

資料 1 4

JICA 専門家会議使用資料

2002年2月8日

安全連絡協議会（専門家会議）用資料
「地方開発セクター・プログラム策定支援調査」
～ASDP の進捗状況～（案）

1. 調査概要

JICA では、試行的に開発調査スキームを利用した「タンザニア地方開発セクター・プログラム策定支援調査」を立ち上げ、外部人材¹を投入しセクター・プログラム²の策定支援を行っている。調査目的は次の通りである。

- 1) タンザニア政府・ドナー間協調を推進しつつ、地方開発戦略(RDS)及び農業セクター開発戦略(ASDS)の策定プロセスに係る支援を行う。
- 2) RDS 及び ASDS 策定支援を踏まえ、農業セクター開発プログラム (ASDP) の策定ならびにその進捗監理を支援する。
- 3) ASDP 策定段階において、ASDP に沿った今後の日本の協力のあり方を検討する。

主たる活動は、1) 地方開発戦略(RDS)、農業セクター開発戦略(ASDS)/農業セクター開発プログラム(ASDP)の策定にかかるタンザニア政府・ドナー間会合やドナー会合に参画しながら、タンザニア政府およびドナーとの援助協調を支援すること、2) 農業開発にかかる情報収集や現地踏査により、日本がセクター・プログラムのプロセスに参画しながら今後どのような協力を行っていくべきかを検討することである。

2. ASDS（農業セクター開発戦略）、ASDP（農業セクター開発プログラム）とは

□ASDS（農業セクター開発戦略）は、農業セクター全体をカバーする開発枠組のことである。ASDS は、「農業収益性の向上により農村収入の向上および農村貧困の削減を中長期的に実現していく」³という目標のもと、それを可能にするための環境整備を行うことを第一義的な目的とする。

□ASDP（農業セクター開発プログラム）は、ASDS において特定された戦略領域と優先領域を実施に結びつけるために策定されるもので、政府とドナーの資金に基づいた予算の枠組となるものである⁴。

¹ (財) 国際開発センターが受注し、現在人材を投入している。

² 「セクター・プログラム」に関しては、別添1の説明参照。

³ URT, Agriculture Sector Development Strategy (ASDS), Oct. 2001,

⁴ Agricultural Sector Development Programme Inception Report (1月17日、MAFSがFASWOGタスクフォースメンバーに提出)。

3. 貧困削減ペーパー(PRSP)とRDS、ASDS、ASDPの関係

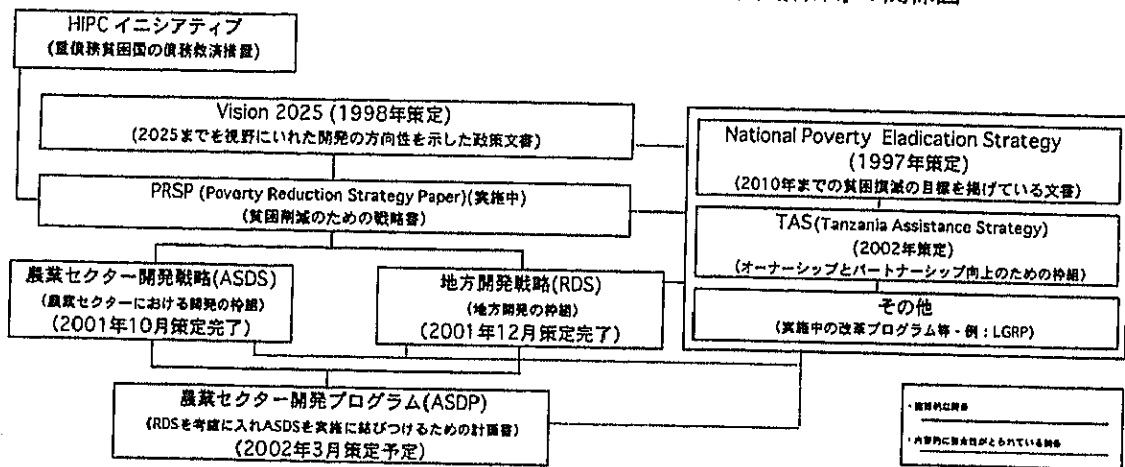
RDS、ASDS、およびASDPの関係を明らかにするために、まずは、貧困削減ペーパー(PRSP)について説明をする必要がある。PRSPは世銀の債務削減スキーム(HIPCイニシアティブ)で世銀から債務削減の対象国と認められた国で且つ債務削減を希望している国に、その作成が課せられている。タンザニアの場合もこのHIPCイニシアティブの対象国であり、1999年より正式にPRSPのプロセスを開始し、2000年10月までにPRSPの最終版を完成させた。

しかし、債務削減が認められるには、PRSPのみならずその内容が実施に結びついていることが確認できなければならない。タンザニアのPRSPでは、2001年の6月までに農業セクター開発戦略を策定すること、2001年12月までに地方開発戦略を策定することが述べられている⁵。また、PRSPプログレスレポートでも、債務削減のための要件として「PRSPの策定」とともにこれら戦略書の策定が明記されている。

最終的に、農業セクター開発戦略(ASDS)が2001年10月に、地方開発戦略(RDS)が2001年12月に策定され、この他の債務削減のための要件⁶も達成したと世銀から判断されたため、2001年末にタンザニア政府は、正式に債務削減を認められることになった。

なお、タンザニアでは様々な戦略、計画が同時進行的に策定されているため、明確に上位・下位の関係を表すのは困難であるが、敢えてそれぞれの関係づけるとすれば、以下のようになる。

図1 ASDS、RDS、ASDPと主要な政策、戦略、計画等の関係図



* ASDSの内容構成については添付資料2、ASDSの要約(和文)については添付資料3、戦略枠組については添付資料4を参照。なお、ASDS(原本)については既にインターネットで公開されている。www.tzonline.org

⁵ URT, Poverty Reduction Strategy Paper (PRSP), Oct., 2000, p23.

現在正式名称になっている「農業セクター開発戦略(Agricultural Sector Development Strategy)」、「地方開発戦略(Rural Development Strategy)」という表現は、この段階ではPRSPで用いられていない。

⁶ Poverty Reduction Strategy Paper - Progress Report 2000/2001(ANNEXES), June 2001.

債務削減の要件(Completion Point 到達の要件)には、家計調査の完了、貧困モニタリング・マスター・プランの策定、教育のスクールマッピング、IFMSの実施等が含まれる。PRSPのP/Rには、これら要件が表にまとめられている。

4. ASDS、RDS、ASDP 策定支援体制における JICA の位置づけ

(経緯)

ASDS/ASDP

ASDS 策定に際しては、2000 年 10 月 26 日、タンザニア農業食糧省(MAFS)が主管担当省となり、農業・農村組合省(当時 MAC)⁷の諮問委員会である「食糧・農業セクター・ワーキング・グループ(FASWOG)」の下に、農業開発戦略(ASDS) 策定のための政府・ドナー間の「FASWOG タスクフォース」(現議長:MAFS 次官)が設置された。設置後、ASDS の策定に向け、FASWOG タスクフォースは、ASDS 文書作成のためのコンサルタントの雇用や ASDS 文書案へのコメント等、必要ベースで会合を開催し、こうしたプロセスを通じて 2001 年 10 月には ASDS の策定が完了した。その後 FASWOG タスクフォースグループを存続することが決定し、同年 10 月には ASDS を実施に結びつけるための農業セクター開発プログラム(ASDP)の策定プロセスが開始された。

RDS

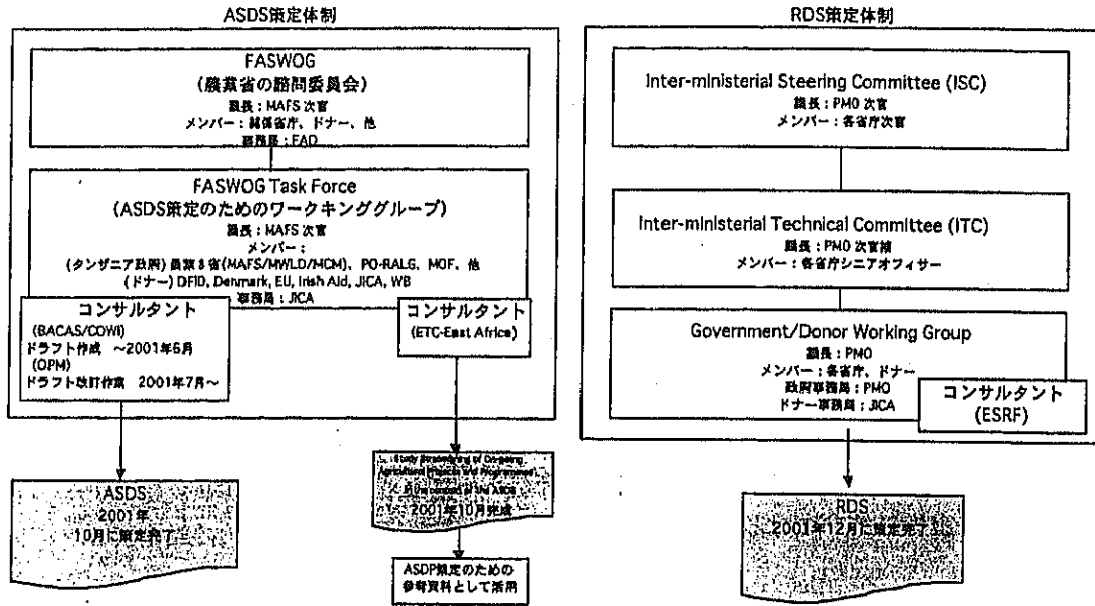
RDS 策定に際しては、2000 年 10 月 16 日に、首相府 (Prime Minister Office) を主管として「省庁間諮問委員会(Inter-ministerial Steering Committee: ISC)」が開催された時に、その下に「省庁間技術委員会(Inter-ministerial Technical Committee: ITC)」が設置されることが決定した。さらにその下に、「政府・ドナーワーキング・グループ (Government/Donor Working Group)」が設置され、RDS 文書作成のためのコンサルタントの雇用、RDS の進捗報告、RDS 文書案へのコメント等を行うため必要に応じ会合が開催された。このプロセスを踏んで 2001 年 12 月に RDS の策定は完了した。

JICA の位置づけ

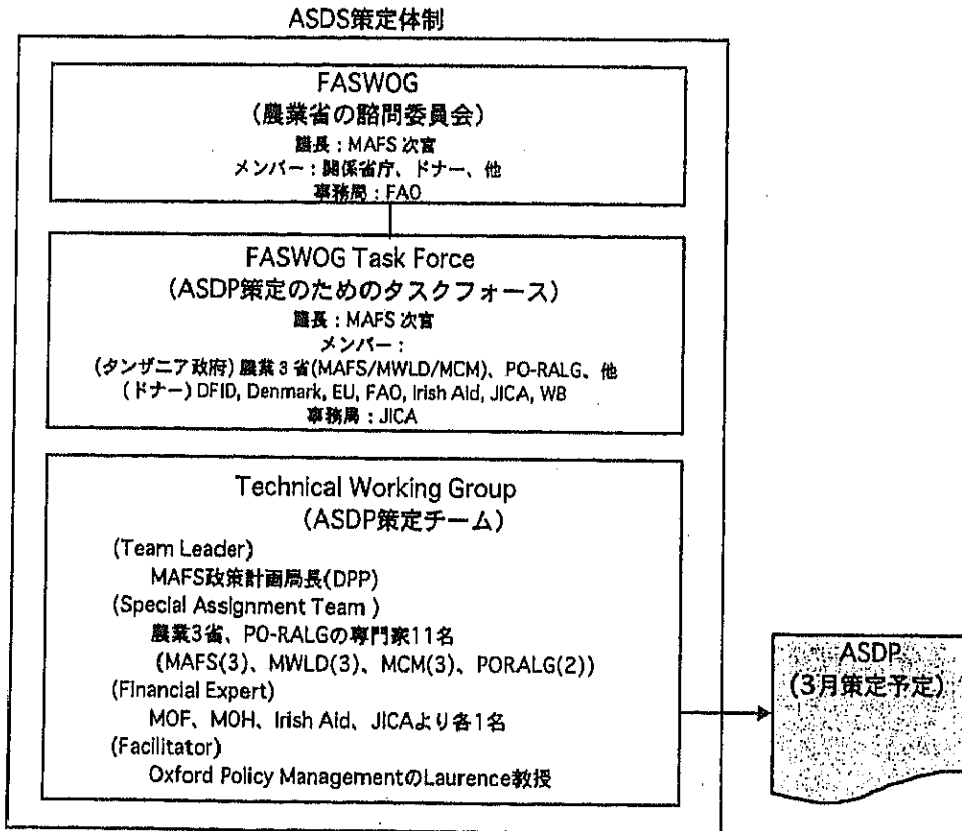
JICA は、農業セクター開発戦略(ASDS)、地方開発戦略 (RDS)、および農業セクター開発プログラム(ASDP)の策定のために立ち上げられたタスクフォースあるいはワーキング・グループの事務局としての役割を担っている。一方で、他の参加ドナーと同様に、農業セクター・プログラムの参画メンバーとしての役割も果している。以下はその策定支援体制である。

⁷ 2000 年の組織改編により、農業・農村組合省(MAC)は、農業食糧保障省(MAFS)、水・牧畜開発省(MWLD)、農村組合省(MCM)の 3 省に分割された。

(1) ASDS/RDS 策定支援体制



(2) ASDP 策定支援体制 (現在、ASDP 策定チームの構成に関しては、未だ変更の可能性あり)



5. ASDP の進捗状況

2001年10月	ASDP 立ち上げ
2001年11月	MAFS が TOR (案) 作成
2001年12月	ASDP 策定のための TOR ドラフト完成
2002年1月	ASDP 策定のための IC/R の提出
2002年3月(予定)	ASDP ドラフト完成

前述のとおり、ASDS、RDS は昨年に策定を完了し、現在 ASDP の策定段階にある。ASDP の策定開始は10月半ばのASDP策定体制の立ち上げから開始した。11月2日にMAFSからASDP策定のためのTOR(第1稿)が関係ドナーに対して提出された。ドナー間からのコメントを踏まえ数回修正が重ねられた後、TORの内容に未だ明確ではない部分が残るものの、12月15日にFASWOGタスクフォース・メンバーにより、IC/Rで不明確な部分を明確にするという条件で、とりあえずの承認をみた。

ASDP策定のためのTORが、内容が十分ではないにもかかわらず、12月15日にとりあえず承認ということになったのには以下の理由があった。

- 1) 来年度予算のために年内中(2001年中)にMAFSが予算ガイドライン(予算計画のための優先順位あるいは根拠を示した予算計画の方針書)を財務省へ提出しなければならないという時間的制約があったこと。
- 2) また、予算ガイドラインの内容と来年度から実施する予定のASDPの間に整合性がなければならぬこと。
- 3) したがって、ASDPの内容にも関係してくる予算計画の優先性の検討は12月中に開始しなければならなかったこと。

一方、ドナー側にも、TORの修正に時間をかけ過ぎてもASDP策定プロセスを遅らせるだけという懸念があり、また、折角MAFS主導でプロセスが動いているのを阻害することは好ましくないとの考えもあり、とりあえずASDP策定プロセスを開始し、IC/Rでその内容を明確にしようということになった。

1月17日、IC/Rは完成した(IC/Rの構成については別添資料5参照)。これに対してもドナーからコメントが提出され、それを踏まえた上でASDPの策定が進行中である。2月末の第一ドラフト完成を目指している。なお、現在、この作業と並行して、ドナー間ではASDP策定のためのファンディングについて協議が行われているところである。

添付資料1 セクター・プログラムとは

セクター・プログラムは、概して、セクター単位で、援助受入国側の担当省庁や援助国・機関（ドナー）などの利害関係者が、政策、資源の投入、具体的な活動などで協調する枠組である。また、セクター・プログラムは、あくまでも援助受入国政府主導で行われるという前提のもと、協調プロセスを通じて、政府およびドナーが実施手続きの共通化をはかりながら当該セクター開発のための政策を改善してゆく、という一種プロセス指向的なものでもある。

2000年10月現在でセクター・プログラムは全世界で既に79件実施されている。タンザニアでは、保健セクター、教育セクターおよび、農業セクター等でセクター・プログラムが行われている。

表1 セクター別、地域別セクター・プログラム実施状況

	セクター・プログラム	農業	教育	林業	環境	保健	道路・運輸	都市開発	水資源
西部アフリカ	32	4	8			10	8	1	1
東部アフリカ	15	2	3	1	1	4	3	1	
南部アフリカ	20	4	3	2	2	5	2		2
アジア	9		6			3			
ラテン・アメリカ	2		2						
合計	78	10	22	3	3	22	13	2	3
サブ・セクター		2(農業サブ)	5(基礎教育)						
マルチ・セクター			SAPD(12/2)						

出典：Mick Foster, Center for Aid and Public Expenditure, ODI, *New Approaches to Development Co-operation: What can we learn from experience with implementing Sector Wide Approaches (ODI Working Paper 140)*, October 2000, p9.

そもそもセクター・プログラムの必要性の認識は、援助受入国のコミットメント、オーナーシップ、或いは援助吸収能力が低い環境下では、援助資源の投入が効率的に成果に結びつかないという反省から生じている。セクター・プログラムの提唱者の一人であるハロルドもこの点を指摘しており、特に、援助側主導で実施されるプロジェクト毎の投入、或いは、ドナー毎に異なる援助戦略・援助規定に基づいて実施される相互に整合性のない投入は、非効率を生じるのみならず、援助受入国が当事者意識を持ってない点で、オーナーシップの阻害要因となっていることを強調している⁸。

出典：IDCJ Forum 2001年度版（未定稿）

⁸ Peter Harrold and Associates, *The Broad Sector Approach to Investment Lending: Sector Investment Programs (World Bank Discussion Papers 302: African Development Series)*, 1995, p3-4.

添付資料 2 ASDS の構成

ASDS Final Draft

<p><u>1 BACKGROUND</u></p> <p>1.1 Strategic Context of the Agricultural Sector Development Strategy</p> <p>1.2 Why Agriculture is Important</p> <p>1.3 Importance of the Strategy for Agricultural Development</p> <p><u>2 STATUS OF THE AGRICULTURAL SECTOR</u></p> <p>2.1 Agricultural Sector Features</p> <p>2.2 The Performance of the Agricultural Sector 6</p> <p>2.3 Agriculture's Strengths, Weaknesses, Opportunities and Threats</p> <p><u>3 FORMULATING THE STRATEGY</u></p> <p>3.1 The Agricultural Sector Vision</p> <p>3.2 Sector Growth Targets</p> <p>3.3 Mission of the Agricultural Sector Ministries</p> <p>3.4 Policy Framework for Agricultural Development</p> <p>3.5 Implications of Major Reforms for the ASDS</p> <p>3.6 Strategic Options for ASDS</p> <p>3.7 Critical Assumptions in ASDS Formulation</p> <p>3.8 The Coordination of Actors</p> <p>3.9 Innovative Features of the Strategy</p> <p>3.10 Priority Issues Addressed by the Strategy</p> <p><u>4 STRENGTHENING THE INSTITUTIONAL FRAMEWORK</u></p> <p>4.1 Public Sector Organizations</p> <p>4.2 Private Sector Organizations</p> <p>4.3 Civil Society Organizations (CSOs)</p> <p>4.4 Other Service Providers</p> <p>4.5 Development Partners</p> <p><u>5 CREATING A FAVOURABLE CLIMATE TO FOSTER COMMERCIAL ACTIVITIES</u></p> <p>5.1 Sustaining Macroeconomic Stability</p> <p>5.2 Reviewing, Harmonizing and Publicizing the Agricultural Sector Legislation</p> <p>5.3 Reviewing, Harmonizing and Publicizing Legislation of Collaborating Sectors</p> <p>5.4 Providing Legal Empowerment for Stakeholders to Control Commodity Boards</p> <p>5.5 Legalizing and Promoting Cross-border Trade</p> <p>5.6 Formulating and Implementing a Food Security Policy</p> <p>5.7 Streamlining Procedures for Legal Access to Land</p> <p>5.8 Undertaking Land Demarcation and Surveys in Agricultural Investment Zones</p>	<p><u>6 PUBLIC AND PRIVATE SECTOR ROLES IN IMPROVING SUPPORT SERVICES</u></p> <p>6.1 Research</p> <p>6.2 Extension Services</p> <p>6.3 Training</p> <p>6.4 Regulatory Services</p> <p>6.5 Animal Health and Crop Protection Services</p> <p>6.6 Rangeland Management</p> <p>6.7 Land and Water Resource Utilization and Management</p> <p>6.8 Agricultural Mechanization</p> <p>6.9 Agricultural Information Services</p> <p>6.10 Investment and Finance</p> <p><u>7 MARKETING INPUTS AND OUTPUTS</u></p> <p>7.1 The Private Agribusiness Sector Support (PASS) Unit</p> <p>7.2 Promoting Agro-processing and Rural Industrialization</p> <p>7.3 Increasing Access to Inputs in Rural Areas</p> <p>7.4 Strengthening Marketing Information Services</p> <p>7.5 Improving Rural Marketing Infrastructure</p> <p>7.6 Promoting Partnerships between Smallholder Farmers and Agribusiness</p> <p>7.7 Implementing Incentive Mechanisms</p> <p><u>8 MAINSTREAMING PLANNING FOR AGRICULTURAL DEVELOPMENT IN OTHER SECTORS</u></p> <p>8.1 DADPs and DDPs</p> <p>8.2 Improving Rural Infrastructure</p> <p>8.3 Improving Rural Electrification and Communication</p> <p>8.4 Mitigating the Effects of HIV/AIDS and Malaria</p> <p>8.5 Mainstreaming Gender in Agricultural Development</p> <p>8.6 Empowering Youth</p> <p>8.7 Strengthening Environmental Management</p> <p><u>9 COSTS AND IMPLEMENTATION ARRANGEMENTS</u></p> <p>9.1 Costs</p> <p>9.2 The Phasing of Implementation</p> <p>9.3 The Poverty Monitoring Framework</p> <p>9.4 Monitoring and Evaluating the ASDS</p> <p>ANNEX 1: PARTICIPATORY PROCESS FOR THE PREPARATION OF THE AGRICULTURAL SECTOR DEVELOPMENT STRATEGY</p> <p>ANNEX 2: AGRICULTURAL LEGISLATION IN TANZANIA</p> <p>ANNEX 3: LOGFRAME</p>
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添付資料3 ASDS 要約 (EXECUTIVE SUMMARY) 部分 (和文)

ASDS の戦略的位置付け

1. 本農業セクター開発戦略 (ASDS)は、タンザニア開発ビジョン 2025 (Tanzania Development Vision 2025) と貧困削減戦略書 (Poverty Reduction Strategic Paper)と密接な関係がある。まず、タンザニア開発ビジョン 2025 は、長期的な社会・経済的発展のための戦略目標を大枠で示すものである。そして、ビジョンの目標の達成を目指して、タンザニア政府が援助パートナーの支援のもとに導入した中期的な国家戦略政策の枠組みが、貧困削減戦略書である。これらに対して、地方セクターにおける貧困削減目標達成のために策定されたより短期的な戦略が、地方開発戦略 (RDS)と本農業セクター開発戦略である。両者は補完的であり、RDS が農業、非農業経済活動、社会サービス、経済・社会インフラといった地方セクターを全体的に取り扱うのに対して、本 ASDS は穀物、家畜生産やそれに関連するアグリビジネスをより詳しく取り扱う。
2. ASDS で扱われる農業は、以下の3つの側面からタンザニア国の当面の、そしてまた長期の経済的・社会的発展目標にとって重要である。まず、広範な農家収入の改善が地方の貧困削減のためには欠かせない。加えて、戦略が食料安全保障を扱う以上、農業・家畜生産と農業収入を改善するような方策に触れないわけにはいかない。最後に、農業はタンザニアにおいて国民総生産に寄与する唯一の主要産業であり、現在そして将来においても国全体の経済発展のカギを握っている。これらの側面から農業のもつ潜在能力は重要である。ASDS は、同セクターにおける広範な利害関係者による参加型プロセスの成果であり、公共・民間セクターがともに、農業成長刺激・地方貧困削減を支援できるような行動基準を提供することを意図したものである。

タンザニア農業セクターの特徴

3. タンザニアには未利用地が豊富に存在しているにもかかわらず、小規模自給農家の割合が圧倒的に大きい。なぜなら耕作の手継への依存が、実効的な土地の所有・利用規模を狭めてしまっているからである。したがって、農業生産増大のための未利用地の開墾、既開墾地の集約化技術の導入が検討されなくてはならない。短期的には、現状で利用可能な労働生産性向上技術に集中する方策が実効的であろう。商品作物栽培農家に関しては、市場制度が改善され民間投資を促進するような適切な政策環境が整備されれば、各農家の収益性が向上し積極的に新技術の導入がなされることが期待される。
4. 農業生産物の増産には、農業従事者の増加が欠かせない。けれども、地方から都市部への人口移動や非農業雇用機会の存在、HIV/AIDS・マラリアの流行によって、目下の農業労働人口の伸びは年2.8%に留まっている。さらには、近年、地方人口における識字率は低下を続けている。このような高い水準の非識字率は農業改革にとって大きな障害になっている。

タンザニア農業セクターのパフォーマンス

5. タンザニアの農業セクターは、過去十年に渡って年3%以上の安定した成長率を維持してきた。この成長率は同国の人口増加率、農業従事者の増加率よりは高いものであるが、それでもセクターの成長率が満足すべき水準にあるとはいえない。というのは、地方貧困者のなかで貧困ラインから抜け出ることができたものはわずかであり、むしろ地方の農業共同体において現存していた貧困が恒常化してしまったというのが現状だからである。農業が地方における主要な生計手段であることを考慮すると、地方の貧困削減実現のためには、農業セクターのより迅速な成長が達成されなくてはならない。
6. タンザニアにおいて農業セクターの成長が余り芳しくなかった最大の要因としては、天水農法下の手継耕作という農業の粗放性があげられる。加えて、過去十年間セクターの成長や対セクター投資を動機づけるような仕組みが整備されてこなかったことも見落とせない理由の一つである。

タンザニア農業の長所と短所

7. タンザニアは、ほぼすべての産業的輸出作物と数品目の非伝統的輸出作物の生産において比較優位にある。適切な開発戦略によって、小麦や米といった品目が増産されれば、輸入の代替や食料・家畜の近隣国への輸出によって大きな効果が期待できる。他方で、開発による収入の改善によって、食料、とりわけ家畜産品・穀物に対する国内需要が高まることも予想される。また、タンザニアの地域貿易の枠組みの参加や国際貿易協定への調印によって、地域内市場や国際市場へのアクセスがますます向上していることも追い風といえる。
8. 同時に、未開発の天然資源が豊富に存在するタンザニアでは、穀物や家畜の生産の拡大・多角化を行う余地が十分

にある。さらに、国内でアグリビジネスをおこなう民間企業や、数は少ないものの大規模農業をおこなう企業が発展してきた結果、これらの企業と小規模農家との間で戦略的な協力関係が築かれる可能性もでてきている。進行中の構造改革や「小さな政府」への動きによって、公共サービスが迅速・確実に提供されるようになれば、農業セクターも恩恵を受けることになる。

9. タンザニアの農業セクターにとっての長所・機会が十分にある一方で、開発アジェンダとなるべき欠点・脅威も数多く存在している。ASDS で取り組むべき課題としては、投入物に対する生産性の低さ、不十分なアクター間協調と公共機関の能力不足、農業支援基盤の未発達、天然資源基盤の浸食、不適切な技術、天水農業への依存、食糧市場へのアクセスが困難であること、公共支出のレベルが低いことなどがあげられる。

戦略の策定

- 1 0. タンザニア政府と農業部門利害当事者は、2025 年までに、近代化され、商業的な、生産性と収益性の高い農業セクターが、総体的に持続可能な方法で天然資源を活用し、セクター間関係にとっての有効な基盤としての役割を果たすことを期待している。その期待を反映して、2000 年度の PRSP プログレス・レポートは今後 5 年間の農業セクターに対して、非常に野心的な成長目標を設定している。しかしながら、この目標設定は農業セクターが直面している制約に関する十分な分析が終わる前になされたものである。様々な制約があることを考慮すると、農業セクター全体で 2005 年からの向こう 3 年間、平均年 5% の成長を達成するというのが、より現実的な目標であろう。この目標が広く共有され、かつ農場以外での地方雇用機会が増加していけば、今後 10 年以内に貧困削減目標に対してかなり強い影響を与え得ると考えられる。
- 1 1. 農業セクター開発における農業関連省庁の使命は、農業セクターの成長と発展を容易にして、中・長期的な目標を達成することである。政策環境は、2 つのレベルで農業開発にとってカギとなる。まず、投資家にとって好ましい、安定したマクロ経済環境の創出は、農業に対する収益性の高い民間投資を引きつけるために欠かせない条件である。さらに、セクター固有の政策の策定は、セクターの生産性と収益性に重要な役割を果たすものである。近年になって、農業成長にとってより好ましい環境を創出するための政策立案が関連領域で整備されてきた。1997 年の農業・家畜政策 (Agriculture and Livestock Policy) や共同組合整備政策 (Cooperative Development Policy)、国家土地政策 (National Land Policy) などはその代表的なものである。ASDS ではさらに踏み込んで、民間アグリビジネスが一次産品への直接投資や小規模農家との協力を通じた投資、投入物の流通、農産物の市場売買、農産物加工などにより積極的に参画していけるような提案をしている。
- 1 2. ASDS の実施に当たっては、マクロ経済や地方政府、公共セクターといった部門において進行中の改革プログラムへの配慮が欠かせない。なぜなら、タンザニア政府の優先目標や政策表明、改革プログラムの進捗次第で、ASDS において利用可能な戦略オプションは大きな制約を受けることになるからである。
- 1 3. 例えば、マクロ経済改革の実施によって、政府による無節儉な支出の拡大や補助金の設定といった政策オプションは不可能になる。政府の役割は政策形成や規制枠組みの確立、社会的弱者のための公共財・セーフティネットの提供に限定され、民間で供給可能な財・サービスは民間に委ねられるようになる。他方で、地方政府改革の結果として政策実施や資金供給における地方政府や地方共同体の発言力が高まれば、中央政府の影響力は限定的になる。このような様々な制約があるとはいえ、貧困の削減は共通した目標である。その早期実現のためにも、深刻な地方貧困層の収入や生活水準が改善されるような戦略が策定されなくてはならない。ただ、このような小農重視の戦略は、(中農・富農が恩恵を受けるような) 規模の農業や、農業部門への投資を奨励するような市場環境の創出と相対立するものではないことに注意する必要がある。農業開発に向けた総合的な戦略の策定には、多面的な考慮を要する。
- 1 4. ASDS は、タンザニア農業に固有な長所と比較優位に関するいくつかの仮説に依拠するが、これらは実施におけるリスクにもなる。とりわけ、実施における政治的困難さが予測される面において、継続的なコミットメントが確保されるかは戦略の存立に係わるものである。幅広い層の参加者が、活動や資源の管理を有効に行っていけるような調和のとれたフレームワークが必要になるが、そのメカニズムは次のように考えられている。
 - ・次官級会議 (Inter-ministerial Coordination Committee) の設立：関係省庁の次官と民間セクターの代表によって構成され、国レベルで計画を調整し、実施をモニタリングする。
 - ・担当者会議 (Technical Inter-ministerial Committee) の設立：関係省庁に、大統領府と州・県の代表者を加えて構成されるもので、次官級会議のための事務局になる。
 - ・ステークホルダーの年次会合：主導省庁によって組織される、ASDS のための諮問機関。
 - ・地方政府の常任委員会 (the Standing Committee of LGAs)：参加型立案においてトレーニングを受けた後、

地方政府はDADPsの策定・管理・実施・モニタリングに対して責任を持つ。地方の常任委員会は、参加・諮問のプロセスを経て起草された計画を吟味する。この段階においてDADPsはDDPに組み込まれ、州事務局に送られて国家政策との整合性が検討される。最終的にDADPsは地方政府に送り返され、全体評議会において最終的な承認を得る。

・州事務局 (Regional Secretariats) : それぞれの州におけるDADPsの実施をモニタリングする。

15. ASDSは、農業の生産性・収益性への着目、民間セクター／公共セクター間・製品加工者／契約栽培者間のパートナーシップの奨励、DADPs (District Agricultural Development Plans) を通じた戦略の参加型実施といった革新的で現実的な行動指針を含んでいる。

ASDSにおける重点分野 (別添4参照)

16. タンザニア農業のパフォーマンスを阻害し、地方における貧困を恒常化させている課題は数多くあるものの、実際的には、ASDSにおいて扱うことが出来る問題は限られている。時間と資源の制約を考慮すると、以下の課題に集中的に取り組むことが重要であろう。

- ・タンザニアにおける農業開発を管理するための制度的枠組の強化
- ・民間セクターの参加や農業開発を促進するための商業活動に好ましい環境の創出
- ・農業研究/普及/研修/規制/情報/技術サービス/融資といった支援サービス改善のための官民の役割分担の明確化
- ・農家の収入を改善し、農業の商業化を進めるための市場投入物/産出物への注意喚起
- ・地方インフラ開発、HIV/AIDSやマラリアの影響、ジェンダー・イシュー、若年層の都市流入、環境マネジメントといった課題に適切な注意が払われるように他セクターにおける農業開発計画の組み入れのための仕組みの案出

17. 本戦略書は、上記の重点課題それぞれに対する広範なアクションを論じている。詳細な活動や実施における予定表は、今後策定される農業セクター開発計画 (ASDP) や毎年改訂、更新される3カ年ローリング・プランに含まれる予定である。

費用、実施、モニタリングの手はず

18. ASDS実施にあたってはUS\$225m程度が必要になると試算されている。この予算には、農業関連3省を通じて実施される活動項目が含まれているものの、職員の手当て (Personnel Emolument) は含まれていないことに注意する必要がある。
19. 実施期間において考慮されるべき要素は大きく4つあり、いずれもASDPの準備過程において考慮される必要がある。1) 財源の確保、2) 割り当てられた財源を効果的に拠出/活用する農業関連省庁・プログラム・地方政府の実施能力、3) 様々な産出物や介入に優先権を与える、4) 介入の順位づけの必要。
20. モニタリングと評価はASDSの中期目標、つまりPRSPの目標達成のために焦点を合わせたものである。PRSPプロセスと貧困削減のモニタリングと評価のための包括的な枠組みは、副大統領府の監督の下に制定され、技術的には国家貧困モニタリング運営委員会 (National Poverty Monitoring Steering Committee) によって監督される。貧困モニタリング・マスタープラン (PMMP) は、タンザニアにおける貧困のモニタリングへの首尾一貫したアプローチを育成するべく現在開発中である。ICCによる国家レベル、TICによる県レベルでのASDS実施のモニタリングにとって、PMMPの様々なコンポーネントが作成するデータは非常に有用なものとなるだろう。ASDSはRDSのセクター・コンポーネントとして機能するので、ICCやTICはRDSのモニタリングや評価の枠組みと整合性を保つ必要がある。県のレベルでは地方政府における関連常任委員会 (Standing Committee) が、州レベルでは州事務局 (Regional Secretariats) がDADPs実施のモニタリングを担当する。

添付資料4 ASDS で提案されている戦略

ゴール(Overall Goal)

↑ GDPの増加、農業の対収入及び世帯レベルの収入増加、輸出収入の増加に貢献する。 (産業と目標数値) 農業セクターの成長率を、現在の3.8%から2005-07年には5%に3%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。 (目標と目標数値) ① 労働生産性を、現在の48%から2010年に24%に低下させる。 ② 基本的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 日々の食糧にも大きく貢献する。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創出した環境をつくり出す。 ④ 地方における貧困の減少と農業における食糧増産を確実にするために、農業の収入を増加させる。

戦略1. インスティテューショナル・フレームワークの強化

(1.1) ASDSの調整枠組みを構築する。

- 1.1.1 農産物のプログラムを、ASDSの枠組みに入れる。
- 1.1.2 ICC (Inter-ministerial Coordination Committee, 次官級会議) を設立する。
- 1.1.3 TIC (Technical Inter-ministerial Committee, 技術委員会) 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 (政策調整委員会) を設立する。
- 1.1.6 参加者に自らの役割と責任を義務化する。
- 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を正式なものとして位置づける。
- 1.1.9 州事務官 (Regional Secretaries) はDADPsの動きをモニタリングする。
- 1.1.10 TIC (各省長官委員会) が、ASDSの調整をモニタリングする。

(1.2) 主要官庁の能力を強化する。

- 1.2.1 主要官庁 (農業3省+PORALG)の政策立案・分析、調整立案、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、昇進基準、給与水準を改善する。
- 1.2.3 基準と規則の簡便のため、採用とモニタリングの現場職員を積極的に配属する。
- 1.2.4 基準と規則の遵守委員会をモニタリングするために必要な施設と職員を供与する。

(1.3) 州の能力を強化する。

- 1.3.1 追加的に技術スタッフを配属し、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、昇進基準、給与水準を改善する。

(1.4) 地方自治体 (LGA) の能力を強化する。

- 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 契約とその他の管理を強化する。
- 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履行(LGAs)の能力を高める。
- 1.4.6 農業普及員 (field extension cadre) を採用し訓練する。
- 1.4.7 基準と規則を遵守させるためにLGAsに法的責任を課す。

(1.5) 農業組織を奨励する。

- 1.5.1 農業組織やその他の組織の立上げと運営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 農業が所有する協同組合やその他の組織の新設を奨励する。
- 1.5.3 適切な登録制度の導入を奨励する。
- 1.5.4 協同組合に関する教育を、協会の役員や代表者に提供する。
- 1.5.5 アグリビジネスに関する運営、マーケティング戦略、契約管理、ロビーイング、広報を奨励する。
- 1.5.6 組織・プログラムの策定と実行の過程に参加する。
- 1.5.7 農業組織の信頼を可能としつつ能力を強化するために、資本金の仕組みを導入する。

(1.6) 民間セクターの能力が向上する。

- 1.6.1 契約、行政的に許さない特権を提供する。
- 1.6.2 財務管理、契約管理、品質の向上に関するトレーニングプログラムを奨励する。
- 1.6.3 アグリビジネスは、政策立案、調整、調整に関する政府との対話に参加する。

(1.7) 市民社会の能力が向上する。

- 1.7.1 財務管理、契約管理、品質の向上に関するトレーニングプログラムを奨励する。
- 1.7.2 市民社会の組織 (SCOs) は、政策立案、調整、調整に関する政府との対話に参加する。
- 1.7.3 CSOsのためのアンブレラ組織を促進・強化する。

(1.8) 農業セクターの話題に関するメディアの関心を高める。

- 1.8.1 政府、LGAs、農業貿易の協会、NGOs、CBOsは、適切な職員に対し、メディアとの対話にあたる。

(1.9) 効果的なランド・サーベ이의実施

- 1.9.1 農業ランド・サーベイにかかわるマンパワーを計画する制度を行なう。
- 1.9.2 小規模農家が (地理的に) 委託できるようなサーベイ実施の方策を定める。
- 1.9.3 ランド・サーベイ・サービにそれぞれの官庁や民間セクターの役割を決定する。

戦略2. 商業活動のために望ましい環境の創出

(2.1) 安定したマクロ経済の維持

- 2.1.1 タンザニア政府が、農業関連の支出比率をモニタリングする。
- 2.1.2 農業生産、投資に関する農家と投資家へのインセンティブとして、税金、補助、利息を、調整する合理化する。
- 2.1.3 農産物の生産と加工における原料や輸送の税金を減らして合理化する仕組みを奨励する。

(2.2) 農業セクターの法律のレビュー、調整、広報

- 2.2.1 農業セクターの法律を1991年商法を元として見直し、調整する。
- 2.2.2 農業に関する法律を見直し、調整する。
- 2.2.3 1997年労働法と関連するものとともに、1978年TPP法との整合性を高める。
- 2.2.4 インプットとアウトプットの流通に関する法律をアップデートして履行する。

(2.3) 農業に関するセクターの法律のレビュー、調整、広報

- 2.3.1 ASDSの実行に資して結成した法律を見直し、調整し、広報する。

(2.4) 各種の商品委員会 (Commodity Boards) に参加するステーク・ホルダーの能力強化

- 2.4.1 商品委員会 (ボード) を、ステークホルダーが管理する自律組織として再構築する。

(2.5) 国境貿易の合法化と促進

- 2.5.1 農産物の国境貿易に関する全ての調整を除去する。
- 2.5.2 国境への輸出、とくに食料品、の輸出を奨励する。

(2.6) 食糧保障政策の立案と実行

- 2.6.1 食糧保障政策を立案する。
- 2.6.2 食糧保障政策に関するガイドラインを行政官に発行する。

(2.7) 土地に関する法律手続書の調整

- 2.7.1 新土地法が市民に真面目に受け取られるようにする。
- 2.7.2 土地に関する法律的手続きおよび物理的アクセスの手続きを改善する。
- 2.7.3 新土地法の履行をモニタリングする。

(2.8) 「農業投資地区」 (Agricultural Investment Zones) のためのランド・サーベ이의実施と役割分担の明確化

- 2.8.1 農業投資すべきポテンシャルのある土地と、居住する人々のための適切なゾーンのサーベいを実施する。
- 2.8.2 居住する人々の定住に関する計画と定住地に関する計画を策定する。

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確立

- 3.1.1 現在進行中の農産物に関する研究の民間化を完全に終了させる。
- 3.1.2 COSTECHにある農産物と農業に関する研究委員会を強化する。
- 3.1.3 農業研究に關し、中央政府、LGAs、商品ボード、民間の協同及び費用分担の仕組みを工夫する。
- 3.1.4 研究活動、研究施設、研究組織の全体的視座での調整のために、COSTECH研究委員会を強化する。

- (3.2) 購買に先導された農業エクステンション・サービスの実施
 - 3.2.1 信用保証、納付、その他へのエクステンション・サービスを再構築する仕組みを立案して実行する。
 - 3.2.2 納付と納付の効率化や農業エクステンションを促進する。
 - 3.2.3 納付が容易になるよう、費用負担に関するモリトリックを構築する。
 - 3.2.4 納付の自動化を実現し、より効果的な手法を使用する。
 - 3.2.5 モニタリングと評価のための仕組みを構築するとともに、パフォーマンスを評価するための基準を設定する。
- (3.3) 購買に先導された農業トレーニングの強化
 - 3.3.1 クワイアット（農業）のニーズに対応した農業研修に、カリキュラムを見直しアップグレードする。
 - 3.3.2 農業とその他のステークホルダーが受講するコースを用意できる仕組みを構築して導入する。
 - 3.3.3 農業研修の中で、短期と長期コース両方により、農業が容易になる仕組みをアップグレードする。
 - 3.3.4 農業研修を促進するために研修施設を改善・拡張する。
- (3.4) 規制や基準の強化
 - 3.4.1 規制標準を適用し、農産物の品質や安全に関する規制能力をアップグレードする。
 - 3.4.2 規制や基準に関する政府やベストの管理を強化するメカニズムを立案する。
 - 3.4.3 ステークホルダー自らによる規制強化の向上を支援する。
 - 3.4.4 規制や基準の適用を調整するメカニズムを構築する。
 - 3.4.5 農業生産性を向上させるためにベストな規制や基準を適用するのよき仕組みをレビューしてアップグレードする。
 - 3.4.6 ステークホルダー間の関係の透明性に関する規制を向上させるために農業メンバーに教育を施す。
- (3.5) 農産物の保険サービスと動物保健サービスの向上
 - 3.5.1 農業保険サービスの提供に関する法律を見直し実施する。
 - 3.5.2 輸出市場で、戦略的な地域にDisease Free Zones (DFZ)を創設する。
 - 3.5.3 予測される疫病に、疫病管理プログラムを開発して実施する。
 - 3.5.4 研修と人材確保を通じて、MAFS, MWLD, LGAsにおける衛生管理の能力を強化する。
 - 3.5.5 動物と人間の疫病に対するインフラが整備され決められた水準を維持することを奨励する。
 - 3.5.6 動物と人間の疫病の発生に備える計画を、モニタリング及び早期警戒システムを開発して強化する。
- (3.6) 農産物の管理の改善
 - 3.6.1 1994年土地法No.4と1999年土地法No.5に関する教育プログラムを開発する。
 - 3.6.2 権利を有する人（≠主にマサイ族）の強制的な移住地と、技術も有する農家との土地の分配と区分をはっきりさせる。
 - 3.6.3 干ばつ、洪水、崩壊した農地の不足に関する早期警戒システムを開発し強化する。
- (3.7) 土地と水資源の管理と利用の改善
 - 3.7.1 農産物の生産と土地利用を促進する。
 - 3.7.2 土地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 水資源管理プログラムを開発し、農産物の生産と水の確保と管理に関するプログラムを開発する。
 - 3.7.4 戦略的な土地利用の確保のための奨励金プログラムを開発する。
 - 3.7.5 コミュニティの水供給システムをデザインするとともに、灌漑、運搬、貯留の様々なニーズに対応した統合的(Integrative)アプローチを採用する。
- (3.8) 農業機械化の強化
 - 3.8.1 各レベルでの労働者の技能の向上を奨励する。
 - 3.8.2 干ばつが起きやすい地域での耕作機械を奨励する。
 - 3.8.3 農産物の輸出サービスを提供する。
 - 3.8.4 地元の農業機械修理店を開発し奨励する。
 - 3.8.5 地元の農業機械修理店を開発する研究を奨励し実施する。
 - 3.8.6 農業機械化と農産物の生産に関する研究を奨励し実施する。
 - 3.8.7 新しい農業機械と農産物加工技術に関するトレーニングとデモンストラーションを支援する。
- (3.9) 統合的な農業情報システムの確立
 - 3.9.1 MAFS, MWLD, MOAにデータベース管理システムを開発し、動物と人間の生産と流通に関する農業データを収集・加工・広げる。
 - 3.9.2 LGAsに情報を提供・調査するために、情報のデータベースのネットワーク化のための仕組みを開発する。
 - 3.9.3 OADP(農業情報システム)の作成とモニタリングを促進するために、LGAsにおけ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の農業情報管理を収集・加工・広げるためのLGAsの能力を開発する。
 - 3.9.5 データの収集、加工、保存、共有のための利用ガイドラインを作成する。
- (3.10) グラス・ルーツでのマイクロ・ファイナンスの促進と強化
 - 3.10.1 農業主層の以下のレベルのマイクロ・ファイナンス機関の創設を奨励し実施する。
 - 3.10.2 コミュニティ・バンクの創設を奨励し実施する。
 - 3.10.3 マイクロ・ファイナンス機関と、正式な金融機関とのリンクを創設する。
 - 3.10.4 マイクロ・ファイナンス機関が、貯蓄、農業インフラ建設、市場開発など他のサービスを提供することを奨励する。
- (3.11) 投資金融の仕組みの確立
 - 3.11.1 農産物の高収益性に関する研究を奨励する。あるいは新しい投資銀行を設立するためのシード・マネーを創設できる仕組みを創設する。
 - 3.11.2 農業をファイナンスするために、ノンバンクの資本を利用する可能性を調査する。

戦略4. 農業インプットと農業アウトプット市場における効率性の向上

- (4.1) PASS (Private Agribusiness Support) ユニットの設立
 - 4.1.1 PASSに関する政策や手続を策定する仕組みを構築する。
- (4.2) 農産加工と地方の工業化の促進
 - 4.2.1 地方の工業化の妨げとなっているものをレビューする。
 - 4.2.2 地方の工業化を促進するためのインセンティブの仕組みを作る。
- (4.3) 地方における農業インプット（種・餌・肥料等）へのアクセスの増加
 - 4.3.1 安価な農業インプットを確保する仕組みを構築する。
 - 4.3.2 農業インプットの供給に支障をきたしているものをレビューする。
 - 4.3.3 農業パートナー、NGOs、民間セクターがこれらの機会をファイナンスすることを奨励する。
- (4.4) マーケット情報の収集と広報の強化
 - 4.4.1 MOA (農産物・流通) にマーケット・リサーチ・ユニットを創設する。
 - 4.4.2 MOA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広報する。
- (4.5) 農業インプットと農業アウトプットの流通のための地方インフラの改善
 - 4.5.1 (交通のための) 道路、水供給、通信網、そして市場を改善する。
 - 4.5.2 牛乳収集センターを創設するとともに奨励する。
 - 4.5.3 動物市場と貯蔵施設を改善・拡張する。
 - 4.5.4 農産物、冷蔵、牛乳加工工場を改善・拡張する。
- (4.6) 小規模農業とアグリビジネスのパートナーシップの促進
 - 4.6.1 農業とアグリビジネスにおける農業システムなどの関係に関する民間セクターのイニシアチブを奨励し実施する。
 - 4.6.2 農業とアグリビジネスとのパートナーシップの創設のために、農業関係の仲介者を創設することを奨励し実施する。
- (4.7) 農業投資のためのインセンティブ・メカニズムの構築
 - 4.7.1 農業投資システムを向上させるために、特別な投資インセンティブのパッケージを開発し実施する。
 - 4.7.2 地方における農業投資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 地方インフラの創設に関する融資規制、コスト・シェアリング、資金に関するインセンティブ・メカニズムを見直し強化する。

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 農業開発のために、地方の基礎ニーズに関する研究を支援する。
 - 5.1.2 農業主層の地方インフラ・コンポーネントをDDPs (開発計画) に入れ込むための仕組みを開発する。
 - 5.1.3 地方インフラ計画に農業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。
- (5.2) 地方における電化と通信の改善
 - 5.2.1 それぞれ農業主層が利用可能な電力供給計画（発電、送電）と通信網計画において、農業関係の必要や要求を反映しプロセスを促進するガイドを開発する。
 - 5.2.2 太陽光、風力、水力などの再生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。
- (5.3) HIV/AIDSとマラリアの影響と拡散の最小化
 - 5.3.1 HIV/AIDSの感染にさらされている農家を特定し介入プログラムを開発する。
 - 5.3.2 HIV/AIDSにさらされている農家を特定し介入プログラムを開発して導入する。
 - 5.3.3 疫病の発生を抑制するための一般向け教育に力を入れるとともに、農業関係カリキュラムに入れ込む。
- (5.4) 農業開発の計画のなかでジェンダー・イシューを主要なものとして扱う (Mainstreaming)
 - 5.4.1 農業関係の活動においてジェンダー・イシューを考慮するためのGender Management Systemの使用を開始する。
 - 5.4.2 DADPにおいて、エンパワーメントと食糧、土地、技術、市場、貿易への女性のアクセス向上を目指す特別プログラムを開発する。
- (5.5) 若者の能力の開発
 - 5.5.1 若者の能力を向上し、農業での雇用を増やすための適切なメカニズムを開発する。
 - 5.5.2 地方において、若年層の雇用を促進するアグロインダストリーなどの民間セクターを奨励し実施する。
- (5.6) 環境管理の強化
 - 5.6.1 洪水、干ばつなどの早期警戒システムを開発する。
 - 5.6.2 農業用水管理プログラムにおいて、雨水と農業水アプローチの計画を奨励する。
 - 5.6.3 環境保護に関する一般の認識を向上させることを奨励するとともに、農業関係カリキュラムに入れ込む。

添付資料5 ASDP 策定のための IC/R の構成

<p>1.0 INTRODUCTION</p> <p>2.0 BACKGROUND AND CURRENT STATUS OF ASDS</p> <p>2.1 Strategy context of the ASDS</p> <p>2.2 The importance of the ASDS for Agriculture development</p> <p>2.3 The policy Direction of ASDS</p> <p>2.4 The current status of the ASDS</p> <p>3.0 OBJECTIVES AND EXPECTED OUTPUTS OF THE STUDY</p> <p>3.1 Objectives</p> <p>3.2 Expected outputs</p> <p>3.2.1 The Framework documents</p> <p>3.2.1.1 Policy Issues</p> <p>3.2.1.2 Institutional Issues</p> <p>3.2.1.3 Financing Issues</p> <p>3.2.2 Sub-Programme document8</p> <p>3.2.2.1 Introduction</p> <p>3.2.2.2 Outputs</p> <p>3.2.2.3 Implementation</p> <p>3.2.2.4 Resource Requirement and sources of funds</p>	<p>4.0 APPROACH FOR THE PREPARATION OF ASDP</p> <p>4.1 Analytical phases</p> <p>4.1.1 Phase I</p> <p>4.1.2 Phase II</p> <p>4.1.3 Phase III</p> <p>5.0 ROLE OF TEAM MEMBERS</p> <p>6.0 SCHEDULE OF ACTIVITIES</p> <p>7.0 ANNEXES</p> <p>ANNEX 1 Broad Terms of Reference for the preparation of ASDP</p> <p>ANNEX 2a Sub-sector priorities</p> <p>ANNEX 2b Sub-programmes</p> <p>ANNEX 3 Assignment of ASDP Team Members</p> <p>ANNEX 4 Terms of Reference for Financial Specialist</p>
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資料 15

ブレイン・ストーミングペーパー資料

農業セクターにおける援助の方向性の検討
(ブレインストーミング・ペーパー)

ASDP の実施段階ではバスケット(ASDP Basket Fund)が設置されることが確定している。今後の農業セクター全体の活動におけるバスケットの位置づけは、ドナーがとろうとしているスタンスに依るところが大きい。本稿では、こうしたバスケットの位置付けも含め、農業セクターにおける援助環境の変化とその中における日本の協力にかかる3つのシナリオを想定・検討する。その上で、日本の課題を整理する。参考資料には、1) 財政メカニズム(日本およびタンザニア(中央政府のみ)) のフロー図、2) バスケットに資金投入した後の説明責任の果たし方についての基本的考え方、3) 保健バスケットのファンディングおよびレポーティングメカニズムのフロー図を含めた。

1. 3つのシナリオの想定・検討

前提

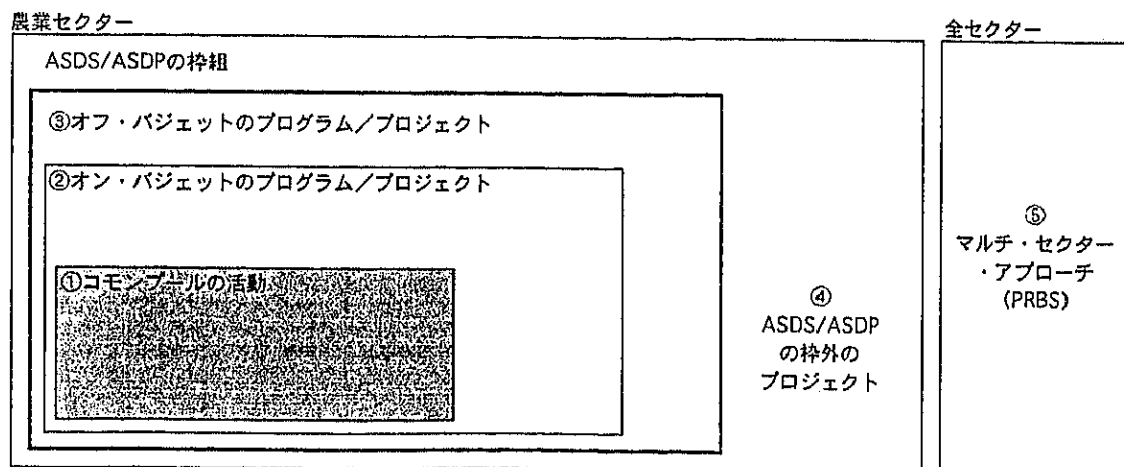
ASDP のファイナンシャル・マニュアルは、ASDS/ASDP の枠組みの中で、様々なモダリティーによる援助が可能になるように作成されている。しかし、コモンファンドを中心としたマニュアルに仕上がる可能性が大きい。今後は ASDP の活動=コモンファンドによる活動の方向もしくは少なくとも ASDP の活動=オン・バジェットによる活動の方向に動いていくことは避けられなくなるかもしれない。

しかし、ASDP の実施開始当初は、様々なモダリティーによる援助が ASDS/ASDP の枠内外で同居する状況が現実的と考えられる。以下は、ASDP 策定当初に想定される農業セクターに係る5つの援助モダリティーである。日本の案件は全てこの中の③と④にあてはまることになるであろう。

- ① コモンプールの資金を使った活動
- ② コモンプール外のプログラム (オン・バジェット)
- ③ コモンプール外のプログラム (オフ・バジェット)
- ④ ASDS/ASDP の枠外のプロジェクト/活動
- ⑤ PRBS を通じた資金を使った活動

*ここでの、「オン・バジェット」とは、政府予算に含まれているという意味である。

図1 想定される農業セクターの援助モダリティー (2002/2003年)



3つのシナリオの検討

こうした、様々なモダリティーによる援助が ASDS/ASDP の枠内外で同居する ASDP 実施開始当初の状況を出発点として、本稿ではこの先 10 年間に想定される次の 3つのシナリオを作成した。

- 1) 手続きの完全共通型
- 2) 援助モダリティー多様性共存型
- 3) 中央政府プログラムの手続き共通化/地方のドナー別拠点開発型

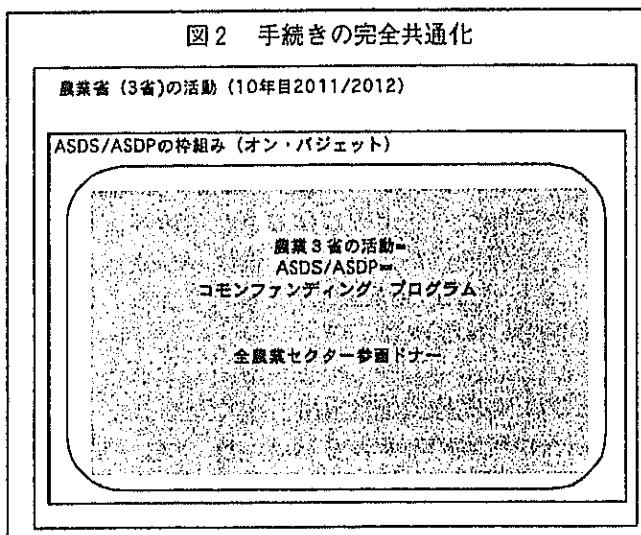
1) 手続きの完全共通化

□ 援助環境 (10年後)

10 年後には、マルチセクターを対象とする PRBS が並行して存在する一方、セクター内では手続きの完全共通化を達成する。即ち、全農業セクター支援ドナーが ASDP バスケットファンドに資金を投入し、農業にかかる活動の完全オン・プロジェクト化が達成される。

□ 日本側の対応 (10年後)

- ・当初は、イヤマーク付で ASDP バスケット・ファンドに参加するものの、やがてバスケット・ファンドへのノン・イヤマーク援助を開始する。
- ・日本の農業セクターにかかる援助の枠組作り (もしくはプログラム作り (日本版 ASP)) を行い、プロジェクト・ベースでばらばらに実施してきた案件を、その枠内に位置づける。ASDS/ASDP の枠組の中における重複をさけるため、次第にその枠組は他ドナーのプログラムとも統合されていく。最終的に ASDS/ASDP の枠組の中で全ドナーのプログラムが統合され、完全コモン・バスケット、手続きの共通化を達成する。
- ・完全オン・プロジェクト化の達成にともない、日本の全投入も MTEF も含まれ、IFMS にも内部化される。



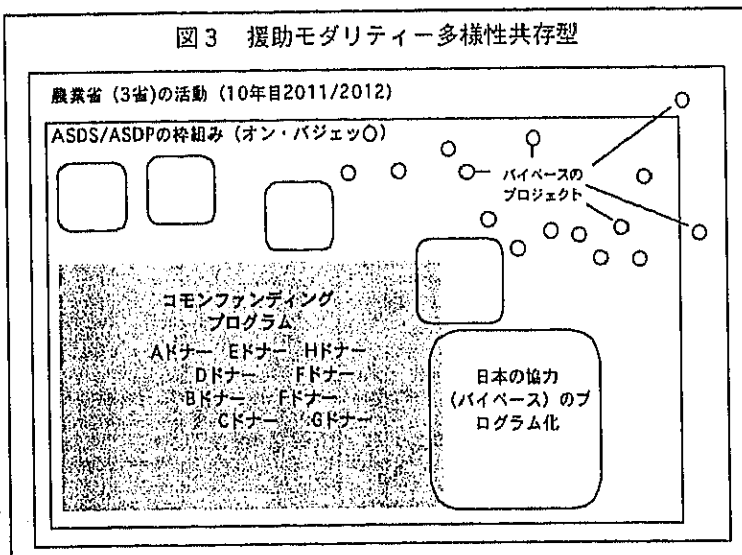
2) 援助モダリティー多様性共存型

□ 援助環境 (10年後)

10 年後には、マルチセクターを対象とする PRBS が並行して存在する一方、セクター内では現在と同様に多様な援助モダリティーが共存する。但し、オン・プロジェクト化は進捗し、殆どの案件がオン・プロジェクト、即ち、政府資金の流れに組み込まれる。

□ 日本側の対応 (10年後)

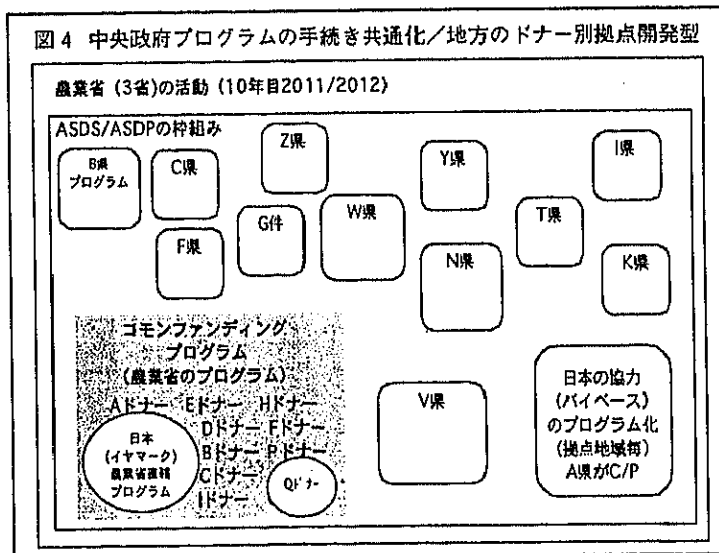
- ・当初は、イヤマーク付で ASDP バスケット・ファンドに参加するものの、やがてバスケット・ファンドへのノン・イヤマーク援助を開始する。
- ・日本の農業セクターにかかる援助の枠組作り（もしくはプログラム作り（日本版 ASPS））を行い、プロジェクト・ベースでばらばらに実施してきた案件を、その枠内に位置づける。
- ・完全オン・バジェット化は達成しないものの、日本の全投入については MTEF に含まれ、IFMS にも内部化される。



3) 中央政府プログラムの手続き共通化/地方のドナー別拠点開発型

□ 援助環境 (10年後)

10年後には、マルチセクターを対象とする PRBS が並行して存在する一方、セクター内ではイヤマーク付のコモンバスケットが定着する。地方分権化が進み、これまで地域拠点型（県への支援）の援助を実施してきたドナーはそのまま同様の援助を継続し、さらに他の一部ドナーも地域拠点型プログラムを協力の軸にし始める。オン・バジェット化は進捗し、全ての案件がオン・バジェット化される。

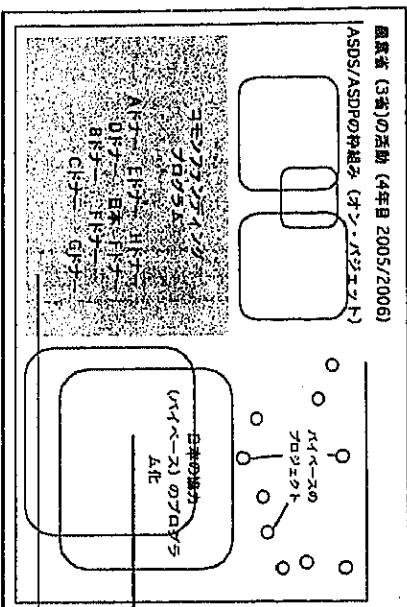
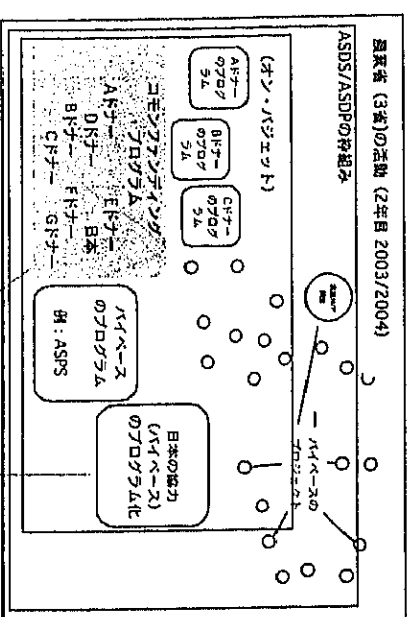
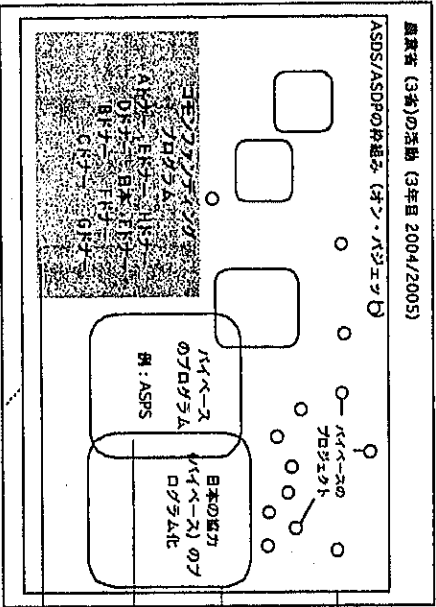
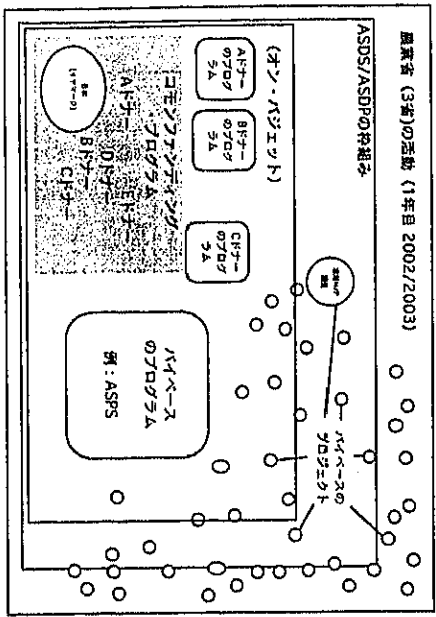


□ 日本側の対応 (10年後)

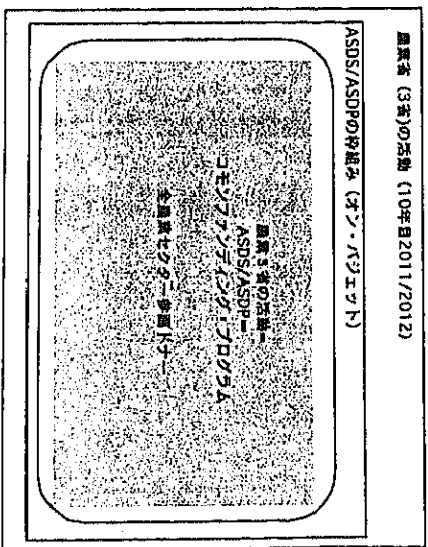
- ・日本はコモンバスケットに資金投入するものの、中央政府の活動（農業省直轄のプログラム）へイヤマークする。
- ・日本も地域拠点型の援助を展開する一ドナーとなる。カウンターパートが県となり、援助資金は全て県の予算に組み込まれる。
- ・中央・地方両方とも完全オン・バジェット化するため、日本の全投入が MTEF に含まれ、IFMS にも内部化される。

シナリオ1 手続きの完全共通化型 ～コンピュータインテグ・プログラムの拡大および参画ドナーの拡大により、手続きの共通化が進む～

※このシナリオは、既に実施されているPSSを基にドナー・セクター拠出を基として、参画ドナー支援（セクター支援）が行われていることを前提としている。



資料 15-4



主なメリット

- ・手続きの完全共通化により、政府側、ドナー側ともに、援助手続き（会計上、予算上、および調達上）および援助資金の活用にかかる効率性が向上する。
- ・タンザニア政府のオーセンティック化が強化される。
- ・全ドナーが、共通の仕組みと共通の手続きにより援助を実施するため、手続きの透明性が向上し、情報共有も促進される。

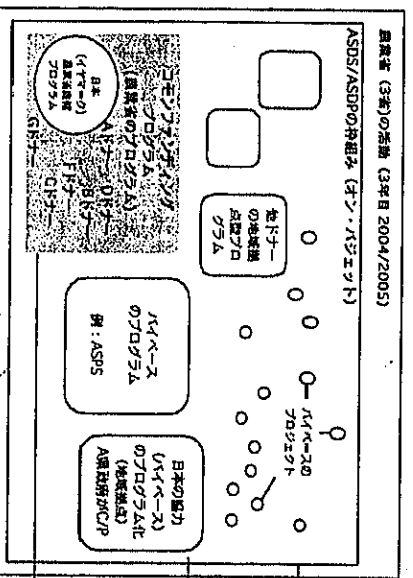
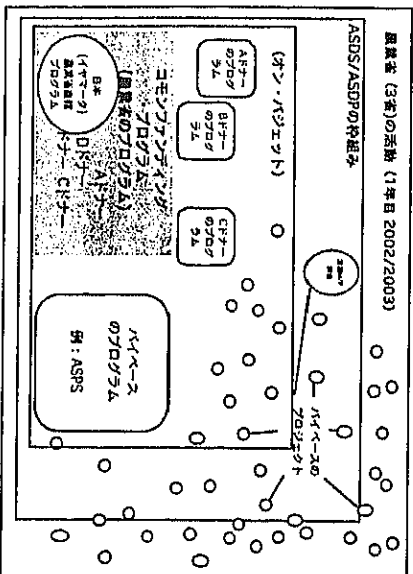
主なデメリット

- ・援助資金の使途が、不明瞭になりやすい。
- ・開発資金の使途にかかわらずドナーインテグレーションが政府に届いていない状況で、完全なコンピュータインテグレーションが行われた場合には、構築されたドナーインテグレーションシステムに基づいてドナーインテグレーションが行われない可能性もあるため、この場合プログラムの資金が使われないこともありうる。
- ・本邦向けの収入資金の使途説明を行う場合、担拠になる寄附・資金（徴収費等）が十分に届かない可能性がある。
- ・セクター全体としての効果はある程度見えるが、日本がもたらした具体的な効果はわからない。
- ・計画の策定、実施にかかわる意思決定プロセスにおけるドナーの介入が大きいため、タンザニア政府のオーセンティック化が阻害される。

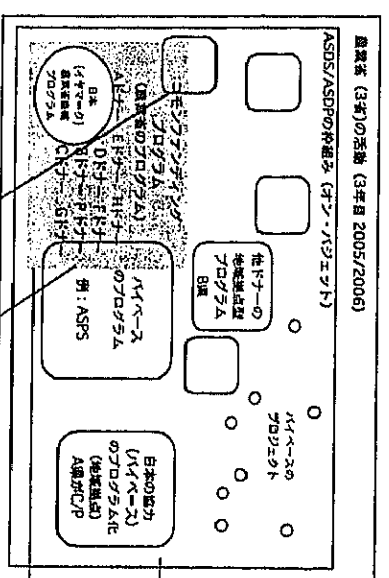
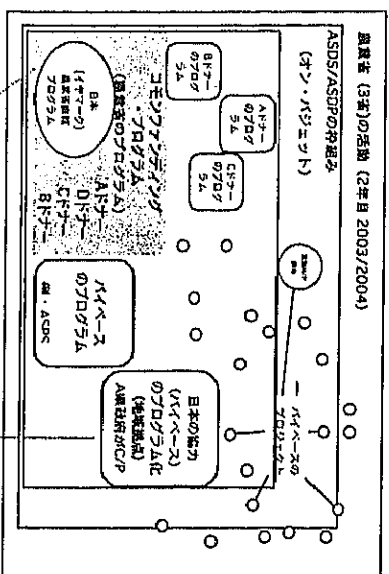
シナリオ3 中央政府プログラムの手続き共通化/地方のポナー別拠点開発型

ASDS/ASDPの枠組の中に全ての農業案件が位置付けられる。コモンプラットフォーム化設置される、一方で各ポナーが地域(県)に拠点を置くようになる。中央政府における手続きの共通化が進展する。

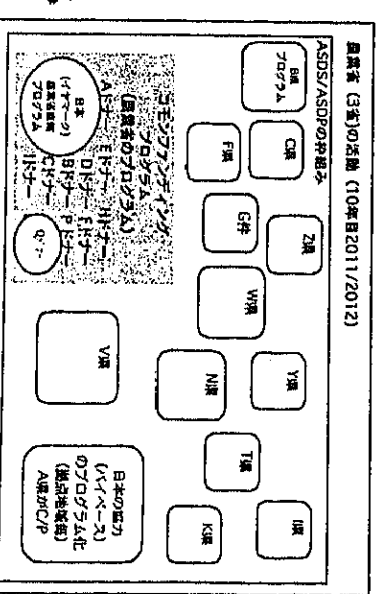
※このシナリオは、既に実施されているRISを基に「ポナー」を統一して、農業セクター全体に適用することを前提としている。



ポナー別の地域拠点プログラムが中心となる。日本案件のポナー別の共通化。ポナー別の地域拠点プログラムが中心となる。日本案件のポナー別の共通化。



ポナー別の地域拠点プログラムが中心となる。日本案件のポナー別の共通化。ポナー別の地域拠点プログラムが中心となる。日本案件のポナー別の共通化。



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2. 当面の日本の課題

(1) ASDS/ASDP におけるプロジェクトの扱い

仮に、1) ASDP が農業セクター全体をカバーするもので、2) ASDP に示される投入資金が MTEF と整合性を有し、3) IFMS に統合されるものである、ということを目指すのであれば、日本のこれまでのプロジェクトの投入方法にも変化が求められる。

ASDP の活動において多様なモダリティーの同居が容認されると仮定すると、当面の（少なくとも今後3～4年の）農業セクターに関する日本の援助方法は次表のようにまとめることができる。

表1 農業セクターに関する当面の日本の援助形態（不明箇所あり）

	資金投入先	オン・プロジェクト: ○ オフ・プロジェクト: ×	マーク: ○ ノン・マーク: ×	対象
債務救済無償	PRBS	○	×	マシ・セクター
セクター無償* (?)	Consolidated Account (?)	○	○	特定対象
セクター無償*	ASDP Basket Fund Account	○	×/○	農業セクター
プロジェクト	C/P の Account (?)	経常経費: ○(?) 経常以外: ×	○	特定対象

*セクター無償に関しては、現在、本邦にて RADAG 調査団員が、外務省等関係部署にヒヤリング中。

このなかで、1) ASDP が農業セクター全体をカバーするもので、2) ASDP に示される投入資金が MTEF と整合性を有し、3) IFMS に統合されるものである、という仮定に馴染みにくいのは「プロジェクト」型の協力である。日本がプロジェクト型援助を継続しながら、これらをかばっていきには、特に以下への対応を考えなければならないであろう。

- 1) 草の根無償、専門家、協力隊も含めた全ての協力を ASDP の枠内に位置付けるのかどうか
- 2) 即ち、MTEF プロセスに日本の協力全て（債務救済無償、セクター無償、無償資金協力、2KR、草の根無償、プロ技、開発調査、専門家、協力隊）を報告するかどうか
- 3) これらのプロジェクト（日本の協力）にかかる経常予算をオン・プロジェクト化（政府予算への計上）するかどうか
- 4) オフ・プロジェクトのプロジェクト資金をどのように IFMS への統合するか

以上に対し、完全な透明性をもって日本が対応していくとすると、次の問題が生じるかもしれない。

- ・大型プロジェクトは、タンザニアの経常経費を多く必要とするため、他ドナーから批判される。
- ・専門家等への投入資金額が多額であると他ドナーあるいは本邦国民から批判される。
- ・プロジェクト（草の根無償、専門家、協力隊も含む）毎に目的が異なるため、全て ASDS/ASDP の枠内に位置付けられないかもしれない。

- ・ ASDP が 3 年間を対象としているため、3 年間分のプロジェクト毎の経常予算算出が困難である。
- ・ 政府の予算見積案が作成される段階で、経常予算が既に含まれている必要があるため、事前の見積もりが必要となる。(タンザニアの予算プロセスについては参考資料 1 を参照)。
- ・ 日本の「プロジェクト」型援助自体が、財政支援型ではないので、IFMS への統合が困難である。(ダミー・ノーティフィケーションの可能性は?)

(2) プロジェクト型援助のプログラム化

これまで、日本は様々なスキームを用いて、それぞれ対象/目的が異なったプロジェクトを実施してきた。日本が今後 ASDS / ASDP に沿った形で援助投入を行っていくとすれば、ASDS で設定された目標もしくは ASDP で設定される目標に向かった投入を行っていく必要がある。

例えば、このためには、先ずは日本が個別に実施してきたプロジェクトをより体系的に位置付け、農業開発全体を視野に入れたプログラム化することが考えられる。

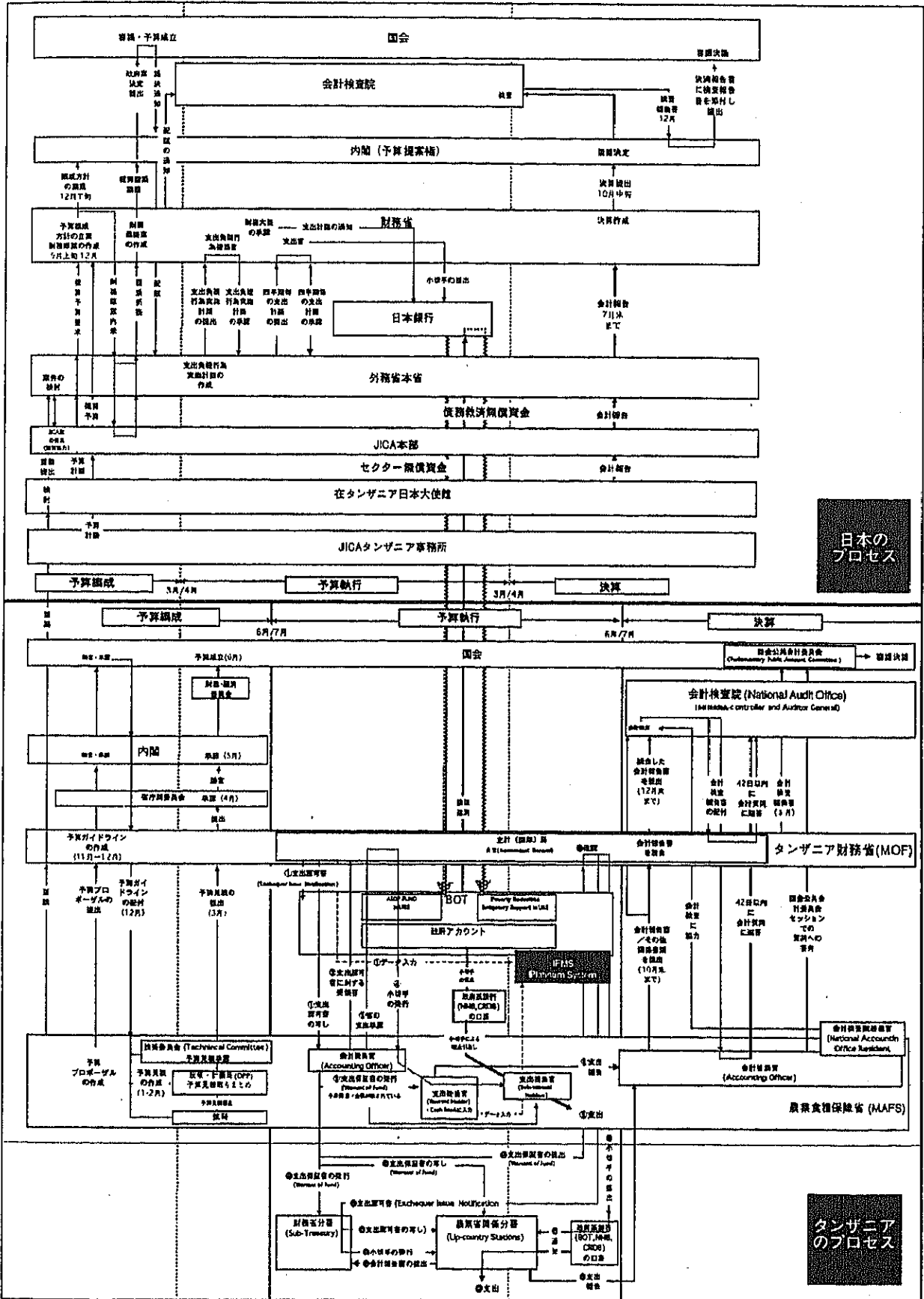
プログラム化とは、デンマークが実施してきた ASPS のようなものでプログラム内にサブセクターのコンポーネントを持ち、それぞれのコンポーネントの中でデンマークの資金援助によりタンザニア政府が主体となり活動を行っていくというものである。個別投入(プロジェクト)ありきの援助から、枠(戦略/計画の枠組み)ありきの援助への転換ということである。

現在、ASPS はフェーズ 2 の立ち上げ段階にある。その動きをみているとプログラムの枠組み作りは、タンザニア側ステークホルダー(県職員、農民グループ、他ドナー)と DANIDA 関係者によるステークホルダー・ミーティングを通じて行われているようである。つまり、タンザニア側のオーナーシップを基本として、プログラムの枠組み作り(計画段階)からタンザニア政府を当事者として巻き込んでプログラムを行おうというものである。

これによる主なメリットは以下が考えられる。

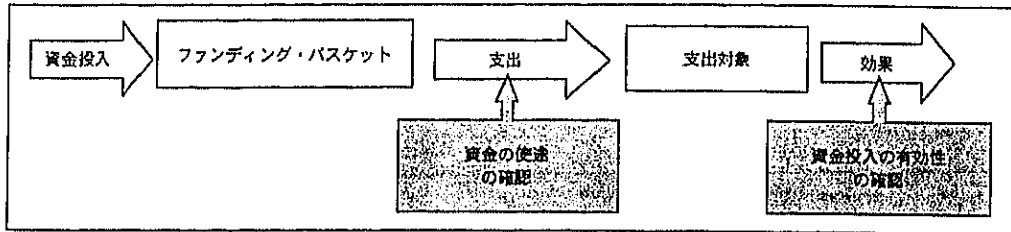
- ・ 日本の投入は何かと問われた場合、プロジェクト投入の場合はそれぞれの目的が異なるため説明が複雑になるが、プログラム化すればその枠組みの中で体系的な説明が可能となる。
- ・ 日本の投入の体系化により、評価が行いやすくなり、したがって説明責任も果たしやすくなる。
- ・ 計画段階から当事者としてタンザニア政府を巻き込めば、日本のプロジェクト型援助でこれまで不十分といわれてきた非援助国側のオーナーシップの醸成に資することができる。
- ・ 日本のプロジェクト型援助が財政支援型で行われた場合には、MTEF への完全掲載、IFMS への統合化が可能となる。

図 財政メカニズム (日本およびタンザニア(中央政府のみ))



参考資料 2. 説明責任の果し方にかかる基本的考え方

日本が、農業コモンバスケット(ASDP Fund)に資金を投入することになった場合は、2つレベルで説明責任を果す必要がある。一つは、資金の使途が適切であったか、もう一つは資金投入が有効であったかである。



(1) 資金の使途が適切であったか

バスケットに資金投入した場合の最大の問題は、投入した資金が具体的に何に使われたか見えにくいことである。プロジェクト型援助の場合は、「プロジェクト」の限定的対象に資金投入が出来たため、その使途が比較的明確であった。しかし、コモンファンディングの場合には、イヤマークしない限り使途は特定されない。このため、資金の使途はコモンファンディング全体の使途を確認することで可能になり、その全体の適切な使途が確認できれば、これをもって説明責任が果せるということになる。

農業セクター全体を視野に入れたバスケットが設定された場合、バスケット資金は大きく中央政府の活動に使われる場合と、地方政府の活動に使われる場合の2通りが考えられる。中央の資金は農業省の活動資金、地方の資金は地方自治省から県に流れる活動資金ということになる。いずれにしても、使途にかかる説明責任を果すための物理的な証憑は必要となる。証憑としては以下が考えられる。

- ・ 年次会計報告
(年間を通じたバスケット資金の使途を明らかにしたもの)
- ・ 四半期会計報告
(四半期毎のバスケット資金の使途を明らかにしたもの)
- ・ バスケット管理委員会による承認
(年次計画書や四半期会計報告書に基づきバスケットファンドの使用を承認したもの)
- ・ 外部監査報告書
(外務監査法人により会計検査された結果を示したもの)

年次会計報告書、四半期会計報告は説明責任を果すための重要な証憑の一つである。年次報告書および四半期報告書は、バスケット資金の活動を行う部局が責任をもって作成し、これを、バスケット管理委員会が承認する。年次報告書および四半期報告書は、ファンディング資金の使途が適切であったかを確認するためのものであり、次に続く四半期もしくは年度のバスケット資金使用の妥当性を検討する材料となる。したがって、年次報告書および四半期報告書、そしてこれらをバスケット委員会が承認したという証拠、例えば、委員会の取り決め事項が示してある R/D や承認を証明できる文書は、説明責任を果すための材料になりうる。

一方、外部監査法人の監査報告書も、説明責任を果すためには有効であると思われる。コモンバスケットの場合には、複数のドナーが資金提供しており、本国への説明責任のための証憑の示し方もそれぞれなっているものと考えられる。このため、各ドナーの必要性に応じて外部監査に委託して会計監査を行うことが出来るよう、合意書には記載されていることが望ましい。

保健セクターの例

保健セクターの場合には、Health Sector Basket Fund (HSBF)と呼ばれるコモンバスケットが設置され、保健省次官および地方自治庁次官を共同議長とするバスケット・ファンディング委員会 (BFC) のもと、中央と地方の2つのレベルにおけるバスケット・ファンディングおよびレポーティングの体制が整っている (参考資料 3 参照)。中央とは保健省の活動に使われる資金、地方とは地方自治庁を通じて県で使われる資金へのバスケット・ファンドの活用である。

BFC は、中央レベルに関しては保健省作成の優先行動計画(PPOA)に基づいたファンド資金活用の承認、保健省作成の前四半期報告書の確認と次四半期の資金活用の承認、年次会計報告の確認・承認を行っている。他方、地方レベルに関しては地方からの計画の承認 (州事務所が県保健計画を取りまとめて作成した州保健計画)、県からの四半期毎の会計報告の確認・承認、地方自治庁が取りまとめた年次会計報告の確認・承認を行っている。

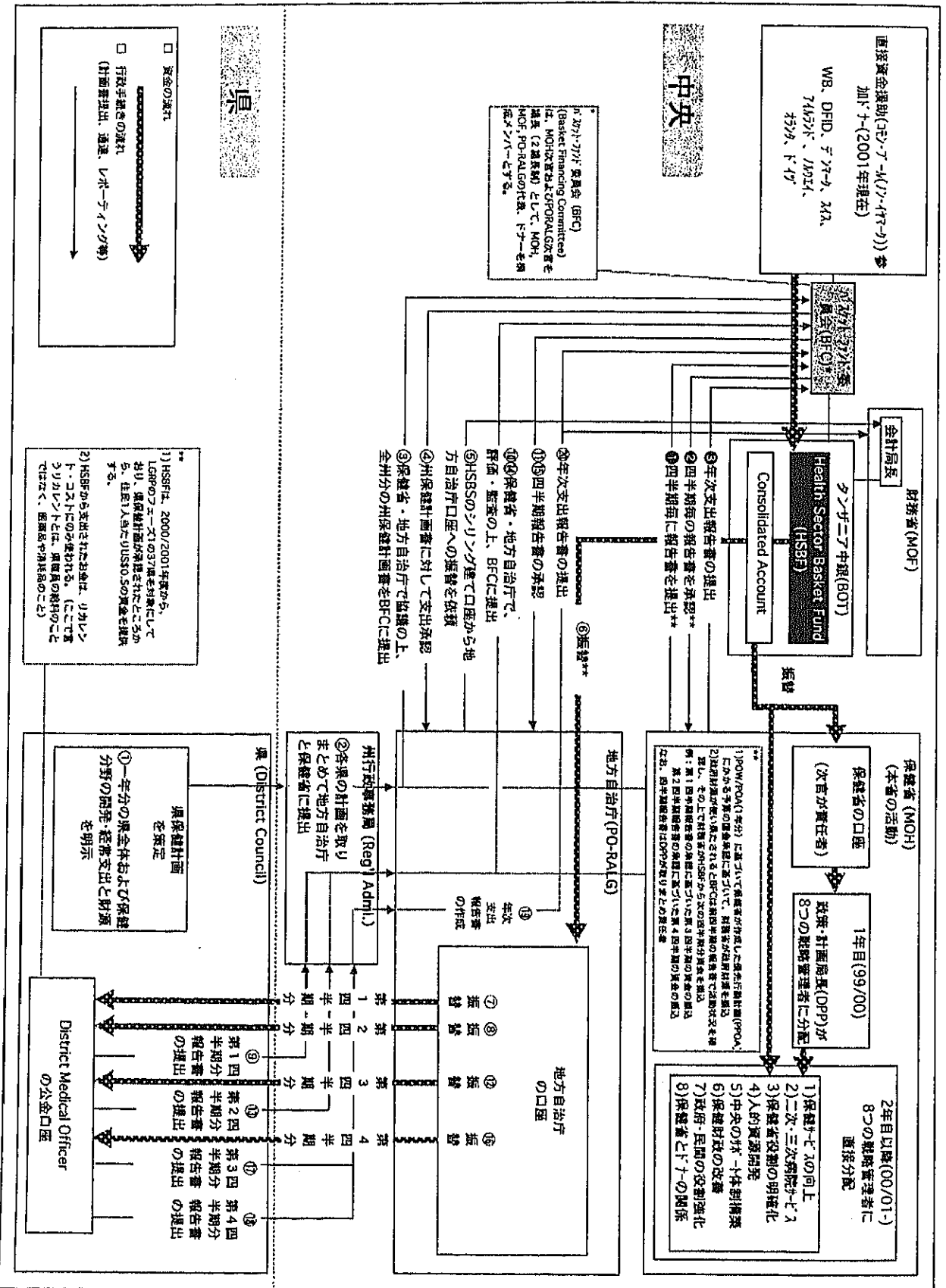
(2) 資金投入が有効であったか

資金の投入が有効であったかという質問は、同時に資金投入をしたバスケットの対象が改善したかという意味でもある。即ち、資金投入により投入対象のパフォーマンスが向上することが資金投入の有効性を裏付ける証明となる。この有効性をもって、納税者には資金投入の正当性を示すことができる。

バスケットがカバーする対象が大きいほど、パフォーマンスを測る指標も総花的になりがちであり、また外部要因による影響も大きく左右される。逆にイヤマークで用途を限定した場合は、パフォーマンス指標はより具体的になり、外部要因による影響も小さくなる。したがって、バスケットがカバーする範囲が広いほど、投入資金の用途にかかる妥当性が説明責任の中心的な証憑になり、バスケットがカバーする範囲が小さければ、投入資金の用途に加えて、より信憑性の高いパフォーマンス指標が確保でき、証憑として使いやすくなるということである。

バスケットでカバーする範囲	証憑の重要性	
	資金の用途にかかる証憑	資金投入の有効性にかかる証憑
大	◎	△
↑		
↓	◎	○
小	◎	◎

図 HSBF (Health Sector Basket Fund) のフロンティアングおよびレポーターリング・メカニズム (案)



資料 16

情報収集ペーパー

A: TANAZANIA ON LINE

1.0 BACKGROUND INFORMATION

During the course of work in preparing the "Tanzania Assistance Strategy" (TAS) in August 1999, the Office of the UNDP Resident Coordinator and the Ministry of Finance requested bilateral and multilateral agencies to provide information with regards to analytic work commissioned by them. The overall objective was to assist the government in building up a common centralized source of analytical work in order to avoid duplication of efforts by different donor agencies, and enhance collaboration in filling critical gaps in knowledge and availability of data among the agencies and the government. It was thought therefore that in order to have a common and centralized source of information/data accessible to all agencies, UNDP came forward with the idea of having "Tanzania on line". UNDP therefore submitted this proposal to Swedish grant as UNDP reform initiative in Tanzania. The proposal was accepted for support and a special allotment of US\$ 65,000 was provided to UNDP Resident Co-ordinator's Office in Tanzania to support the establishment of Tanzania on line in early 2000. The first step taken before setting up Tanzania on line was to carry out Institutional capacity appraisal to identify an existing local institution capable for setting-up Tanzania On Line. Institutions evaluated included the University of Dar-Es-Salaam (UDSM), Economic and Social Research Foundation (ESRF), Research on Poverty Alleviation (REPOA), Tanzania National Library (National Bibliographic Agency) etc. Among the evaluated institutions, ESRF was selected and officially commissioned to set-up, manage and operate the Tanzania On Line.

SUMMARY REPORT ON INFORMATION DISEMINATION METHODS

1.1 Objective.

To provide an interactive facility for easy access to a comprehensive set of documents about development in Tanzania, analytic work about priorities in development and process towards poverty reduction and other development targets

1.2 Expected output

Is to have an up-to-date online Internet-based database consisting of a comprehensive set of documents in full text on development issues in Tanzania

1.3 Expected Impact

Improved access and exchange of information among the target group

1.4 Target Group.

The target group includes; key government institutions, the public, donor community, private sector, civil society, researchers and academicians

CASES OF TANZANIA ON LINE, RADIO TANZANI (RTD) AGRICULTURAL PROGRAMMES BROADCASTING AND FEMINA MAGAZINE

1.5 Coverage

Subjects covered include, Education, Agriculture, Tourism, Trade, Industry, Women Development, Private sector development, Science and technology, and others on development issues.

2.0 MANAGEMENT

2.1 Staff

Most member of Tanzania on line are ESRF staff except the Assistant Information Officer, Secretary and a data collector. These three subordinate staff are being paid by Tanzania on line while the other members of staff are being paid by ERSF. The coordinator for Tanzania on line (Ms Margaret Nzuki) uses half of her time with Tanzania on line, while Information Technology Expert (IT) Mr. John Kajiba uses _ of his time with Tanzania on line, the rest of the time they work with ESRF.

2.2 Management Team

The Management committee constitutes ESRF Project Coordinator, IT Expert, Coordinator of Commissioned Studies, Assistant Information Officer, Data Collector, and a Representative from the (UNDP). The Management Committee of the project meets once every month to discuss progress made and problems encountered in executing Tanzania on line.

3.0 FINANCE

3.1 Initial Budget

Total Initial cost for setting and operating Tanzania on line was US\$ 137,000 financed by UNDP/Government through SIDA assistance covering the period starting from August 2000 to September 2001. This amount was used to finance setup, technical configuration and continuous maintenance phases.

❖ Phase One

During phase one efforts were directed toward the initial preparations, consolidation of the project ideas in a business plan, procurement of equipment, hiring the services of a consultant, informing and seeking views from stakeholders (donors, Government) etc.

❖ Phase Two

Phase two concentrated on technical setting up, training of the staff and launching of Tanzania Online Website and database.

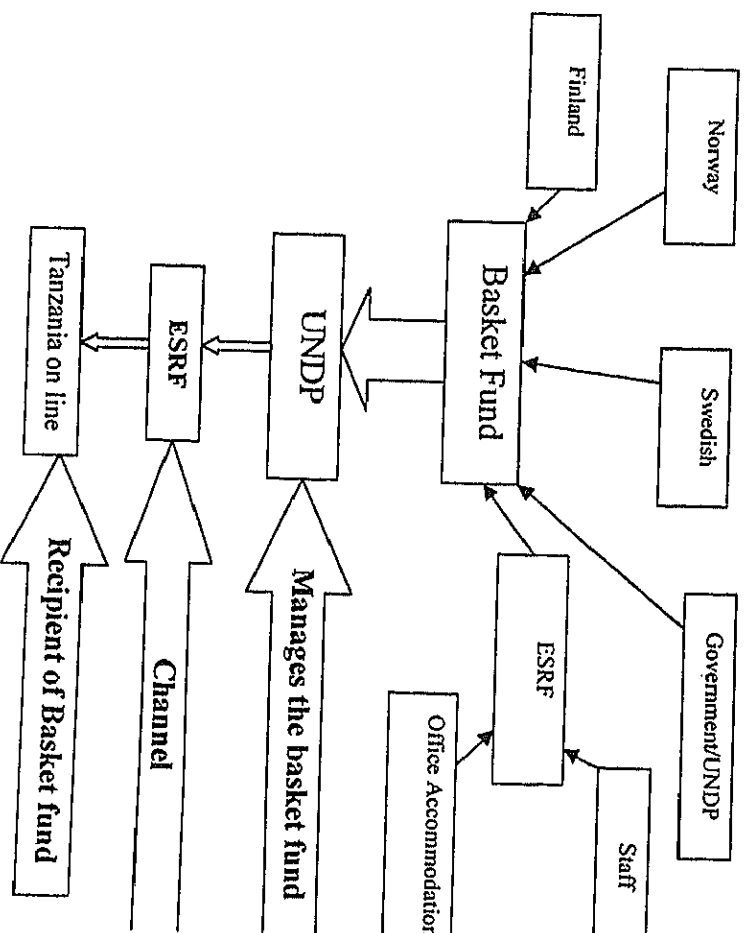
❖ Phase Three

This phase started immediately after launching the website in December 2001 with the objective of building on achievements of first and second phases. Concentrated was on creating a mechanism of expanding the database size by establishing permanent links with stakeholders especially producers of information

3.2 Future Budget

Tanzania on line annual budget stands at US\$ 100,000. However for the next three years 2002-2004, Tanzania on line will be financed by Swedish, Norway, Finland, UNDP/Government and ESRF through a basket funding equally contributed by all parties and will be managed by UNDP on behalf of the donors. See figure below.

Figure 1: Summary of the source of fund for Tanzania on line, flow and management mechanism



4.0 TECHNOLOGY USED BY TANZANIA ON LINE

Tanzania Online makes use of In-Magic software technology, the best website technology. It is a library-based software with unlimited field length and higher retrieval speed offering superb indexing facilities and has a capacity of handling more than 2.6 million records. These documents are available in text formats or PDF (Portable Document Formats). Two servers, connected by wireless facilities, complement the technology; one is hosted at ESRF while the other one is hosted in USA. Other equipments at the Center include: a heavy-duty document management scanner (up to 80 pp @ minute) plus a digital photocopier, a saver (Pentium III) with Windows NT plus 4 PCs, for document inputting, laser printer and application software such as MS Word Access, Excel, Adobe and Page Maker.

5.0 SOURCES OF DOCUMENTS

5.1 Sources

Tanzania On-line collects development information documents, which include electronic and hard copies of policies, strategies, speeches, reports, articles, books, CDs, etc produced by the government, donor community, academicians, researchers and others who influence policies on development in Tanzania. Also documents are added to the database by: automatic searching from other websites i.e. searching and linking to other websites.

5.2 Dissemination Method

Tanzania On-line database is accessible to the users via Internet. A monthly current awareness service for new information added to the database is emailed to subscribers. For users who lack accessibility via Internet, a list of Current Awareness is posted to them on quarterly basis by e-mail and through post office. Using the current awareness lists, Selective Dissemination Information (SDI) services is offered to users electronically or by sending them hard copies of selected text.

6.0 ACHIEVEMENTS

Tanzania Online database is being used as a tool to enhance knowledge sharing and networking among stakeholders. It has also increased global access to locally generated documents as an information medium for disseminating research results and government documents. The database has 1000 documents online and statistics have shown that more than 25,000 visitors have visited the site with 500 subscribers. The visitors have been of great importance to the site because their relevant suggestions and comments have helped the management to undertake continuous improvement of the services offered.

Moreover, Tanzania on line has formed cooperation with the National Website available at www.tanzania.go.tz, maintained by the Government in the President's Office (Planning and Privatization). In this type of cooperation, Tanzania Online is currently hosting the site in its servers and is providing database support to the site. This has made the Government not to maintain a different database for her related documents but those documents are kept in Tanzania Online Database and linked to the National Website.

7.0 FUTURE PLAN OF TANZANIA ON LINE

❖ Online Discussion Dialogue

In future other services like Online Discussion Dialogue will be implemented as suggested by users. The Discussion Dialogue will allow stakeholders to exchange ideas and post announcements like bulletin board, etc. on various development issues. The dialogue will serve the need of other networks in Tanzania such as PER and Poverty Group.

- ❖ To set Subscribe fee for donors, universities and others
- ❖ To charge for services to others institutions (hosting)

B AGRICULTURAL RADIO BROADCASTING PROGRAMMES

1.0 BROADCASTING INSTITUTIONS IN TANZANIA (Historical perspective)

1.1 Before Independence

Broadcasting in the country was established in 1951 by British Colonial government namely Dar-Es-Salaam Broadcasting Station (DBS). DBS was used to produce a single one-hour programme in Kiswahili each week, relayed two more times later in the week. DBS equipment was very simple as the result, it could be barely heard outside Dar-Es-Salaam. Gradually, hours were increased, English broadcasts were added, and new studio equipment and higher short-wave transmitters were purchased. The services expanded and DBS was changed to Tanganyika Broadcasting Services (TBC).

1.2 After independence 1961 *

The country became independent from British government in December 1961. By this time the newly independent country was very poor with 94% of the population living in the villages and farms. The country lacked infrastructure and the government thought that radio programmes were the best means of linking the villages and the government. In this way the government saw the radio broadcasting as a key instrument in presenting her ideas and development issues. However, TBS was independent public services of which the government didn't have the power on it. So the government thought that nationalization of TBS would be the best alternative to have the power to control radio broadcasting. The government nationalized TBS in 1965, changed its name to Radio Tanzania Dar-Es-Salaam (RTD) and placed under then the Ministry of Information. RTD therefore became a public instrument managed by government with a total monopoly in broadcasting and advertising. Private broadcasting and advertisements were prohibited till liberalization of broadcasting industry in early 1990s.

1.3 Radio Tanzania Dar-Es-Salaam (RTD)

RTD likes other radio station in Africa by then, faced two related problems in gaining listeners, firstly its signal had to be reach the people and secondly, the people had to have radios to listen. However, up to late 1960s, only 30% of the population listened to RTD on daily basis. However, up to late 1960s, RTD was neither technically advance nor its programming. RTD therefore located most of its time in broadcasting official speeches, development programmes such as agricultural production, education, adult education, health etc, paying little attention to entertainment programmes. Due to the monotony of these programmes, people were stiffly bored. This situation was noted RTD as the

* the information from 1.2 to 1.5 was downloaded from <http://www.wsl.net/patc/plume/ge/nbrwd/Tanzania.html> (edited by Don Moore)

consequence RTD started to prepare programmes focusing more on ordinary people with wide variety of musical programmes. These good programming added up spice to the monotony of village life as the result RTD gained more listeners. By 1980s RTD has higher-powered short waves transmitters giving it a good signal across the country. People saw radio as only part of government reaching the nation. In terms of current organization, RTD is placed under the Office of Prime Minister. RTD has 16 frequencies, with transmission and broadcasting stations in Arusha, Dodoma, Lindi, Kigoma, Mbeya, Mwanza and Ruwama. It is therefore estimated that 30 million people are accessible to RTD radio programmes subject to possession of a radio and interest to the programmes. Following the government reform of 1990s, which included broadcasting liberalization, government formed an agency to manage RTD as the strategy for gradual withdraws from her direct management.

1.4 Broadcasting Institutions After Liberalization

Before the broadcasting industry was liberalized, broadcasting was the preserve of the government. However, after liberalization in early 1990s, private broadcasting was permitted. The Broadcasting Act (1993) regulates broadcasting in the country while Tanzania Broadcasting Commission (TBC) issue license to private broadcasters. TBC issues radio and television broadcasting license of between 3-5 years. Broadcasting by private radios are localized in urban areas transmitting their wave only in FM and are not allowed to broadcast beyond 25% of the country size, except RTD and Tanzania Television (TVT) based on these laws that govern broadcasting. For the status of broadcasting institutions after liberalization see table 1 below.

Table 1: Summary of Radio Broadcasters in Tanzania (RADIO)¹

S/N	Name	Frequency	Ownership	Location	Year established
1	Radio Tanzania Dar	MW, FM, SW	Public	Dar-es-Salaam	1965
2	Classic FM	FM	Private	Dar-Es-Salaam	Late 1990s
3	Clouds Entertainment	FM	Private	Dar-Es-Salaam	Late 1990s
4	Radio 5	FM	Private	Arusha	1996
5	Radio Free Africa	FM	Private	Mwanza	1996
6	Tanzania Radio	FM	Private	Arusha	1997
7	United radio services	FM	Private	Arusha	Late 1990s
8	Radio Kwizera	FM	Private	Kigoma	1995
9	Radio Maria	FM	Private	Ruwama	1996
10	Radio One	FM	Private	Dar-Es-Salaam	Late 1990s
11	Radio Austine University	FM	Private	Mwanza	1999
12	Radio Saati Jijili	FM	Private	Moshi	Late 1990s
13	Radio Tunantai	FM	Private	Dar-Es-Salaam	Late 1990s
14	East Africa Radio	FM	Private	Dar-Es-Salaam	Late 1990s
15	RTD-PRT	FM	Public	Dar-Es-Salaam	Late 1990s
16	Radio Uhuru	FM	Private	Dar-Es-Salaam	2000

¹ For their location see the attached map

development, through UKULIMA WA KISASA^d, (for its current location see section 2.3) broadcasted by RTD.

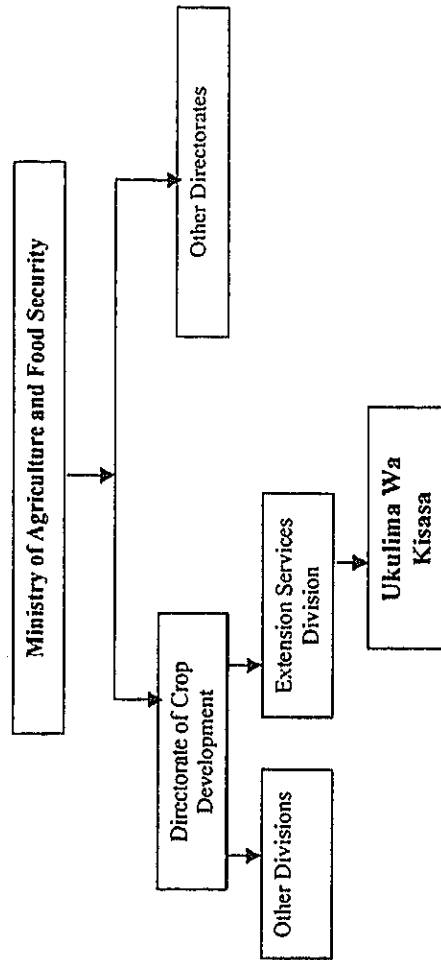
2.2 Financing

The ARBP were broadcasted free by RTD from 1965 to 1992 (the time of broadcasting liberalization). From this time RTD started to charge a broadcasting fee of Tshs 30,000-40,000 as strategy to meet the operating costs. By charging broadcasting fee by RTD, the government started to pay the broadcasting charges for agricultural radio programmes through the Ministry of Agricultural and Livestock Development's annual budget up to 1993/94. However, from 1994/95 financial year to-date, ARBP have been financed by government, through National Agriculture and Livestock Extension Rehabilitation Programme (NALERP) and National Agricultural Extension Programme Phase 1&2 (NAEP 1&2) under Ministry of Agriculture and Food Security financed by IDA.

2.3 Location of Ukulima wa Kisasa in the Ministry of Agriculture and Food Security

Location of the unit under the current structure of the Ministry of Agriculture and Food Security is depicted in figure 2 below.

Figure 2: Location of Ukulima wa Kisasa



^d Means modern agriculture

Table 2: Summary of Existing Television (Terrestrial) in Tanzania.

S/N	Name	Coverage	Ownership	Location	Year established
A	Tanzania Nation Television (TNT)	Dar-Es-salaam	Public	Dar-Es-salaam	1999
B	Abood Television (ATV)	Morogoro	Private	Morogoro	1990s
C	Cable Entertainment Network CEN	Dar-Es-Salaam	Private	Dar-Es-Salaam	1996
D	Constal Television Networking (CTN)	Dar-Es-Salaam	Private	Dar-Es-salaam	1994
E	Dar Television (DTV)	Dar	Private	Dar	1994
F	Independent Television (ITV)	Dar	Private	Dar	19947
G	SUA TV	Morogoro	Private	Morogoro	2001

Source <http://www.broadcast.be/60-tza.htm>

Note. Most of private radios are FM because the Broadcasting Services Act of 1993 gives the mainland authorities powers to censor and control the content of broadcasts on the grounds of national security.

1.5 Broadcasting Coverage After Liberalization

Statistic from TCB has shown that about 11.8 million radio receivers were recorded in 1995, 12.5 million in 1996 and 15 million in 1997. Also it has been indicated that the percentage of the population reached by radio has increased from 85% in 1995 to 87.5 in 1997. Increased in broadcasting coverage has been attributed by private sector participation. In case of television, television receivers have increased from 500,000 to 650,000 in 1995 and 1997 respectively. By 1997 only 19% of the population was reached by television. Although television audience has been growing steadily, these televisions are urban based, while more than 80% of the population are living in the rural areas and are poor.

2.0 AGRICULTURAL RADIO BROADCASTING PROGRAMME (ARBP)

2.1 Background Information

ARBP programmes existed since 1958s created to educate farmers, livestock keepers and public in general on new production technology. To start with, two programmes related to agriculture, livestock development and nutrition were broadcasted every week up 1970. However, after 1970 the government found it was necessary to add two more radio programmes namely horticultural and small ruminants production. All these programmes have been since prepared by then the Ministry responsible for Agriculture and livestock

3.0 UKULIMA WA KISASA

3.1 Historical perspective.

Originally, Ukulima wa Kisasa was an educative magazine used to be produced since 1955 purposely for preparing young cotton farmers around lake zone (Mwanza, Shinyanga, Mara and Kagera regions) up to post independent. There after Ukulima wa Kisasa was adopted by the government as a unit to produced not only country based Ukulima wa Kisasa magazine, but also various educational materials for farmers, livestock keepers and public in general. Ukulima wa Kisasa was therefore transferred from Lake Zone to Dar-Es-Salaam and placed under then the Ministry responsible for Agriculture and Livestock Development. Gradually, the unit started to prepare radio programmes, continued to produce Ukulima wa Kisasa magazine, produced leaflets, posters, and cinema tapes. For the time horizon through which new activity was introduced, refer table 3 below.

Table 3: Time horizon through which Ukulima wa Kisasa Expanded

S/N	Year	Activity added	Remarks
1	1955	Ukulima wa Kisasa Magazine	Zone-based
2	Mid 1960s	Agricultural Radio Programmes	Country wide based
	Early-1970s-mid 1980	Production of Cinema shows	Shown in villages
		Print media	To support the production of leaflets, booklets, etc
		Preparation of leaflets, booklets, calendars, brochures, posters, etc	
3	Late 1980-early 1990	Production of video show	Agricultural video shows were been shown in the villages

Source (Constructed from interview with Ukulima wa Kisasa Unit head)

Currently the unit is pursuing the following responsibilities:

- ❖ Producing bi-monthly Ukulima wa Kisasa Magazine (15,000 copies, distributed country wide)
- ❖ Production of video and performing video show in the villages
- ❖ Coordinating residential farmers training
- ❖ Coordinating the Agricultural Name Show (annual event)
- ❖ Coordinating World Food Celebration Day (An annual event)
- ❖ Preparation of radio programmes (two programmes per week)
- ❖ Production of leaflets, booklets, brochures, posters, etc

3.2 Internal Organizational structure and Facilities

The unit is divided into five sub units with each sub-unit well equipped with required facilities in order to execute its function properly. Facilities available at Ukulima wa Kisasa include, 22 professional staff, printing press, Video studio, editing equipments and mobile video car. For the internal organization structure and responsibilities see figure 3 and table 4 below, respectively.

Figure 3: Internal Organization Structure of Ukulima wa Kisasa

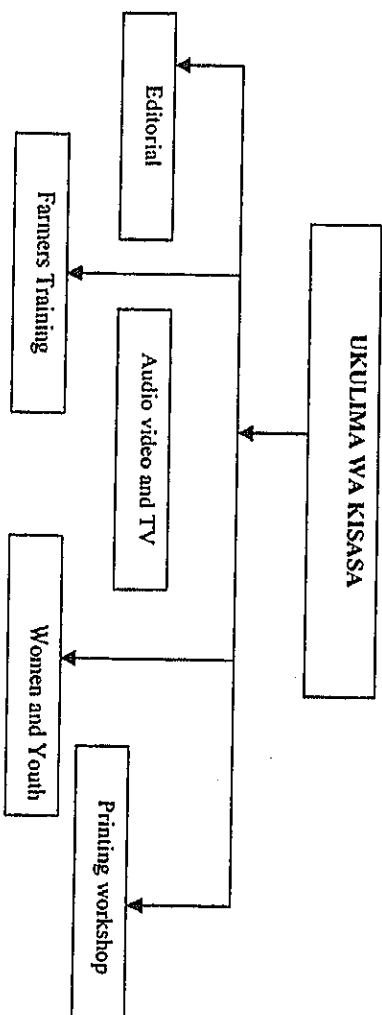


Table 4. Sub units responsibilities

S/N	Unit	Responsibility
1	Editorial	Information collection, processing, editing, and producing various farmers training materials
2	Audio video and TV	Preparation of agricultural radio programmes, village video shows, and slides
3	Printing work shop	Support printing of leaflets, booklets, calendars, posters and Ukulima wa Kisasa magazine
4	Farmers training	Coordination of farmers residential training
5	Women and Youth	Newly introduced to take into account the gender issues with regard to accessibility to extension services, where women should have 30% accessibility and 20% youth

3.3 Preparation of Agricultural Radio Broadcasting Programmes

3.3.2 Production of radio programmes.

Audio Video and TV sub unit prepares the radio programme. The sub-unit consists of specialized staff trained in agriculture, electronic media and media production managed by sub unit head assisted by an assistant. Other subordinate staff includes; (crop subject matter specialist, livestock subject matter specialist and nutrition specialists. This team therefore produces various agricultural producing radio programmes for the Ministry of Agriculture and Food Security.

3.3.3 Equipments

The unit is well equipped with all necessary equipments for audio and TV production programmes. Such equipments include:

- Audio studio (used to produce slides for audio projector)
- Video studio for producing agricultural video tapes
- Editing
- Mobile video unit (this is a van mounted with all audio equipment for slides and cinema shows)

3.3.4 Programme storage methods

Agricultural radio programmes are stored using the following methods.

- Compact tapes (like cassette)
- Spool (tape normally sent to Radio Tanzania)
- Printed materials (scripts)

3.3.5 Dissemination methods

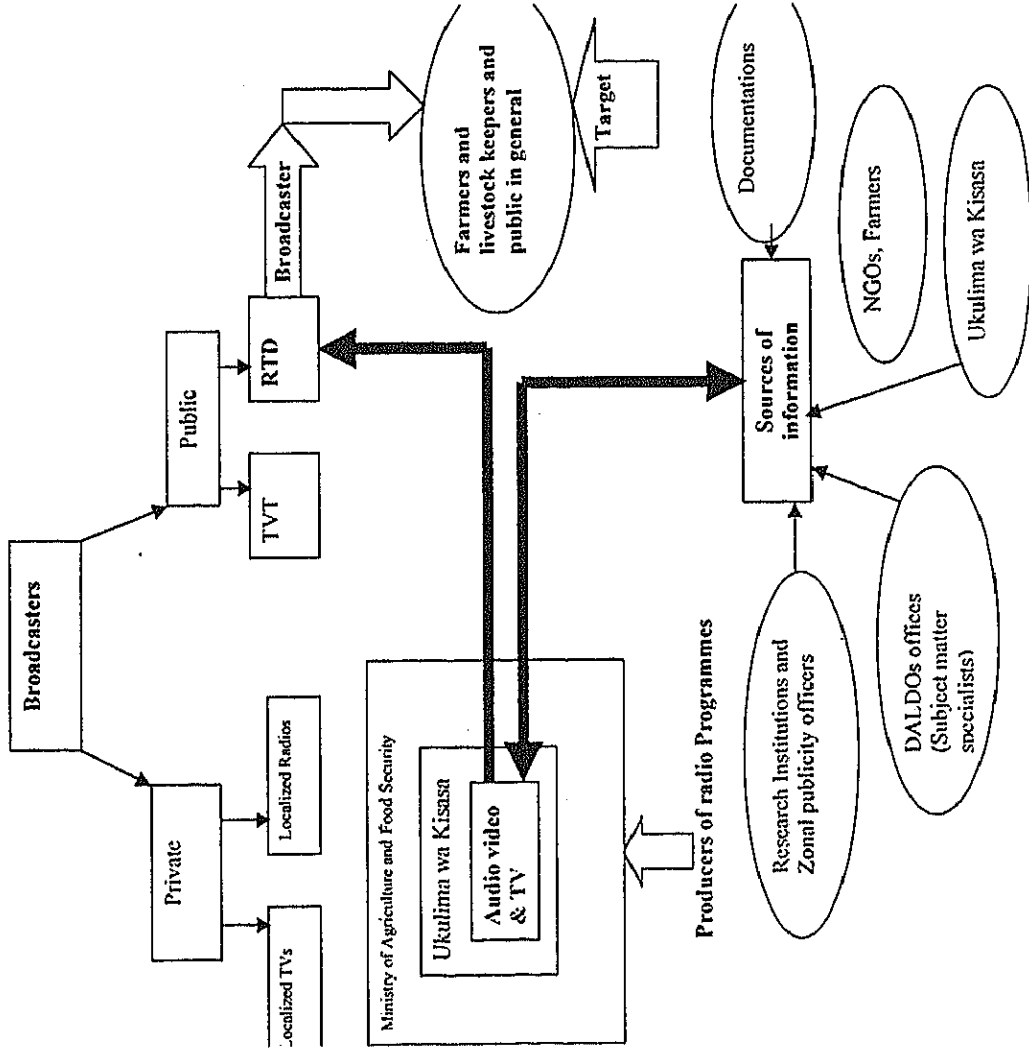
The information prepared/developed is disseminated by using mobile video unit and RTD

- Using mobile video units has been said to be more effective method of information dissemination. Cinemas, video shows and slides are based on specific activities in the cropping and are shown in field.
- RTD was considered an instrument to educate large portion of the population in the country due to its wide coverage. Although the programmes were targeting livestock keepers and farmers, other public audience could listen to the programmes depending on their interest and ability to own a radio

3.3.1 Collaborated institutions

Figure 4 below gives a summary on institutions involved in preparation, production and broadcasting of ARBP.

Figure4: Institutions involved in preparation of agricultural radio programmes



3.3.6 Name of agricultural radio programmes and charges

The name of agricultural radio programme is Ukuhina wa Kisasa with subject matters relating to crops production, livestock development and nutrition. The subject matters for Ukuhina wa Kisasa includes:

- Crops (15 minutes programme every Monday at 5.45⁵ pm in medium and short wave radio frequency in Kiswahili).
 - Livestock (15 minutes programme every Wednesday at 6.15 pm in medium and short wave radio frequency and Kiswahili).
 - Kilimo (Agricultural Zone). This is a specific radio programme broadcasted from Dodoma sub-station of RTD for Dodoma, Shinyanga, Tabora, Arusha, Morogoro regions due to poor reception of RTD.
- A charge for each 15 minutes broadcasting airtime currently stands at is Tshs 90,000.

3.3.7 Agricultural Radio Broadcasting Programmes coverage

These programmes covered the whole nation. Apart from Radio Programme, mobile video unit has been extensively used to disseminate information to farmers and livestock keepers. These methods have been supplemented by the creation of Zonal communication centers which include, Eastern Zone (Kilimanjaro and Arusha) Eastern Zone (Dar, Coast, Morogoro and Tanga), Lake Zone (Kagera, Shinyanga, Mara, Mwanza), Central Zone (Dodoma and Singida), Western Zone (Tabora and Kigoma) and Southern highlands (Mbeya, Iringa, Ruvuma and Rukwa) and Southern (Lindi and Mtwara). These Zones prepare agro-ecological based training materials including script and radio programmes. However, it has not been easy to assess the impact of agricultural radio programmes broadcasting since started, although the study made by WB in mid 1990s involving Eastern Zone (Dar-Es-Salaam, Morogoro, Coast and Tanga regions) showed that 30% of the population are reading the Ukuhina wa Kisasa and 35% are listening to agricultural radio programmes.

3.4 Problems Facing Ukuhina wa Kisasa

The Ukuhina wa Kisasa continued is still located in the Ministry of Agriculture and Food security, while extension services have been decentralized, currently executed by Local government. This kind of organizational structure has affected distribution/sale of Ukuhina wa Kisasa to farmers via districts extension officer and village extension officer. The current organization does not permit the unit to have direct authority for the extension officers who are selling the magazine to farmers and submit the return to the unit via the district extension officers. For this matter the revenue remitted to the unit has been only 30% of expected revenue of 2.5 million resulting from the sell of 15,000 copies produced bi-monthly. The reason behind is that farmers have no cash to buy or extension officer are not facilitated to sell the magazine. The price for Ukuhina wa Kisasa magazine is Tshs 200 per copy. Each district is supplied with 100 copies. To

* By this time it is assumed that most of the farmers and livestock keepers are resting after days field activities

alleviate this problem production of Ukuhina wa Kisasa magazine should be demand driven.

C: FEMINA MAGAZINE

1.0 BACKGROUND

1.1 Original Femina

Ms Leticia Nyerere was firstly launched Femina in 1997 with an objectives of addressing issues with regard to women achievements (executives) in the government and other institutions as well as fashion. She was a designer by professional so the reason for second objective. Being produced in black and white and focusing more on few known women, Femina failed to attract sufficient audience to create a demand as the result, Femina performed poorly. Poor performance by Femina and lack of adequate investment capital, forced Ms Leticia to approach East African Movies Ltd (EAM Ltd) to take over Femina in 1998.

1.2 East African Movies Ltd (EAM Ltd).

EAM Ltd is a private company established early 1990s with the purpose of making documentary movies and publishing. They took over Femina because

- EAM Ltd was interested on magazine focusing women issues of which Femina was one.
- EAM Ltd was successfully published a colored Dar-Es-Salaam tour guide and by the time Femina was just about to collapse, EAM Ltd was in the process of registering their own magazine, so it became an investment opportunity.

Successful stories of EAM Ltd;

- Transformed the black and white Femina to a full color magazine, glossy circulating in East Africa produced in 5,000 copies.
- Published colored Dar-Es-Salaam tour guide and Selous game reserve tour guide
- Collaborated with East African Development Communication Foundation (EADCF) to implement the Femina Health Information Project (Femina-HIP) where 30,000 copied are produced quarterly.

1.3 The East Africa Development Communication Foundation (EADCF)

EADCF is a non-governmental organization located in Raha tower building in Dar-Es-Salaam. It is a communication NGO focusing on sexuality debate in Tanzania, especially issues with regards to sexuality and HIV/AIDS, which in Tanzania is still surrounded by silence, shame and denial'. Since 1999, EADCF in collaboration with EAM Ltd are implementing a Health Information Project targeting young women and men aged between 15 and 30 years through Femina magazine know as Femina-Hip.

2.0 THE FEMINA MAGAZINES

2.1 Femina-Hip and Femina

Femina magazines include Femina and Femina-Hip (subsidized). The differences between them are:

- Femina-Hip has HIV/AIDS emblem while Femina does not have.
- Femina-Hip is being executed by EADCF in collaboration with EAM Ltd while Femina is owned and executed by EAM Ltd.
- Femina-Hip is funded by SIDA through ADCF, and printed in 30,000 copies quarterly, while Femina is owned by EAM Ltd as a private enterprise, printed in 5000 copies quarterly.

Both articles in Femina and Femina-Hip are written in both Swahili and English and published by EAM Ltd.

2.2 The content of Femina (Both)

Femina magazines cover the following contents,

❖ Cover Story

This is an interview with a young talented Tanzania role model, an artist, a singer, a model, a TV presenter, a soap opera or young executive with an interesting story to tell

❖ Entertainment

The section present one of the most Tanzanians popular DJs with a music page where he discusses what's cool. This section feature interviews with local and international artists in show business and it has a page for the latest films and videos

❖ Sexuality and relationship

This section takes up all young people want to know, about dilemmas and joys of growing up, falling in love as well as risks involved with unprotected sex. It also helps youth to build their self-esteem and confidence

❖ Job and careers

This section outlines different careers with their qualities and requirements. It also evaluates different schools and training programmes and advises their readers about where to go and what to do in order to succeed.

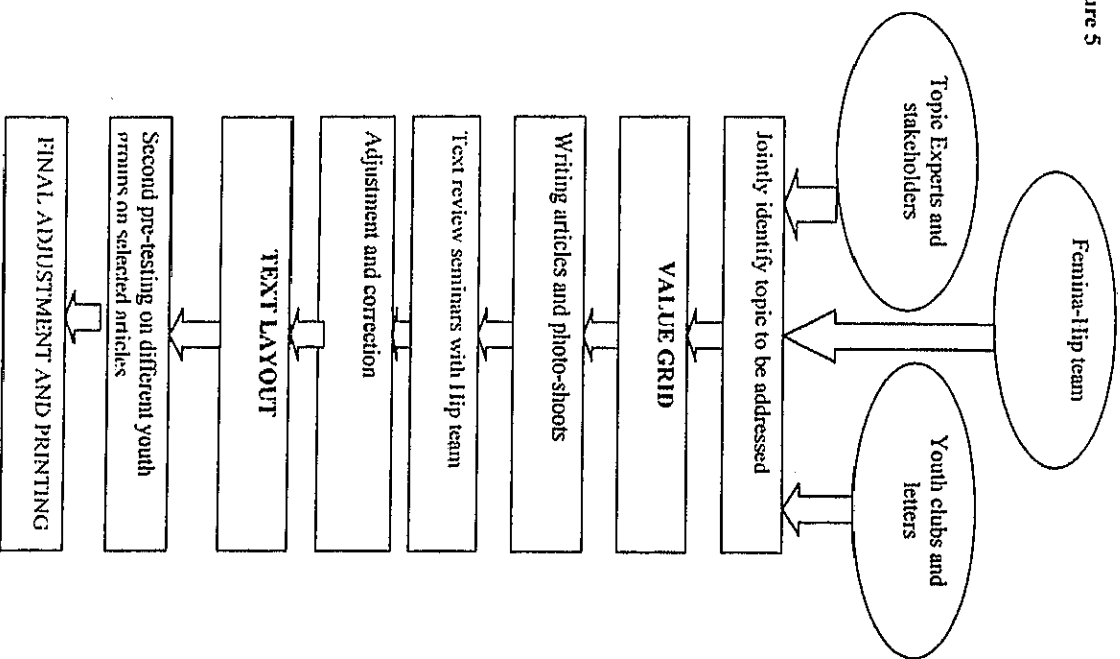
❖ Fashion and beauty

This section covers latest and coolest fashion trends in the region and go for fashion for people with modest means. Also it gives young, promising fashion designers the opportunity to show what they can produce.

2.3 Stages in Femina magazine production

Stages involved in Femina magazines production include topic identification, value grid, layout and printing as seen in figure 5 below.

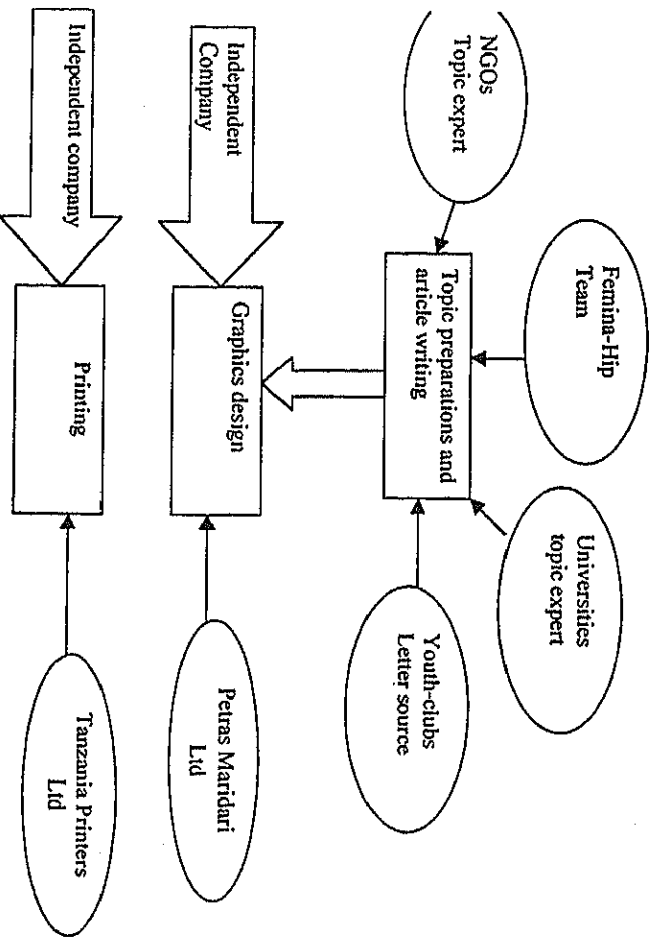
Figure 5



2.4 Institutions involved in Femina Magazine Publication

Various institutions are involved in the publishing of Femina magazines, which include government, non government institutions and private sector. Graphic design and printing are being done by independent companies and not Femina see figure 6 below.

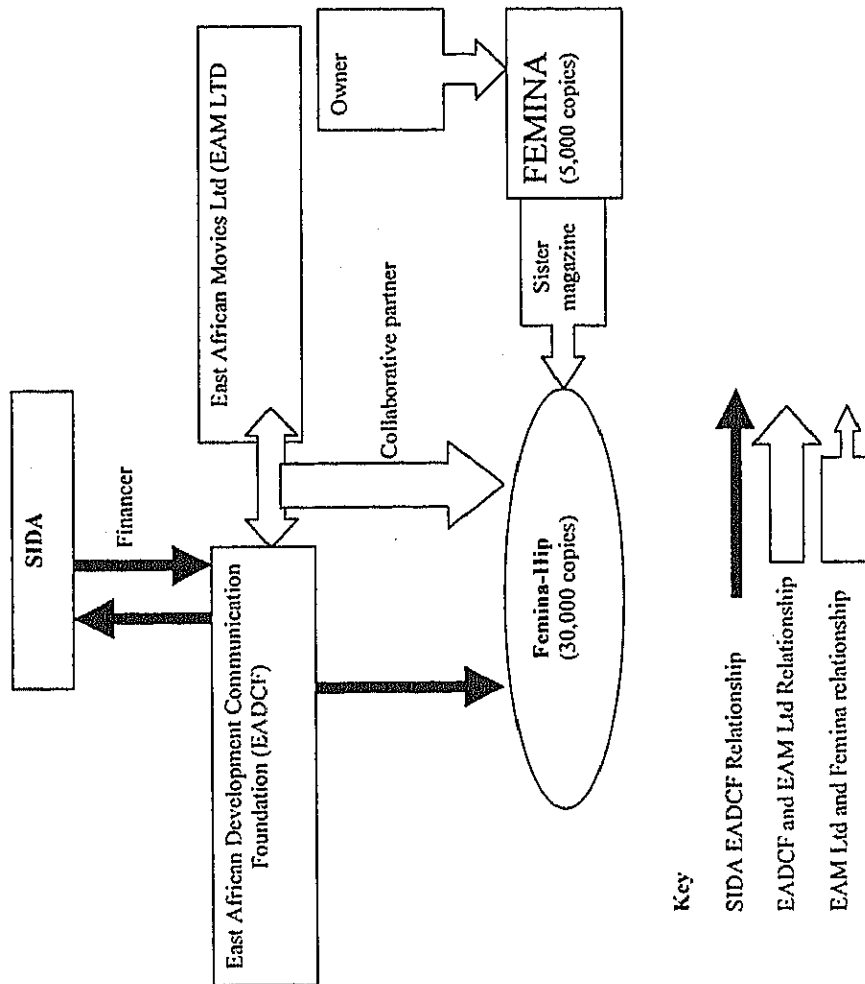
Figure 6: Institutions involved in Femina Magazines Production



2.5 Relationship Among SIDA, EADCF and EAM Ltd

Relationship between SIDA and EADCF is direct while the relationship between SIDA and EAMLtd is invisible. SIDA finances Femina-Hip through EADCF, while EADCF contacted the EAM Ltd to publish Femina-Hip. SIDA is meeting 60% of Femina-Hip production and administrative costs while EAM Ltd meets the 40%.

Figure 7: Relationship Among SIDA, EADCF and EAM Ltd



2.6 Storage methods of Femina Magazine

Raw material (the topics and articles) are stored in floppy diskettes, while the designed tested and printed text are stored on CDs. The advantage of having all these various methods is to ensure that wherever things went wrong, the original information would be made available.

2.7 Femina Magazine Distribution Mechanism

❖ Femina Hip

Initially when it was launched, only 8,000 copies were produced each quarter. Later on copies increased to 20,000 and currently 30,000 copies are being produced quarterly. So every quarter, 35,000 copies of Femina are in circulation i.e. (30,000 copies from Femina-Hip and 5,000 copies from Femina). 10,000 copies out of 30,000 copies of Femina-Hip are commercially sold in all major towns in Tanzania at the price of Tshs 100 each. Kenya and Uganda receive 500 copies each through National Media Group in Nairobi. The remaining 20,000 copies of Femina-Hip are distributed to secondary schools and training colleges as a supplementary reading by NGOs. To date, 220 secondary schools all over Tanzania locate in the rural/remote areas have been benefited from Femina-Hip.

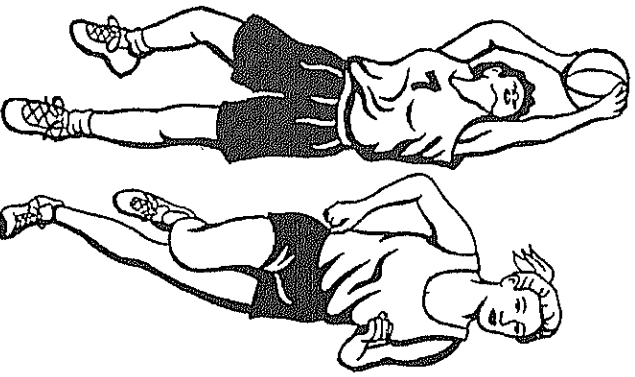
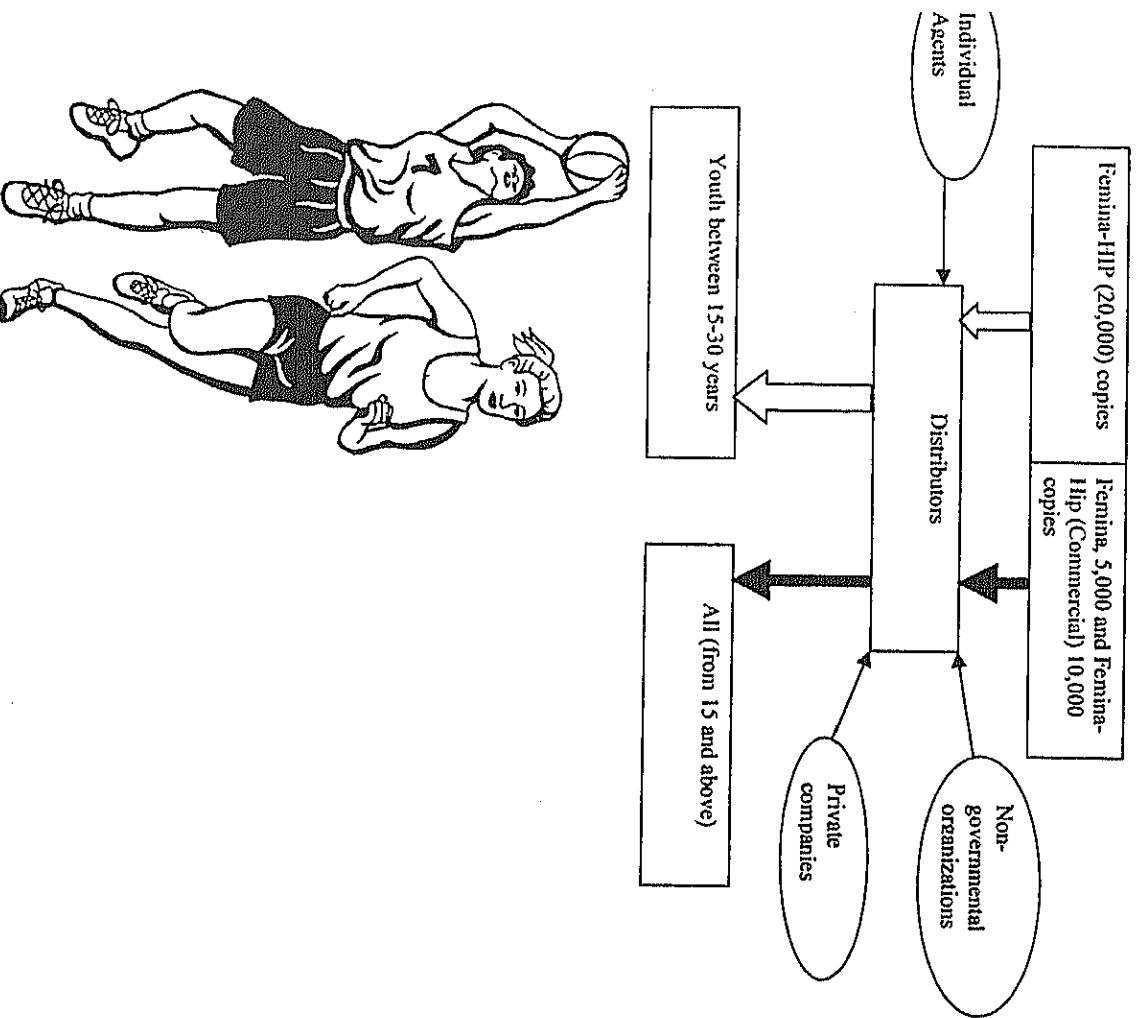
There are about 56 governmental organizations individual companies distributing the magazine. However two Non governmental Organizations namely African medical Research Foundation (AMREF) and Uzazi na Malezi bora kwa watoto Tanzania (UMAT)² have been excessively used to distribute Femina-Hip because of their extended networking in the country. See figure 8 below.

❖ Femina.

5,000 of Femina have been produced quarterly and are added to Femina commercial (10,000), which are sold at the price of Tshs 1,000 per copy. So a total of 35,000 Femina copies have been circulated quarterly, meaning that 140,000 copies are being distributed annually. The distribution mechanism is by using individual and agents/companies

² Organization related to save reproduction and children caring

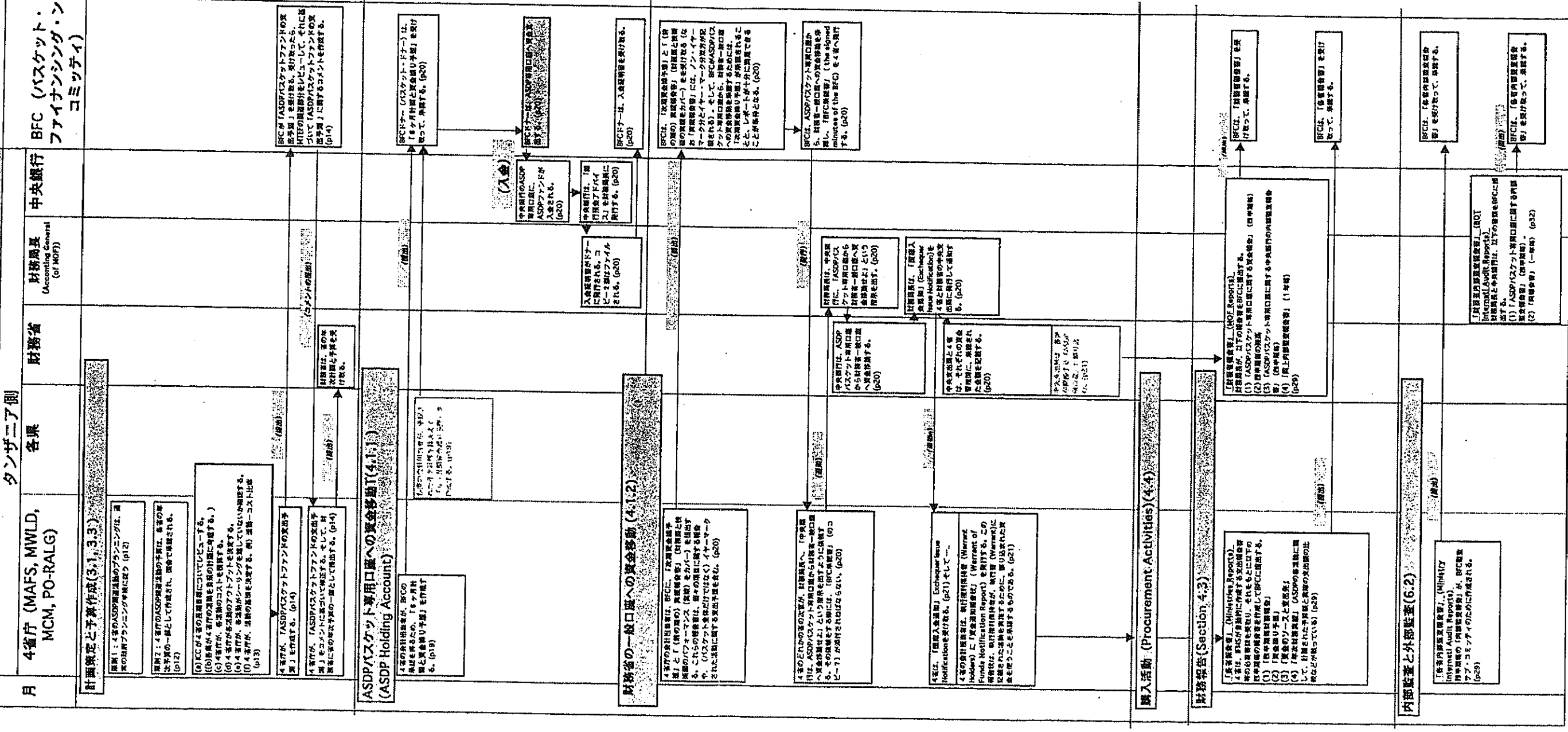
Figure 8: Femina Magazines Distribution Mechanism



- 2.8
- Feature Plans of Femina-Hip
 - Launch Femina school exercise book carrying HIV/AIDS prevention message. This exercise book will be like other school exercise book. However the plans are not yet finalized
 - Femina TV talk show, the show is under preparation
 - Femina-hip phase 2 under preparation stage but financier for this phase has not yet identified

資料 17

BF における資金及び事業・会計報告の流れ



資料 18

42回 Faswog Taskforce の案内

Japan International Cooperation Agency



Japan Overseas Cooperation Volunteers (JOCV)

TO: Members of FASWOG Task Force
FROM: JICA TANZANIA OFFICE(Ms. Matsushita)
DATE: March 14, 2002

Dear Colleagues,

RE: MEETING OF THE FASWOG TASKFORCE - MARCH 21, 2002

As agreed in the last Meeting of the FASWOG Task Force, we are hereby writing reconfirm that the next Meeting of the Task Force will be held on March 21, 2002 at 10.00 a.m. at MAFS II Conference Room. You are hereby reminded to attend.

The agenda will be as follows:

1. Opening of the Meeting
2. Confirmation of Minutes of the 41st Meeting
3. Matters Arising from those Minutes
4. Presentation of the ASDP draft
5. Any Other Business

Distribution List:

DFID	Att. Mr. Jeremy	Fax: 2666660
Danish Embassy	Att. Ms. Rosenlund	Fax: 2132294
Irish Embassy	Att: Dr. Lugeye	Fax: 2602362
World Bank	Att: Dr. Chengula	Fax: 2113039
European Union	Att: Ms. Ketting	Fax: 2113277
Japanese Embassy	Att: Mr. Ito	Fax: 2115830
MAFS	Att: Ms. Bitegeko	Fax: 2865951
Min. of Coops and Marketing	Att. Mr. Mdadila	Fax: 2865951
Min. of Water and Liv. Dev.	Att: Mr. Kaduma	Fax: 2865951
Ministry of Finance	Att: Mr. Katani	Fax: 2113334
President's Office - P&P	Att: Mr. Maponde	Fax: 2112850
President's Office - RALG	Att: Mr. Mbonde	Fax: 0262322116
Prime Minister's Office	Att: Mr. Qawoga	Fax: 2112830
FAO	Att. Mr. Kabyemera	Fax: 2112501
WFP	Att: Ms. Takada	Fax: 2668208

資料 19

ASDP 第一ドラフトへの JICA コメント

第一案（調査団作成素案）

Draft Written Comments
on the Agricultural Sector Development Programme (ASDP)
Framework Document (15 March 2002)

March 18, 2002

RADAG

In the main, the draft is prepared in a clear form to create an enabling favorable environment for improving agriculture through participation of various stakeholders.

EOJ / JICA will submit full-fledged comments later by written form. Meanwhile, the following comments should be raised for immediate considerations.

Overall Comment

1. It should be fully understood that main purpose of ASDP is to share an understanding on the objectives and strategies for the agriculture sector among various stakeholders including government and development partners. On this understanding, ASDP should be designed so as for it to prioritize and coordinate planning, financing, managing and monitoring the projects being relevant to ASDS, with different modalities, including project-specific funding, basket funding and general budget allocation.

In short, this draft has not clearly stated the flexibility of modalities which is essential to encourage many stakeholders and development partners to participate in the implementation of ASDP. If the ASDP does not allow flexibility of modalities, it would soon be looked down upon as just one of the many programs/projects in the agricultural sector. Some development partners including Japan might be inclined to seek opportunities for the participation in their own way in projects outside the ASDP.

2. Some important agreements have been made in an ASDP Taskforce, in an Informal Donor Meeting, and through the process of submission of comments and responses on Financial Mechanism documents (Ch 4-5). The agreements are referred in the following respective comments.

Representatives from the government and the participating development partners have spent significant time to make these agreements. It is not wise to overlook these agreements. It is strongly suggested that the ASDP follows the agreements generated through the Taskforce, the Informal Donor Meeting and the process of making Financial Mechanism documents.

Specific Comment 1

The following sentence has been totally deleted from the '5 FINANCING AND ACCOUNTING MECHANISMS' (page 65) of The Framework Document. This deletion is severely contradicted to the agreements in the past ASDP Taskforce Meetings and the Informal Donor Meeting. Also it is totally contradicted to the past explanation of the financial advisory team accepted by the government and all the participating development partners. There is no reason for deleting this unanimously agreed sentence. **Japan does not expect that this deletion is made by any special intention. However Japan would have to be in a position to completely withdraw from the ASDP process of preparation and implementation if this sentence is deleted. Additional provision of Japan's financial support would be made difficult in any form if this sentence is dropped. It is strongly suggested that the past agreement be followed and this sentence be included, accordingly, in the ASDP.**

ASDP Taskforce Version 1(12th March, 2002.)

SECTION 4.2 FINANCIAL MECHANISMS

4.2.1 OBJECTIVE AND PURPOSE OF THIS CHAPTER

The Agricultural Sector Development Programme (ASDP) is an implementation programme of the Agricultural Sector Development Strategy (ASDS). It is open to all stakeholders who are encouraged to engage with the ASDP process. The ASDP will be implemented by various modalities, including ASDP basket funding, budget support, GoT own revenues, multilateral/bilateral projects and other appropriate modalities suitable to the relevant stakeholders.

4.2.1.1 Objectives

The objectives of this Document are to describe procedures and accounting policies that are specifically required for the allocation and management of ASDP Funds.

<Reference Record of the Discussion 1 >

A remind should be made to the following discussion and agreement in the FASWOG Taskforce held on February 26. (The following is a part of Minutes of that meeting).

MINUTES OF THE 41ST MEETING OF THE FASWOG TASK FORCE WHICH WAS HELD ON FEBRUARY 26, 2002 AT THE MINISTRY OF AGRICULTURE AND FOOD SECURITY

5.2 Presentation of Financial Option and Accounting procedures for ASDP

The financial options and accounting procedures report was presented by Mr. Jeremiah R. Bureta on behalf of the Financial Advisory Group (FAG). Apart from outlining the financial options and accounting procedures, the report emphasized on two main issues namely

- ❖ Since ASDP is an implementation programme of ASDS, it is therefore open to all stakeholders who are encouraged to engage with the ASDP process. It was emphasized by JICA that ASDP will be implemented by various modalities including ASDP basket funding, budget support, GOT own revenues, multilateral/bilateral projects and other appropriate modalities suitable to relevant stakeholders.
- ❖ ASDP financial mechanism, accounting system and policies should be according to Government Accounting Policies as laid down in Public Finance Act, 2001, Public Procurement Act 2001 and Public Regulation 2001 and IFMS, while the Accounting at Council level should be according to Local Government Financial Act, Local Authority Financial Memorandum, Local Authority Accounting Manual, Regulations and Circulars derived there from.

<Reference Record of the Discussion 2 >

A remind should be made to the following discussion and agreement in the Informal Donor Meeting held on March 6. (The following is a part of Minutes of that meeting).

MINUTES OF DONORS AND FINNACIAL TEAM MEETING, WHICH WAS HELD ON MARCH 6, 2002 AT JICA OFFICE

Oral Comment/issues

World Bank (WB).

Given the fact that, ASDP will be funded through Basket Funding, WB needed a clarification on how on going agricultural projects/programmes were taken into account under ASDP formulation.

(The following is the response by Buretta of Financial Advisory Group)

✓ Integrating On going agricultural projects/programmes

In recent years, funding projects has shifted from the conventional approach to programme approach with priority areas identified or projects being rationalized to fit in the agreed programme. So well coordinated funding mechanism needs to be in place. Following this trend, the existing projects/programmes have to be rationalized to fit into ASDP. At the same time, **it should be recognized that the following sentence is clearly stated in the document: It is opened to all stakeholders who are encouraged to engaged with the ASDP process. The ASDP will be implemented by various modalities, including ASDP basket funding, Budget support, GOT own revenues, Multilateral/Bilateral project and other appropriate modalities suitable to the relevant stakeholders.**

<Reference Record of the Discussion 3 >

The following is a part of JICA's comments on the Financial Management and Accounting Part (Draft) submitted. All the participating development partners have received the paper from Financial Advisory Team which has recorded all the comments by the development partners and the team's response.

JICA's Comment Part 1 submitted at 20th February

Comments on

ASDP FINANCIAL MANAMAGENET AND ACCOUNTING MANULAL

(DRAFT) Version 5, 15th February 2002

JICA

20th February, 2002

Page 1 line 2

Before 1.1, the following sentences should be added as 'Background'.

' ASDP is an implementation program of Agriculture Sector Development Strategy (ASDS). The door of ASDP is open to any donors, as well as any governmental ministries / agencies, any NGOs and other related actors. They are encouraged to join the implementation process using various modalities that they can apply including basket fund, budget support, multi / bilateral project and other appropriate modalities.

The response from the Financial Advisory Group is the following:

Page 3 Newly added: The Agricultural Sector Development Programme (ASDP) is an implementation programme of the Agricultural Sector Development Strategy (ASDS). It is open to all stakeholders who are encouraged to engage with the ASDP process. The ASDP will be implemented by various modalities, including ASDP basket funding, budget support, GoT own revenues, multilateral/bilateral projects and other appropriate modalities suitable to the relevant stakeholders.

<Reference Record of the Discussion 4 >

The following is a part of JICA's comments on the Financial Management and Accounting Part (Draft).

JICA's Comment Part 3 submitted at 26th February

Comments on Financial Management and Accounting Manual Draft (ver.5)

Prepared by JICA 26/02/02

It should be noted that this manual is meant solely for the management of "ASDP basket fund", and at the same time the ASDP itself is not to be implemented by Basket Fund alone. In this vein, the manual should state at the beginning that other modes of assistance including bilateral/multilateral projects are welcome as long as they intend to serve the objectives of ASDP.

The response from the Financial Advisory Group is the following:

" Page 3, (This comment) Has already reflected (at ASDP Taskforce Version 1, as the following).

'Page 3 Newly added: The Agricultural Sector Development Programme (ASDP) is an implementation programme of the Agricultural Sector Development Strategy (ASDS). It is open to all stakeholders who are encouraged to engage with the ASDP process. The ASDP will be implemented by various modalities, including ASDP basket funding, budget support, GoT own revenues, multilateral/bilateral projects and other appropriate modalities suitable to the relevant stakeholders.

The conclusion is that the inclusion of this sentence is a unanimous agreement among the participating development donors, the governmental team and the financial advisory team. There is NO reason to delete this agreed sentence. It is strongly suggested that the ASDP follow the past agreement and include this sentence. Otherwise Japan would not be able to keep participating in the planning and implementing process of ASDP.

Specific Comment 2

- Understanding of the concept of Sector-wide Approach -

P2. line 22-23

Improved governance as the sector-wide approach includes best practice ~~codes of conduct~~ in regard to:

(Reason) 'Best practice' and 'code of conduct' are totally different issues. The examples given after this sentence refer to just best practices. The word of 'best practice' should be enough. What is important is a sharing among stakeholders of information and, possibly, understandings on the development at present and in future, in order to enable favorable environment for effective and efficient participation of many stakeholders in the ASDP. The code of conduct, if it is to officially be committed, would crowd out some of the development partners including Japan and discourage the government and other stakeholders from having common information and understanding.

Specific Comment 3

P2 line 24

~~Financial discipline as all agricultural sector activities will be under one common programme, fully costed and integrated into a medium term budget framework.~~

What does it mean this sentence? The meaning of 'Financial discipline ... will be under one common program' is too vague and confusing. 'The program should be operated by common financial discipline' is understandable and should be replaced instead of the above vague sentence.

Specific Comment 4

P2 line 31

~~Resource being channeled increasingly through government systems and consolidated into joint accounts, with a view towards overall budgetary support.~~

Common disbursement, accounting, reporting, auditing and procurement system are defined.

This sentence should be completely deleted. **There is no such agreement.** A main purpose of Sector-wide approach is to share goals, visions and objectives among various stakeholders including government and development partners. **After the goals are**

agreed and shared, the implementation of the program should be pursued by incorporating and coordinating various modalities, with the basket funds as an essential component for the coordination and integration of the ASDP.

Specific Comment 5

Technical assistance (TA), ~~which~~ should be demand driven ~~with preference given to short term and local TA.~~

There is no such agreement. This sentence will not be accepted because there is no unanimous agreement. Japan believes that TA should be both short-term and long-term, if it is to be demand driven, because the poverty reduction, the growth for poverty reduction in particular, is a long-term effort. It is rather the financial replenishment that requires the short-term viewpoint to a greater-extent.

Specific Comment 6

P16 line 4 from the bottom

2.2.6 On-going Projects and Programmes

Bearing in mind the issues raised above, it is clearly important that the process of agriculture project preparation and implementation needs to be altered greatly; to become part of the ASDP. The following measures will be undertaken:

- For the immediate future, all on-going projects and programmes will be aligned with ASDS objectives.
- In the medium term, all new projects and programmes will be part of the sector-wide programming exercise.
- ① { • In the longer term, projects will be ~~replaced altogether~~ incorporated and prioritized by a national sector-wide approach with a clear function for Government, the private sector and others.

To achieve these aims, the Government will negotiate with development partners to allow for the on-going projects and programmes to operate in parallel with the ASDP for their implementation periods ~~the first two years~~. After the mid-term review it is expected that all new projects and programmes will be gradually part of the ASDP.

(Reason ①)

Having been explained, the main purpose of sector-wide approach is to share goals, visions and objectives. Then the implementation of the sector program should be pursued by appropriate modalities suitable to the relevant stakeholders.

We understand that the Sector-wide approach is not something to replace but to incorporate and prioritize projects.

(Reason ②)

Since different projects / programmes have different implementation period, it is not rational to set up a single period as 'two years' regardless of respective implementation periods.

It is not realistic that 'all projects and programmes will be part of the ASDP after the mid-term review'. It is agreeable that new projects / programmes should be part of the ASDP. On the other hand, some on-going projects / programmes would not have been completely implemented at the mid-term review. Considering this expectation, 'all new projects and programmes' should be used instead of 'all projects and programmes'.

資料 20

ASDP 第一ドラフトへの JICA コメント

第二案（調査団作成素案）

EOJ-JICA's Oral Comments

(手持ち参考資料)

March 21, 2002

(Prepared by RADAG)

1. First of all, the draft was well written in a clear form and well explained the basic framework and roles of various stakeholders. The work done by governmental team should be highly appreciated. Japan will submit full-fledged comments later by written form. Meanwhile, I raise two main points for immediate considerations.
2. First. Main purpose of ASDP is to share an understanding on the objectives and strategies for the agriculture sector among various stakeholders including government and development partners. On this understanding, ASDP should be designed so as for it to prioritize and coordinate planning, financing, managing and monitoring the projects being relevant to ASDS, **with different modalities**, including project-specific funding, basket funding and general budget allocation.

In short, this draft has not clearly stated the flexibility of modalities which is essential to encourage many stakeholders and development partners to participate in the implementation of ASDP. If the ASDP does not allow flexibility of modalities, some development partners including Japan might be inclined to seek opportunities for the participation in their own way in projects outside the ASDP. This situation should be avoided.

One important paragraph was deleted from the financial mechanism section of this draft, and the paragraph is serving for avoidance of that situation. The paragraph is:

The Agricultural Sector Development Programme (ASDP) is an implementation programme of the Agricultural Sector Development Strategy (ASDS). It is open to all stakeholders who are encouraged to engage with the ASDP process. The ASDP will be implemented by various modalities, including ASDP basket funding, budget support, GoT own revenues, multilateral/bilateral projects and other appropriate modalities suitable to the relevant stakeholders.

Inclusion of this sentence has been proposed and agreed several

times, like in the last ASDP Taskforce, in the Informal Donor Meeting, and through the process of submission of comments and responses on Financial Mechanism documents (Ch 4–5). It is strongly suggested that the ASDP follow the agreements made through the past meetings. Otherwise, mutual confidence between development partners and the government might be significantly undermined, and that would encourage some development partners to pursue their own activities outside the ASDP framework. We, Japan, do not want to see that situation. I hope the governmental team will seriously consider this unwanted possibility and take our proposal for the inclusion.

(これに対し、そのパラグラフは、Financial Mechanism の Chapters に入るのは適当ではない、と意見が出た場合には、「ではこの ASDP ドラフトの一番最初でもいい」と対応するのがいいと思います。)

3. Second is about the status of on-going projects and programmes.

The draft mentions that all on-going projects and programmes will be aligned with ASDS objectives for immediate future. It is agreeable.

Then I would suggest that the draft describe 'In the medium term, all new projects and programmes, rather than simply *all projects and programmes*, will be part of the sector-wide programming exercise'

Additionally, the draft might as better describe that 'In the longer term, projects will be incorporated and prioritized, rather than *replaced altogether*, by a national sector-wide approach.'

In the medium term, some on-going projects and programmes would be still under implementation. Those would carry some constraints in becoming part of ASDP for the time being. We need to understand this reality and try to let ASDP be as realistic and operational as possible. Thus, the word of 'new' should be put in the sentence.

In the long run, we should understand that a basic purpose of the sector-wide approach is to share goals, visions and objectives. Then the implementation of the sector program should be pursued by appropriate modalities suitable to the relevant stakeholders. In short, the Sector-wide approach is not something to replace but to incorporate and prioritize

projects.

(これに対し、Sector-wide approach とはそもそも何を意味するのか、という議論になるかも知れませんが、それは望むところ、という気がします。)

資料 2 1

Ireland Aid プロジェクト・ツアー案内

MEMO

TO: JICA (-)
EU (1)
WB (1)
FAO (1)
DANIDA (2)
IA (2)
WFP (2)
DFID (1)

RE: Visit to Kilombero district

During our meeting on 6th March at JICA it was proposed that it would be useful to conduct a field visit to one rural district. The visit would aim at familiarisation on grassroots/local government authority in implementation of the development activities. The visit would assist Donors to understand the district situations, district planning, and management of resources, communication and linkage with sector ministries and implementation of development activities. Also it would assist to understand the district capacity with reference to the proposals under the ASDP.

It was proposed a trip of about 1.5 days in the district should be organised. Ireland Aid agreed to facilitate planning for the trip. Attached is a draft outline for the trip.

We request you to review the proposal and make comments by Friday 12:00noon so that we can confirm the trip to the district officials. In addition indicate how many members will travel from each of the above donors. The above figures are estimated numbers. The full list of those travelling should be indicated and submitted to Ireland Aid for coordination.

Tentative Schedule for the visit to Kilombero district

Date	Activity description	Persons responsible
18.3.02	Depart Dar at 7:00am (use Vehicles from IA, Danida and JICA) Breakfast at Hotel Oasis Morogoro (9:30am) View Mikumi wildlife on route (free) Arrive Kilombero 1pm Check in Hotel at Ifakara center Meet district officials at 2:30 pm for overview of District Development Programme Visit the Kilombero river/ ferry and fishing activities Tour of Ifakara town (free) Dinner at Ifakara Center (8:00pm)	Donors DED and Donors DED and district council staff, Donors Donors Donors
19.3.02	(8:30-10:00 am)-Meet selected departments (agriculture, planning, education, health etc.) to assess facilities and capacity. Wrap discussion (10:00:-11:00) Travel to Dar (11:00 am) (Optional)-Visit a school and a dairy farmer at Kidatu on route to Mikumi (12:00 -1pm) Lunch at Mikumi (1:30-2:00pm) View wildlife on way back (free) Arrive Dar (5pm)	DED district officials Donors Donors District officials/donors Donors

資料 2 2

農業背景調查：農業普及編

Discussion Paper for
Agricultural Sector Development Programme (ASDP) of Tanzania
- Agricultural Extension under and after NAEP II -

March 2002

Satoko Emoto, Agricultural Development / Extension

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Village Extension Officer in Kasulu District, Kigoma Region

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. It is also expected that the private sector will 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 scheme due to the persistent problems such as weak research-extension-farmer linkages, insufficient technical and administrative capacity, lack of infrastructure, budget shortages, low agricultural prices, etc. In particular, there is a great concern over the prospect of public extension services after the National Agricultural Extension Project Phase II (NAEP II), supported by the World Bank, will be completed in December 2002.

The objectives of this paper are to review the present situation of extension services in Tanzania and to discuss possible implementation arrangements for the services to be provided in ASDP. This paper is based on literature review, interviews and discussions with Tanzanian government officials, extension officers, academicians, farmers, and JICA and other foreign advisors, and field visits in the Regions of Pwani (Coast), Morogoro, Iringa, Mwanza, Kilimanjaro, and Kigoma, conducted in October – December 2001.

2. Agricultural Extension before NAEP II

2.1 Post-independence Extension

Agricultural extension services in Tanzania, which started during the colonial era, have gone through several restructuring processes since Independence. During the period of 1961-1967, extension services were focused on cash crops, produced largely by commercial plantation companies and progressive farmers, and several new extension approaches were introduced along the notion of modernization. Following the Arusha Declaration in 1967, the government placed more emphasis on supporting peasant farmers. The decentralization policy introduced in 1972 transferred the administration of extension, together with other support services, from the Ministry of Agriculture to the Regional and District Development Directors. The decentralization led to a significant reduction of extension workers, while the politicization of extension discouraged qualified personnel and deteriorated working morale among the staff. In 1982, the government centralized the agricultural sector including extension services, but it did not substantially improve the effectiveness of extension.

The strategies of post-independence extension services 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.¹ According to the 1997 Agricultural Policy, all these strategies failed to make extension an effective instrument of agricultural development due to: 1) uncoordinated, fragmented, duplicated and overlapping messages from extension personnel; 2) poor supervision of extension personnel; 3) technologies not appropriated for farmers; 4) poor working facilities; and 5) lack of motivation for extension staff. It should be noted, however, the entire support system for smallholder agriculture could no longer be sustained in

¹ 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.

the late 1970s as a result of a crisis in foreign exchange and gradual reductions in donor assistance, as well as pervasive mismanagement within the government.²

2.2 National Agricultural and Livestock Extension Rehabilitation Project (1989-1996)

In order to reorganize the extension system for more effective service delivery, the government 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) in 1989.³ This project created a unified crops and livestock extension service, provided a large number of extension officers with regular training (monthly training sessions and bi-monthly workshops), and adopted a modified Training and Visit (T&V) methodology with focus on farmer groups. Over the eight-year project period, US\$30.4 million was provided to finance the acquisition of logistical support, project activities, and technical assistance.

Following a pilot in 1987/88 that covered five districts in Tabora, Dodoma and Singida Regions, NALERP's implementation was extended to 16 regions of the 20 regions of mainland Tanzania, i.e., Tabora, Dodoma, Singida, Kilimanjaro, Kagera, Arusha, Shinyanga, Mwanza, Mara, Mtwara, Morogoro, Lindi, Kigoma, Tanga, Dar es Salaam, and Coast by 1993/94. In 1991, the International Fund for Agricultural Development (IFAD) launched the Southern Highlands Extension and Rural Financial Services Project (SHERFSP), which covered the 4 regions of the Southern Highlands (Mbeya, Iringa, Rukwa, and Ruvuma), along lines similar to NALERP's. These two extension projects were regarded as the first phase of a long-term program to strengthen extension services in the country.

While the extensive training met with some success in improving staff morale and technical expertise, the project suffered from persistent management problems such as the inability to provide advice to farmers in specialized technical areas through village extension workers, unavailability of modern inputs, weak research-extension-farmer linkages, and operating resource (financial and human) constraints. In particular, limited government counterpart contributions and cost sharing with the beneficiaries remained to be a major impediment to the sustainable provision of the extension services.

3. The National Agricultural Extension Project Phase II (1996-2001)

3.1 The Project Outline

The National Agricultural Extension Project Phase II (NAEP II) started as a 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 was initially implemented in the 16 regions covered by NALERP. In January 2000, however, the project was expanded to all the 20 regions of the mainland, taking over the 4 regions that had been under SHERFSP until December 1999, as well as Zanzibar, based on the Mid Term Review.

² Marjorie Mbilinyi and Timothy Nyoni, *Agricultural and Livestock Policy, 1997*, Revised on the Basis of Feedback Workshop on Policy Review Process of the Rural Food Security Policy and Development Group (RFS), Institute of Development Studies, Tanzania Episcopal Conference (TEC), 2-3 May 2000, p. 3.

³ Ministry of Agriculture and Cooperatives and World Bank, *Tanzania Agriculture: Performance and Strategies for Sustainable Growth*, Dar es Salaam, February 2000, pp. 135-136.

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.⁴ Almost the entire operating costs of extension in the country have been provided by NAEP II (and SHERFSP until December 1999).

3.2 Implementation Arrangements

After the inception of NAEP II, there were two major institutional changes that affected its implementation. One is the introduction of the Local Government Reform Programme (LGRP) in 1997, which decentralized all extension services to the district level. Another is the reorganization of the Ministry of Agriculture and Cooperatives (MAC) 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) in November 2000. The former change has had a significant impact on project performance and is therefore discussed further in the following section. The latter may not be seen as a fundamental change, but it has caused an unfavorable situation in some areas of extension services in which MAC was directly involved, for example, extension policy for the livestock sector.

MAFS has continued to have overall responsibility for implementing NAEP II, while the Ministry of Regional Administration and Local Government (MRALG), which was reorganized into the President Office – Regional Administration and Local Government (PO-RALG) in 2001, has become responsible for coordinating extension activities by the District Councils under LGRP. However, the position of principal officer-in-charge for project implementation was taken over by the Assistant Director of Extension Services in the Crop Development Division, as head of MAFS's extension unit, from the Assistant Commissioner (Extension), under Commissioner (Agriculture and Livestock Development) of MAC. The Project Facilitation Unit, which is responsible for extension policy, backstopping, and monitoring and evaluation, is thus placed within the Crop Extension Services. Under the current implementation arrangements, therefore, it is not clear which office of the central government takes care of extension services other than for the crop sector.

The Project Steering Committee (PSC), headed by the Permanent Secretaries of MAFS and comprising of the Permanent Secretaries of PO-RALG, MWLD, MCM, Ministry of Finance (MOF), Ministry of Community Development, Women and Children, Prime Minister's Office, Ministry of Justice and Constitutional Affairs, Planning Commission, and a representative each of the farmers, heads of divisions of MAFS, and other extension providers (e.g., NGOs and the private sector), has been established for inter-ministerial coordination.⁵ Its tasks are to address policy issues, to approve annual work plan and budget, to review project progress and audit observations, to approve amendment to the Project Implementation Plan (PIP), and to provide directions for overall management of the project. The implementation arrangements of NAEP II are illustrated in Figure 1.

⁴ 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.

⁵ *Ibid.*, p. 8 and based on information obtained from the NAEP II Project Facilitation Unit.

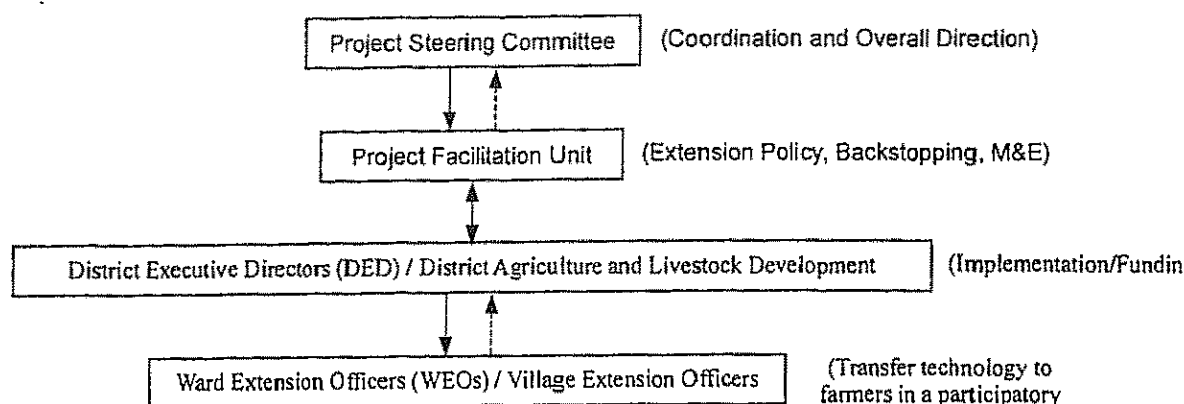


Figure 1: Implementation Arrangements of the National Agricultural Extension Project Phase II (NAEP II)

Notes:

- (1) Research-extension-farmer linkages for technology development and dissemination through:
 - Zonal technical meetings; and
 - Quarterly training sessions.
- (2) Funds/facilities transfer from the Extension Facilitation Unit (EFU) to local authorities (LAs). Each LA has a project account. The DED/DALDO are signatories to the expenditures/checks of project activities.
- (3) Reporting:
 - (a) Annual Work Plan and Budgets originate from the LA after compiling village work plans. District Extension Work Plan and Budgets (DEWPBs) are jointly discussed with EFU for formulating Project Annual Work Plan and Budgets.
 - (b) Progress reports on a quarterly basis are prepared by the LAs and submitted to EFU, which is supposed to give the feedback on success/problem areas.
 - (c) The Monitoring and Evaluation (M&E) is at EFU, but its activities are done jointly with LAs and other stakeholders.
- (4) Training of staff and farmers:
 - Training of staff so as part of enhancing the capacity of LAs to implement the extension (NAEP II) activities.
 - Training of farmers so as part to empower them in participating in agricultural development including extension services hence raising their benefits.
- (5) Coordination with other extension providers by DED/DALDO for harmonizing extension methodologies and use of resources.
- (6) Implement pilot microprojects which are district focused with the objectives to improve operations of the extension system.

Source: Based on information obtained from Extension Services, Ministry of Agriculture and Food Security (MAFS).

3.3 Decentralization of Extension Services

LGRP decentralized all extension services to the district level and has thereby extensively affected NAEP's implementation. By the Regional and Local Government Act of 1997, the District Councils were to be responsible for the provision of extension services to farmers, as well as other public services (education, health, roads, etc.). Local government authorities (LGAs) will eventually recruit, train, and promote extension staff, while the ministries of the central government will set national minimum standards (NMS) of the services and determine the qualifications and numbers of staff required to meet the MNS. While LGRP was phased in towards full implementation by 2002, extension services were to be decentralized nationwide from the outset. Of the target of 7,831 extension workers to be re-deployed, 6,400 had been transferred to LGAs by June 1999 and the transfer was expected to be complete by December 1999.⁶

Under LGRP, most of the extension officers posted at the regional level, mainly subject matter

⁶ MAC and World Bank, *Tanzania Agriculture*, op. cit., p. 137.

specialists (SMSs), were transferred to the district level, while many of the former subject matter specialists at the district level to the wards or villages as Ward Extension Officers (WEOs) or Village Extension Officers (VEOs), respectively. Agricultural support services at the district level are thus provided by a District Agriculture and Livestock Officer (DALDO) as the head of the structure, together with 15-20 subject matter specialists located at the district and WEOs and VEOs as the frontline extension staff. The former Divisional Extension Officers have been re-deployed to Wards to provide extension services to villagers (at least half of the total) without a resident VEO. The DALDO is a part of the District Management Team, which comprises more than 10 department heads, and is responsible to the District Executive Director (DED).

The regions, each of which used to have more than 40 staff, are left with only three agricultural-related officers responsible for crops, livestock, and cooperatives, respectively. The major roles of the regional officers are to: 1) assist LGAs in capacity building; 2) provide technical support to LGAs; and 3) to monitor the performance of LGAs, but their actual tasks are often limited to data gathering and liaison between the Ministries and the districts. According to the interviews conducted by the RADAG team in some regions, on the other hand, the regional agricultural-related officers still seem to play a certain role in coordinating technical training for SMSs and WEOs/VEOs. The precise functions and roles of the headquarters of the agricultural-related Ministries under LGRP have to yet to be defined. The Crop Extension Services at MAFS headquarters, for example, is staffed with 10 professionals, including one specialist each in horticulture, irrigation, and methodology, but seems to function merely as the national project office of NAEP II.

NAEP II had established District Extension Steering Committees (DESCs) even before LGRP was put into effect. DESCs are chaired by the respective District Commissioners and involve all related 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. Many districts have opened bank accounts into which NAEP II funds can be deposited for direct access by the districts under LGRP, while the regions previously served as a conduit for the NAEP II funds. It is not clear to which extent extension officers at the district level actually utilize the funds to provide and improve their services to farmers.

In transition to decentralization, the central government is also supposed to make block grants to the DCs to cover the salaries of the extension staff deployed. However, these grants are subject to maintaining the extension services and using the resources provided for the intended purpose. The NMS that has been set for extension is one extension agent for 480 farmers, which is roughly equivalent to one VEO per village, and requires around Tsh 6.1 billion (US\$9 million) per year for recurrent costs (excluding salaries).⁷ With a complete freeze on civil service recruitment since 1994, the total number of extension staff (including SMSs and WEOs) is approximately 4,500 to cover more than 8,000 villages nationwide, that is, there are two or more villages per VEO.⁸ Therefore, the actual staff to farmer ratio is probably smaller than 1:1,000. It is necessary to recalculate the NMS so as to make it affordable within the Medium Term Expenditure Framework (MTEF), by taking into account the current situation of extension coverage, as well as the budget support from NAEP II.

⁷ Ibid., p. 137.

⁸ Information obtained through a personal interview conducted on November 16, 2001.

3.3 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 (then MAC) in December 1999, indicates that the impact had been “disappointing.”⁹ The MTR concluded 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.¹⁰

3.4 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.¹¹ 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

⁹ *National Agricultural Extension Project – Phase II, Mid-Term Review Mission (December 1999) – Final Aide Memoire*, January 2000, p.3.

¹⁰ 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.

¹¹ Information obtained through a personal interview conducted on December 12, 2001.

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.

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.

3.5 Cases of Extension Service Delivery in Districts

(1) Iringa District, Iringa Region

There are approximately 4,500 extension officers in the country as stated above. 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. as NAEP's Project Facilitation Unit has been 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 DALDO, Mazombe Division Extension Officer, and Ilula Sokoni 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 SMSs, mainly located at districts, and 154 extension officers, of which 143 are VEOs and others are 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 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 II's completion.

(2) Kasulu and Kigoma Districts, Kigoma

The RAA of Kigoma 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 located in Tumbi, Tabora. The training subjects are organized according to the crop calendar, i.e., they discuss issues (e.g., pest control) relevant to seasonal farming practices. Such training was provided only in Kasulu District, which had completed LGRP and was therefore covered by NAEP II, at the time of interview (November 2001), but the regional administration planned to provide the training in Kibondo District in the near future upon its completion of LGRP.

The actual situation at the district and village levels does not necessarily seem as described by the RAA. A VEO interviewed in Kasulu District, who got his diploma in 1988, had not received any training since 1996. Another VEO interviewed also in Kasulu District tried to improve rain-fed rice farming practices, but he did not know where to go to seek technical advice for that purpose. The District Agriculture and Livestock Officer of Kigoma admitted that he had to write reports based on the information he had obtained without field visits due to lack of transport and communication facilities, though he was supposed to supervise and advise WEOs and VEOs in person.

While government extension staff cannot provide adequate services due to lack of funds and facilities, human resources for extension within the public sector are often "drained" into the projects financed by foreign donors and NGOs. The agricultural specialist working for TACARE, supported by the Jane Goodall Foundation (a US-based NGO for wildlife research, education, and conservation), is a district crop extension officer but being temporarily hired by the NGO for a project of oil palm research and extension. He mentioned that short training courses abroad sponsored by the NGO were one of the advantages of working for them. On the other hand, the members of a village bank also assisted by TACARE in Kigoma District reported that they had never received extension services.

3.6 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, as described in Section 3.5 above. The NAEP II funds are also reportedly used for recurrent expenditures at the regional and district levels. 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 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.¹²

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
Distribution by sector (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.

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.

¹² 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.

4. New Directions in Extension

Being faced by persistent financial constraints, the Tanzanian government has been seeking a new direction in the provision of extension services, including the involvement of the private sector and NGOs in delivery to complement public providers. The introduction of new strategies and mechanisms for extension services should also be one of the focal areas in ASDP. This chapter reports and discusses: 1) some alternative delivery mechanisms that have been pioneered in the country; 2) the privatized extension system being introduced by the Ugandan government under the Plan for Modernization of Agriculture (PMA); 3) outreach extension by the Kilimanjaro Agricultural Training Centre (KATC), supported by JICA; and 4) "Agricultural Extension Reform in Tanzania: A Vision and Strategy Outline to Year 2010," published in December 2000.

4.1 Alternative Delivery Mechanisms

Mechanisms for privatization and cost sharing with beneficiaries are being tried under NAEP II for a higher degree of involvement of the private sector and NGOs into the provision of extension services.¹³ The following are some pilot projects started in the late 1990s:

- 1) Groups of women farmers are supported for water conservation in Kilimanjaro Region.
- 1) The Farmer Field School (FFS), originated by FAO as a mechanism for integrated pest management (IPM), relies upon intensive farmer education through "learning by doing."
- 2) The Mogabiri Farm Extension Center (MFEC) uses the service of farmer motivators (FAMOs) and is supported by NAEP II to test, over a two-year period, a farmer-based participatory and cost effective extension service in Tarime District. Three FAMOs will be trained in each village and receive backstopping support from VEOs.
- 3) The Tanzania Association of Professional Women in Agriculture and Environment (TAPWAE) in collaboration with SG2000 will operate a community-based extension system using farmer volunteers to promote the production, storage, processing, and utilization of drought-tolerant crops and to strengthen farmers' capacity to obtain inputs and water in Same District.
- 4) Monduli District Council will implement a project aimed at establishing community-based extension services including facilitating the emergence of pastoralist groups, rehabilitating dips, constructing micro-dams and, training extension staff, group members, etc.

NGOs have long been operating in the agricultural sector in Tanzania and their experiences demonstrate alternative approaches to extension work, though their impact tends to be limited within a small area. NGOs' strengths include: 1) they can provide integrated services, e.g., combining extension with credit and input supply; 2) they can focus on women, youth and the poor, specifically aiming at farmer empowerment; and 3) in general, they are organizationally and operationally flexible, making their services responsive to farmers' needs. While the level of NGO activity varies greatly by region, in some areas they are increasingly interacting with formal extension services through participating in DESCs.

In line with the changing situation under decentralization, MAC conducted the Assessment of Performance of Past and Current Agricultural Extension Providers in Tanzania, which was completed in August 2000. The assessment has concluded that the success of the extension services under decentralization will depend on the effective partnership forged among the Extension Facilitation Unit of MAC, the national agricultural research system, and the

¹³ MAC and World Bank, *Tanzania Agriculture*, op. cit., pp. 139-140.

districts, in developing and promoting technologies that are appropriate and can address the production constraints under different farmer circumstances.¹⁴ Although they seem to be rather conventional, the assessment has defined the new roles of these actors as follows.

Extension Facilitation Unit/Zonal Communication Center should support the districts by:

- 1) Developing, testing and disseminating more effective extension methodologies;
- 2) Preparing various information materials, using different media to disseminate the technologies developed by the research system;
- 3) Developing various training programs for extension staff and sponsoring a continuous program of professional development of extension staff;
- 4) Developing monitoring tools and indicators to be used by local authorities and MAC to generate the necessary data and information for policy formulation and analysis;
- 5) Preparing and disseminating to districts, information on local, national and international markets for various commodities;
- 6) Raising funds from various sources and monitoring closely the use of any funds allocated to districts to support agricultural extension; and
- 7) Offering general advice to districts, on a regular basis, to assist them to implement their extension activities in an efficient and effective manner.

Local authorities that will take the responsibilities for delivery of extension will need to:

- 1) Play a very strong coordinating role, in order to bring on board all the various extension providers, and other stakeholders, so that extension services are provided as part of a comprehensive agricultural development program for the district.
- 2) Raise funds from various sources within and outside the district, to finance agricultural development, including various agricultural extension and farmer training activities.
- 3) Facilitate the emergence of strong cooperative and other forms of farmers' organizations that can facilitate access to knowledge, information, inputs, credit and other services.
- 4) Encourage, through some form of incentives, private providers of extension, inputs, credit and other services, e.g., NGOs, CBOs, and commercial profit seeking organizations.
- 5) Mobilize political support for agricultural development programs in the district by developing such programs in a participatory manner.
- 6) Facilitate extension work by providing transport, funds, and materials to extension staff.
- 7) Support staff professional upgrading so as to improve the competence of staff in working with farmers in a participatory manner.

4.2 Uganda's Privatized Extension System

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."¹⁵ 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

¹⁴ Ministry of Agriculture and Cooperatives, *Assessment of Performance of Past and Current Agricultural Extension Providers in Tanzania*, August 2000, p. 38.

¹⁵ Ministry of Agriculture, Animal Industry and Fisheries, *Plan for the Modernization of Agriculture: Eradicating Poverty in Uganda*, August 2000, p. 30.

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.

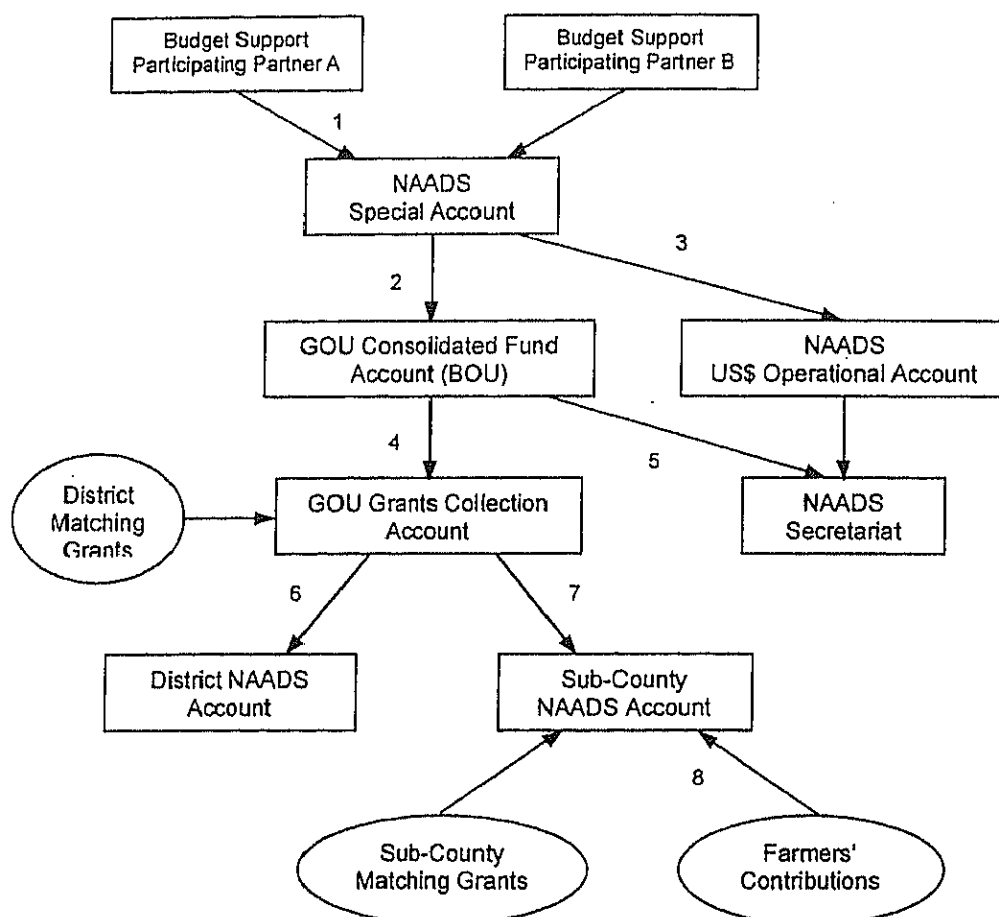


Figure 1 NAADS Programme Common Flow of Funds Mechanism

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.

Therefore, they may not be fully applied to agricultural extension in Tanzania, but it is worth studying NAADS's approach and implementation arrangements. It is because NAADS's system is 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 and performance accountability.¹⁶ In particular, NAADS's funding mechanism (Figure 1 above) 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.

4.3 Outreach Extension by the 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.¹⁷ It also conducts courses funded by other irrigation projects, e.g., the River Basin Management Smallholder Irrigation Improvement Project (RBMSHIIP), 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 have 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

¹⁶ National Agricultural Advisory Services (NAADS), *Programme Implementation Manual*, September 2001, pp. 7-8.

¹⁷ 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.

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.

4.4 Agricultural Extension Reform: 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 2000.¹⁸ 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 key words and their respective 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"¹⁹ and the formulated strategies, as well as activities, are something that restates previous strategies. It is necessary to draw a concrete, feasible plan of action for agricultural extension reform in the Tanzanian context, i.e., by using words that precisely represent the reality of Tanzania's rural society. Those officers who are involved in policy formulation and project planning and implementation need not devote themselves merely to appeal to the donor community but must clearly understand what the strategies such as "capacity building" and "cost sharing" mean in terms of the actual working and living conditions of extension staff and farmers.

¹⁸ 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.

¹⁹ *Ibid.*, p. 7.

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.

5. 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 studies²⁰

²⁰ For example, Ministry of Agriculture and Cooperatives, *Assessment of Performance of Past and Current Agricultural Extension Providers in Tanzania*, August 2000.

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, to which long-term, e.g., 10-20 years, commitment of the donor community may be needed.

(2) Learn from Uganda-NAADS's experiences

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 and performance accountability.²¹ In particular, NAADS's basket funding mechanism 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.

(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

²¹ National Agricultural Advisory Services (NAADS), *Programme Implementation Manual*, September 2001, pp. 7-8.

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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