (1) Learn from the lessons of NAEP II

There are many lessons that can be learned from the implementation of NAEP II, as well as its predecessor NALERP, to deliver extension services more effectively and efficiently to

smallholder farmers. One example is the concentration of extension efforts on relatively better coordinated districts with higher agricultural potential, at least in the initial stage. Another is the allocation of more funds to LGAs, rather than to ministries' headquarters, so that they can choose alternative, more efficient, providers by using the funds. Based on the experience gained through NALERP and NAEP, MAFS has conducted a series of studies<sup>13</sup> and formulated strategy for agricultural extension reform to the year 2010. There are views that it is not possible to improve the effectiveness of extension services under the existing system, even with substantial donor assistance, and that technology and knowledge do not reach farmers without fundamentally changing the existing system. However, it would be even more costly to start from scratch and thus better to make efforts to improve the existing system by utilizing available resources and assets. In fact, there are many competent government extension officers who are working for NGOs and donor-assisted projects because of lack of funds, promotions, and incentives within the public sector. They could otherwise contribute to the improvement of extension services by the government. ASDP must design an operational framework for post-NAEP extension based on these lessons.

## (2) Learn from Uganda-NAADS's experiences

Within the framework of the Poverty Eradication Action Plan (PEAP), the Government of Uganda formulated the Plan for Modernization of Agriculture (PMA) in August 2000. Its main mission is to "eradicate poverty by transforming subsistence agriculture to commercial agriculture."<sup>14</sup> In other words, the PMA is to transform the agricultural sector to one that is: 1) competitive, with lower unit costs of production and marketing; 2) technology based by adoption of improved farming practices; 3) diversified with higher value and higher demand for all agricultural products; 4) export oriented but at the same time ensuring food security in all households; and 5) capable of increasing productivity of land and labor. Its priority areas for action are research and technology development, extension, agricultural education, rural finance, agro-processing and marketing, sustainable natural resource management, and physical infrastructure. PMA's objectives and priority areas are very similar to ASDS's.

The National Agricultural Advisory Services (NAADS) is "a decentralized, farmer-owned and private sector serviced extension system" contributing to the PMA objectives. The complete privatization of extension services may be difficult in Tanzania, at least in the short run, since its area is nearly four times Uganda's, productive centers are located apart all over the country, and road infrastructure is less developed and thus service and input costs are generally higher. Although they may not be fully applied to agricultural extension in Tanzania, it is worth studying NAADS's approach and implementation arrangements because they are designed against long-standing institutional constraints comparable to Tanzanian's, such as weak research-extension-farmer linkages, uncoordinated and non-participatory extension services, bureaucracy in service provision, low responsiveness to farmers' needs, and lack of financial an performance accountability.<sup>15</sup> In particular, NAADS's funding mechanism (Figure 1) would be useful, if Tanzania intends to finance its decentralized extension services, whether public and private, by donor-assisted common-basket funds and local matching funds.

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<sup>13</sup> For example, Ministry of Agriculture and Cooperatives, *Assessment of Performance of Past and Current Agricultural Extension Providers in Tanzania*, August 2000.

<sup>14</sup> Ministry of Agriculture, Animal Industry and Fisheries, *Plan for the Modernization of Agriculture: Eradicating Poverty in Uganda*, August 2000, p. 30.

<sup>15</sup> National Agricultural Advisory Services (NAADS), *Programme Implementation Manual*, September 2001, pp. 7-8.

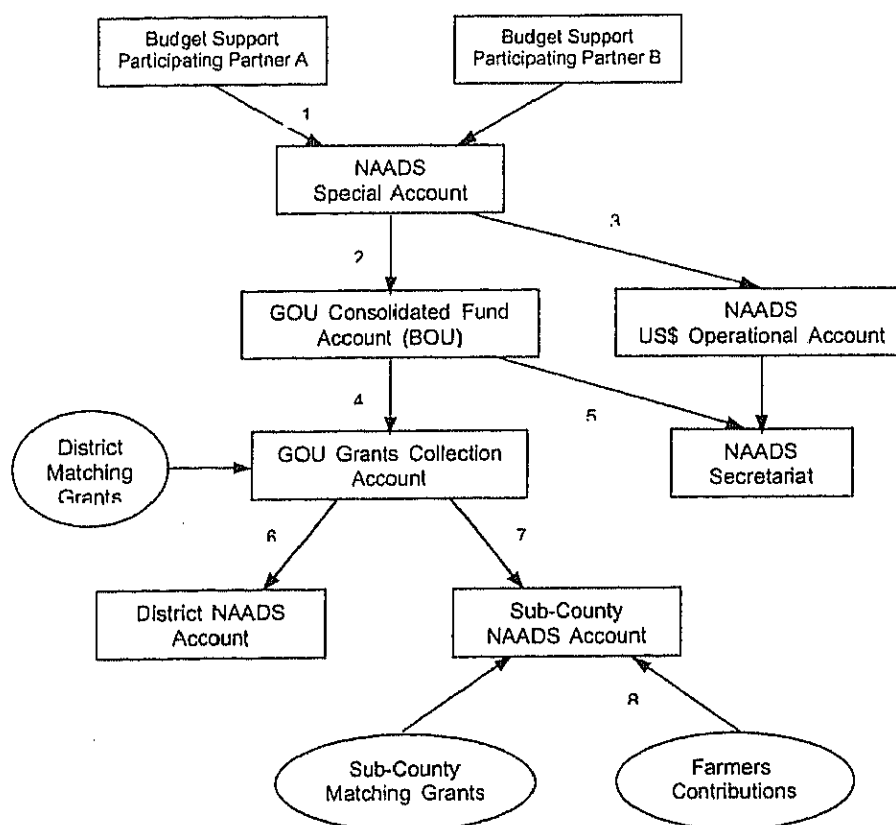


Figure 1 NAADS Programme Common Flow of Funds Mechanism

Notes:

1. All donors providing Budget Support will release funds to the Special /Budget Support forex a/c in the Bank of Uganda (BOU). Releases will be based on a set of triggers.
2. Funds will be released to the GOU Consolidated Fund a/c at BOU in UG. Shs. Trigger for release of funds to Consolidated a/c will be Statement of Release of counterpart funds from the GOU Consolidated Fund. Transfer of funds from the Consolidated a/c to NAADS Executive and District Grants Collection a/c should be within a period not exceeding two days after receipt from the forex a/c.
3. NAADS Secretariat will operate a separate US\$ Account to facilitate transactions in US\$ directly. The Accounting Officer will be the NAADS Executive Director.
4. Funds will be disbursed to the GOU Grants Collection a/c at the District under the Poverty Alleviation Fund (PAF) Conditional Grant Guidelines.
5. NAADS Secretariat will be established with a separate Budget Vote. The Budget Vote Holder/Accounting Officer will be the NAADS Executive Director.
6. Funds will be disbursed from the Collection a/c to the District NAADS a/c within a period not exceeding five days from date of receipt from the GOU Consolidated a/c. The trigger for disbursement of funds to the District NAADS a/c is the availability of the District Matching Grant on the a/c.
7. Funds will be disbursed to the Sub- County NAADS a/c. The trigger for disbursement of funds to Sub- County NAADS a/c is availability of the Sub - County Matching Grant on the a/c.
8. Farmers' contributions (2% of total annual budget) will be deposited on the Sub - County NAADS a/c. This will be a trigger for disbursement of funds to the Sub - County NAADS a/c.

Source: National Agricultural Advisory Services (NAADS), *Programme Implementation Manual*, September 2001, p. 49.

(3) Apply the KATC model to strengthen research-extension-farmer linkages

KATC's training program that combines residential training with follow-up guidance and outreach training is effective in terms of costs and technology transfer and, therefore, can be considered as one of the extension models applied in ASDP. The KATC model will also be useful in strengthening the research-extension-farmer linkages if it is practiced by the zonal agricultural research and development institutes. The former zonal agricultural research and training institutes were restructured into the zonal R&D institutes along the reorganization of the Department of Research and Training under MAC into the Division of Research and Development under MAFS. However, there are still training facilities and technical expertise (research scientists) in those institutes and their client-oriented research will be facilitated through providing both residential training at the institutes and outreach training on farms. The cost-sharing arrangements can help research officers overcome the budget shortages that constrain them from participation in training for extension officers and farmers. Both sides, research and extension, will benefit from the KATC model.

(4) Prepare concrete action plans for selected/focused areas of agricultural extension.

"Agricultural Extension Reform in Tanzania: A Vision and Strategy Outline to Year 2010" has set forth a vision, strategies, and activities for agricultural extension reform. These strategies and activities should be incorporated into ASDP. However, the "Vision and Strategy" covers a wide range of activities and it is important to focus on the activities that of great urgency, feasible and cost-effective in formulating and implementing action plans for extension services to be provided under ASDP. Such activities may include: 1) establish funding mechanisms for decentralized extension services (including matching funds by LGAs and farmers' contributions); 2) identify services for cost-sharing and develop mechanisms for cost-sharing; 3) identify services for privatization and list possible providers; 4) strengthen research-extension-farmer linkages by involving the zonal agricultural R&D institutes; and 5) establish monitor and evaluation. It is highly significant to draw concrete action plans for these activities based on the actual conditions of LGAs and farmers in Tanzania so that it would be useful and feasible at all levels from the central government through district councils to villages.

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JAPAN INTERNATIONAL COOPERATION AGENCY (JICA)  
Rural and Agricultural Development Advisory Group of JICA Tanzania Office  
(RADAG)

**Discussion Paper**  
**Agricultural Sector Development Programme (ASDP) of Tanzania**

**Public Administration in Tanzania in the Context of Implementation of Agricultural  
Sector Development Programme (ASDP)**  
**(Draft)**

December 2001

Shigeki Kawahara, Public Administration

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## 1. Introduction

Tanzania is in the middle of institutional reform of the government sector. The Local Government Reform Programme (LGRP), a 6-year plan started in 1999, is a major on-going programme for the public sector reform. The vision on local government is that local government institutions should be free to make policy and operational decisions consistent with government policies without interference by the central government or its institutions. Under this arrangement, the role of the central government should be restricted to formulation of policy and provisions of a regulatory and monitoring framework.<sup>1</sup>

On the other hand, under the new system, local government authorities (LGAs: district and sub-district level of local governments) will be given extensive range of autonomy in many areas of public service provision. Given this decentralised settings will be in place, it is assumed that most of the responsibilities for implementation of real activities and funds to finance them under Agricultural Sector Development Programme (ASDP) are to be in hands of LGAs. In practice, however, LGAs should be strengthened in many ways to make them functioning realities. The objectives of this study are to review the present situation of local government reform and present some key implications for ASDP.

## 2. Recent Moves of Decentralisation in Tanzania

### 2.1 The Local Government Reform Programme : New settings of decentralisation

In short, LGRP is the programme to decentralise functions of the government sector in Tanzania. It has changed relationship between the Central Government and Local Government Authorities (LGAs). Before the reform, LGAs are part of a top-down administrative mechanism to implement central government programmes. A hierarchy of authority was uni-linear starting from Central Ministries, Regions, Districts, Wards, and to Villages. After reform, LGAs are independent from Central Ministries and Regions. New settings are as summarised in the figure below.

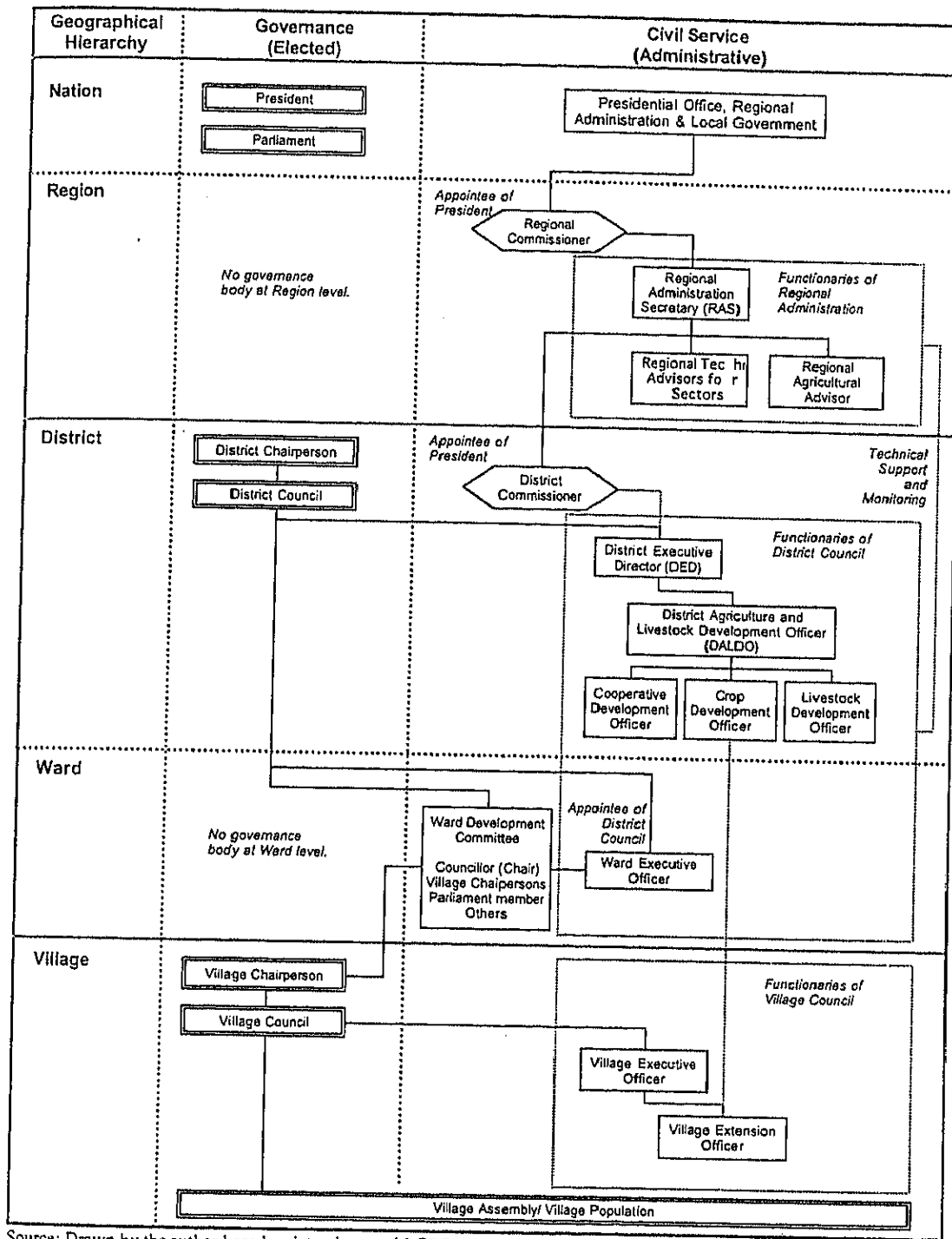
Regions were once cores of administrative arms of the central government and direct service providers to the population. At present they are transformed to organisations for monitoring and technical advise to the districts.

Districts and villages are recognised as local units of governance. They have the District or Village Councils of which members, the Councillors, are elected by the population. Among the councillors the District or Village Chairperson is elected as a leader. By and large, the Council is "the Local Government". The District Executive Director or the Village Executive Officer is the chief of administrative arms of respective level of the Council.

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<sup>1</sup> Ministry of Regional Administration and Local Government (present PORALG), *Local Government Reform Agenda 1996-2000*, October 1996.





Source: Drawn by the author based on interviews and LGRP reports.

Figure 1 : New Local Government Structure of LGRP

Unlike the district and village, the ward does not have either a democratically elected leadership nor organ. The ward is actually an administrative arm of the district council rather than a unit of governance. There are functionaries who manage the ward under the direction of the Ward Development Committee (WDC). The district councillor representing

the ward is the Chairperson of WDC. The secretary of WDC is the Ward Executive Officer (WEO) who is an appointee of the District Council. The WDCs do not have their own staff nor source of funds. They entirely depend upon the funds and staff seconded from district councils. Members of WDC include the district councillor from the ward, all village chairpersons, (*Mitta* chairpersons in urban areas), and other appointed members. The main function of the WDC is to ensure the implementation of the decisions and policies of the district council at the sub-district level.

## 2.2 Principles of the Reform

In the reforms there are following general principles of relationships between different levels of administrations.

- Financial transfers will be direct from the Ministry of Finance to each LGA (no disbursement through line ministries, see figure below).
- Central government can intervene LGAs only through Legislation and policies.
- Any legislation with an impact on LGAs must be negotiated with the LGAs representatives before it is passed.

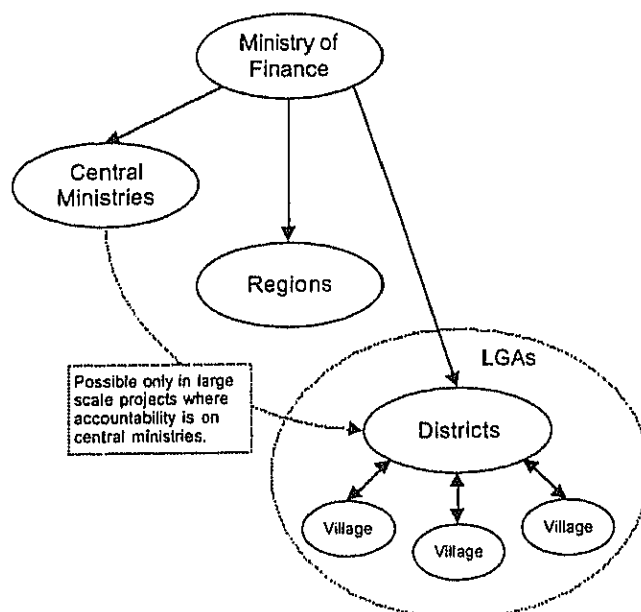


Figure 2: Financial Transfers to Different Levels of Administration

Many functions and responsibilities of the ministries and Regional Administrations have been shifted to LGAs. LGAs now have responsibility for primary education, secondary education, primary health care, district hospitals, water and sanitation, land use planning, feeder roads and community roads, agricultural extension services, environmental protection, and etc. In line with this change in functions, majority of technical personnel in Regional Secretariat Office have been transferred to districts.<sup>2</sup>

It is intended that the quality of and access to these public services are improved when these are provided through or facilitated by local authorities. This is based upon the idea that decentralisation will provide following opportunities for local people.

<sup>2</sup> In case of Mwanza Region, technical officers had been reduced from 250 to 80.

- To find local solutions to local development problems.
- To influence and participate in decision making and priority setting for own communities.

### 2.3 Outline of LGRP

To realise decentralisation, LGRP consists of following six components.

- Governance: to establish broad-based community awareness of and participation in the reform process and promoting principles of democracy and accountability.
- Restructuring of Local Authorities: to enhance abilities of local authorities to deliver services in good quality and in a sustainable manner.
- Local Government Finance: to increase the resources available to LGAs and improve efficiency of their use.
- Human Resource Development: enhance accountability and efficiency of manpower of LGAs.
- Institutional and Legal Framework: to reform institutional settings of LGAs and to enable relevant legislation and amendments to support LGRP process.
- Programme Management: to support effective management of the LGRP.

Each components consists of various sub-components of activities and step-wise work items including formation of "Council Reform Team", "Stake Holder Workshop", "Formulation of Strategies and Performance Indicators", "Implementation Plan" and etc.<sup>3</sup>

The implementation schedule of LGRP is as shown in the following figure.

		Year 1999				Year 2000				Year 2001				Year 2002				Year 2003				Year 2004				
		Qtr 1	Qtr 2	Qtr 3	Qtr 4	Qtr 1	Qtr 2	Qtr 3	Qtr 4	Qtr 1	Qtr 2	Qtr 3	Qtr 4	Qtr 1	Qtr 2	Qtr 3	Qtr 4	Qtr 1	Qtr 2	Qtr 3	Qtr 4	Qtr 1	Qtr 2	Qtr 3	Qtr 4	
Phase 1	Preparation																									
	Mobilization																									
	Implementation																									
	Evaluation																									
Phase 2	Mobilization																									
	Implementation																									
	Evaluation																									
Phase 3	Mobilization																									
	Implementation																									
	Evaluation																									
Consolidation																										

Source: LGRP Action Plan and Budget 1999-2004

Figure 3: Local Government Reform Programme (LGRP) Implementation Schedule

Implementation of LGRP is divided into three phases. There are 114 districts in Tanzania. In Phase 1, 38 district councils have been chosen to begin with. These 38 districts are considered to have relatively strong financial bases of their own. In Phase 2 and Phase 3, 45 and 31 district councils respectively are planned to follow.

<sup>3</sup> For detail, see Jinelly Sungura, *The Assessment of the Changes and Impact of Local Government Reform Programme on Local Government Authorities: Progress Report for JICA*, February 2001.

## **2.4 Status of Implementation of the LGRP**

At present (as of November 2001), implementation of LGRP is far behind the schedule (at least 3-6 months behind). Phase 1 will not be completed at the end of 2001.

In addition to delay of LGRP implementation, officials in several Regional Administration Secretariat and Districts raised following matters as prevailing issues related to on-going decentralisation.

- Limited acceptance of changes: Among staff members of government agencies, the significance of decentralisation is not fully understood and realised as it is intended to be;
- Lack of management capacity at the district level: Management capacity of District Councils is often limited in terms of planning and implementation; and
- Revenues of districts are limited and thus still much depend upon the budget allocated by the central government. Therefore, there is lack of logistics, especially transport and communication facilities.

The following points are also raised as possible options to strengthen districts.

- Put right people at the district level: Human resources of most districts are seriously limited. More professional and technical people are needed at the district level, rather than at the regional level.
- It is necessary to set certain qualification or guideline to become a district council member.

## **3. Major Issues in Public Administration in the Context of ASDP**

Issues of public administration in Tanzania in the context of ASDP are boiled down to following two major aspects.

Firstly, Government expenditure programs are severely under-funded due to revenue short-falls. It is quite unlikely to find quick solutions to this structural problem, and thus needed to go step by step to install self-funding capacity. For the time being Tanzania's Government budget continues to depend upon external funding from the donor countries.

Secondly, there are many issues of institutional capacity. For short to medium term, the core of concern is whether the expected increase in external financing will yield the intended results, with a degree of accountability and transparency needed to introduce new forms of financing, namely budget support and sector-wide programs (ASDP is the one for agriculture sector).

### **3.1 Lack of Financial Capacity**

#### **3.1.1 Weak Revenue Basis**

In Tanzania, the most fundamental issue is a simple fact that total amount of revenue is far short of required expenditure. Approximately 80% of public investment are financed by external sources that are mostly financial assistance by the donor countries. Local revenues are not sufficient even to finance recurrent expenditure such as salaries for civil servants.

For example, given the fact that "daily subsistent allowance (DSA)" that are largely financed by project expenses often far exceed nominal wages of civil servants and account for major part of total incomes of officers who are seconded to donor assisted projects.

It is obvious that Tanzania cannot continue to be financed in such a way in longer term. Improving planning and expenditure management is indispensable yet only a half way of doing thing. Tanzania needs to have a long-term prospect to have a better feedback link that brings more tax and other government revenues when an economy grows. In practice, a recent trend is not following this line. Total revenue as a percentage of GDP continued to drop from the peak of 13.5% in FY97 to 11.2% in FY00.<sup>4</sup>

The cause of decline is explained as follows: " substantial reductions in external taxes, relatively large tax incentives for new investments, the continued downsizing of the parastatal sector, and sluggish private sector growth which has not yet yielded enough revenue to compensate for lost revenues from the shrinking parastatal sector."<sup>5</sup> Increasing government revenue is the key challenge to restore essential Government's role of providing infrastructure services, and basic social services. It is important to note that this issue in financial capacity is deep rooted in any aspect of public administration in Tanzania whereas revenue mobilisation as a whole is beyond the scope of Agricultural Sector Development Programme.

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<sup>4</sup> Government of Tanzania and the World Bank, *The United Republic of Tanzania: Public Expenditure Review* FY00, January 2000.

<sup>5</sup> *ibid.*

### 3.1.2 Agricultural Taxation-Disincentives to Produce Surplus

#### (1) Narrow Based Taxation

In Tanzania, the readily accessible tax base is relatively small. For non-agriculture sector, tourism and manufacturing sectors are some of those most accessible tax base. Within agricultural sector, major tax bases include traditional export crops, any crop that are traded through commercial channels, and livestock.

When the tax burden falls on a narrow base, serious structural problems often surface. Firstly, disproportionately heavy burden leads those tax payers to poor compliance. This is one of the reasons why tax evasion is wide spread in Tanzania. Secondly, narrow based taxation act as explicit disincentives against readily taxable economic activities. For example, it is estimated that tourism sector capital formation (building, machinery, inventory and etc.) with foreign direct investments in Tanzania is taxed with a rate of three times as high as the one in Kenya that is an immediate competitor among the others for attracting tourists heading to Kilimanjaro.<sup>6</sup>

#### (2) LGAs Depend upon Agriculture Taxation

In case of agricultural taxation, situations are more diverse. The taxes are designated as central or local taxes and collected by respective government. Depending on the kind of crop and the district, the tax burden on farmers is quite different. It is well known that livestock and traditional export crops are heavily and unevenly taxed across different local districts.<sup>7</sup> Conceptual image of the difference in significance of taxation for different levels of government by different kinds of agricultural products are as shown in the following figure.

Export Crop ie., Coffee, Tobacco, Cashew Nuts	Food Crop		Livestock
	Tradable ie., Wheat, Rice, Maize	Local ie., Maize, Cassava, Millet	
Central Government Tax			
	Local Government Tax		

Note: The relative size of shaded or non-shaded areas does not represent real size of tax revenues from different agricultural products

Figure 4: Conceptual image of taxation of levels of government by different agricultural products

After the recent adoption of Value Added Tax (VAT) in 1998 and discarding of sales tax, stamp duties, food crops are not directly taxed by the central government anymore and export crops are remained to be major tax base in agriculture. Thus the direct taxation by the central government has little impact on the majority of small-scale farmers in Tanzania.

<sup>6</sup> *ibid.*

<sup>7</sup> World Bank and International Food Policy Research Institute, *Agriculture in Tanzania Since 1986: Follower or Leader of Growth*, Washington D.C., June 2000.

On the other hand, at the local level, marketed food crops are substantial tax base. Food crops are lightly taxed as long as these are sold informally. However, once a farmer produced substantial amount of surplus that should be sold through more formal channels in the cash economy, she or he is liable for paying District, Education, and Village levies. In total, these local levies, known as cess, amount to as much as 10 percent of sales value. It is clear that this type of producers' taxes discourage farmers to produce surplus of food crops.

### (3) Structural Problems of Agricultural Taxation by LGAs

Increasing revenue is important. However, it is important to do so by broaden tax base not by already burdened readily taxable economic activities. In case of LGAs it is needed to find ways to increase revenues without discouraging agriculture production. In short to medium term, distortionary taxes should be replaced by non-distortionary taxes. Existing structural problems of agricultural taxation especially at the local government level include following things.

- The use of fixed cesses<sup>8</sup> which has no relationship to the profitability is highly regressive for small farmers.
- Many different small taxes are hard to manage neither efficiently nor fairly.
- Taxing trade rather than production (income) raises distribution costs which discourages commercialisation.
- Differential tax rates on different commodities distort production and sales incentives.
- Unpredictable changes in taxation at the local level raises risks and thus costs.
- The system as a whole is unfair in that different individuals pays very different level of taxes, and not necessarily in relation to income.

## 3.2 Institutional Capacity of LGAs

### 3.2.1 Transparency and Accountability of LGAs

As addressed as the objectives of "Governance Component" in LGRP, LGAs must upgrade themselves to have following capacities.

- More transparency and participation in decision-making process.
- More accountability to the local people especially of financial management of LGAs.

These capacities coincide with what LGAs need to have in implementing ASDP. Given absolute short-falls of self-financing, ASDP is a new medium to introduce external financing including basket-funding or budget support that requires built-in mechanisms of accountability and transparency within both Central Ministries and LGAs.

Among LGAs, transparency and accountability is particularly important to strengthen district-village links to manage their own development resources in line with promotion of self-governance at grassroots level. This is particularly important to implement agricultural development programmes that have location specific nature.

<sup>8</sup> cess: a tax from a word "assess". Webster's Revised Unabridged Dictionary, ' 1996.

### 3.2.2 Weak Links Between Districts and Villages

In practice, however, there are distrustful sentiments between the district and the village. One of the most prevailing sources of distrust is the question of village revenue.

On the side of the villagers there are five sets of complaints about the district council.

- Revenue in the form of taxes, in particular development levy, is collected by the district council. The villagers think, however, they see very little fruits of the tax they pay either in the form of services or cash for the use of the village.
- Village officers, such as village executive officer, are turned into tax collectors as agents of the district council for which the village is promised a certain percentage as commission.<sup>9</sup> This creates a kind of antagonistic relationship between village officers and the villagers.
- Other sources, which could be used by the village for taxing, are also utilised by the district council.
- Although promises are made to return some percentage of the tax collected from the village back to the village, the promises are often not kept, or the payments are delayed.
- Villages are not given meaningful information from the district council as to the amount of tax collected and the amount that the village is entitled to receive.

The district councils and central ministries, on the other hand, often argue that the villages themselves have problems. Their perception of the villages is summarised as follows.

- The villages lack the necessary capacity to collect taxes, budget their expenditure and spend the money in an efficient and accountable manner.

### 3.2.2 Priorities in Capacity Building of LGAs

It is difficult to say which side is right or wrong in each aspect of the revenue disputes among LGAs. However, it is certain that on-going decentralisation will not yield meaningful outcomes without trustful relationships between the districts and the villages. No serious reform of village governance will take place if the villages are not provided with reasonable and reliable sources of revenue. For the districts, there are plenty of room for improvement to prepare district expenditure plans and let the villages understand and put trust in what they do with all the tax money they collect from the villages. This will also decrease risks in tax evasion at the level of LGAs.

Weak planning and implementation capacity at the district and sub-district levels is a major impediment in rural development. It is also a central issue for realising effective decentralisation of public administration. Among the others, it is particularly important to install accountable budget management and monitoring systems all the way from the central

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<sup>9</sup> In some cases in Mwanza Region, 30% of total amount of development levy collected by the village officers is returned to the village and 70% is kept with the district.



level to the village level. In line with above discussion and imperatives of on-going LGRP and forth-coming ASDP, following matters should be given priorities .

Village Level:

- Facilitate the building of capacity of village officers to do the planning and budgeting for the use of revenue. A simple and clear accounting system is needed.

District Level:

- Facilitate the building of capacity of district officers to do the planning and budgeting for the use of revenue. It is important to present clearly for what and how the tax money is used.
- Facilitate the building of capacity of Ward Executive Officers (WEO) for presenting district plans to the village chairpersons. WEOs, appointees of the district councils and secretary to Ward Development Committee are in key positions to link the districts and the villages.
- Guideline for District Planning: Capacities of districts very much differ from one another. Some districts lack capacities to prepare a district level plan. Guidelines for the district level planning is needed including those for scheduling and itemising work plans, and budgeting and accounting.

Regional Level

- Redefine the roles of Regional Administration: providing technical supports for the district level planning based on the guidelines. LGRP has a component for this purpose.
- Monitoring implementation and accountability of district plans.

Exercise for Village-District-Region Links

- There are various ongoing donor assisted training programs to strengthen local government authorities. On top of them, the actual planning process itself has a potential to be an arena for "learning by doing training". As part of LGRP, there is a component to prepare a planning guideline (a guidebook in a sense) for the district and sub-district level administration. To use such a guidebook better in practice, relatively simple and straight-forward activities such as rural road development could be earmarked as a focal sub-sector to exercise local-based planning in an integrated manner of Village-District Plans and monitoring by the regions .

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5. **Persons Interviewed**

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- 4) Southern Highlands Dairy Development Project, Iringa  
Mrs. Vera Florida Mugittu, Project Monitoring Manager
- 5) Ilula Sokoni Village, Iringa District, Iringa Region  
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Mr. John Nyoni, Village Extension Officer
- 6) Mwanza Regional Administrative Secretariat  
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