

JAPAN INTERNATIONAL COOPERATION AGENCY (JICA)

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

Back-to-Office Report:
Field Study on District Agricultural Development Plans (DADPs) in
Districts of Mtwara, Tabora, Mwanza, and Kilimanjaro Regions

March 2003

This report is based on the discussions and field visits conducted in the Regions of Mtwara, Tabora, Mwanza, and Kilimanjaro between February 13, 2003 and March 1, 2003 (as shown in the timetable in Section 4). The findings and interpretations expressed in this report are those of the members who participated in the field study and do not necessarily represent the views of the entire JICA-RADAG or of JICA.

1. Purposes of the Field Study

Under the National Poverty Reduction Strategy, the Government of Tanzania (GOT) formulated the Agricultural Sector Development Strategy (ASDS) in October 2001, based on which GOT prepared the Agricultural Sector Development Programme (ASDP) in November 2002 and the Guidelines for District Agricultural Development Plans (DADPs) (Draft) in December 2002. JICA, together with DANIDA, DFID, EU, FAO, Ireland Aid, and World Bank, has been assisting GOT in the process.

The field study was conducted as a part of the Background Study for Japan's Cooperation in the ASDP, which has intended Japan to gain a better insight into conditions and issues of agriculture and rural development in Tanzania and thus to improve its coordination for the ASDP. Specific objectives of the field study are:

- (1) To explain and discuss the Guidelines for DADPs;
- (2) To find what each district plans to focus on for their agricultural development under the DADP and assistance to be provided by the public sector therefor; and
- (3) To identify issues to be tackled for the effective and efficient implementation of DADPs.

2. Members of the Study Team

Name	Assignment
Ms. Satoko EMOTO	Team Leader / Agricultural Development
Mr. Yoshio AIZAWA	Agricultural Extension
Mr. Togolai F. DILLIWA	Research Assistant



3. Preliminary Findings

The study team has found that urgent issues to be tackled by the Government of Tanzania for the effective and efficient implementation of DADPs include the following.

(1) Criteria for selecting DADPs to be funded

Criteria for selecting DADPs to be funded should be more clearly shown to local government authorities (LGAs), though some kinds of funding criteria are implied by the instructions of the summary Guidelines, e.g., formulation through participatory planning, involvement of both public and private sector service providers, and investment funds not less than 80% (Annex 2). It is particularly important when the funding is competitive since those in charge of the formulation and approval of DADPs would be responsible for explaining the reasons to the local communities in case their plans should fail to obtain the expected amount of funds from the central government. To establish and make the selection criteria known to LGAs will also enhance transparency and thus ensure fair competition in the selection.

Possible criteria for selecting DADPs may include relevance to the ASDS, incorporation of various interests of the local communities (partially to be done through participatory planning), technical and economic feasibility, sustainability (e.g., through cost-sharing, institutional building, and utilization of local resources), prospective impacts, description of monitoring and evaluation methods, and consideration of such issues as gender and the environment.

(2) Funds for participatory planning at the district and village levels

Participatory planning not only takes time but also requires costs. However, the funds necessary for conducting participatory planning workshops and for training planning officers and facilitators therefor are not provided by the central government. In most of the districts visited by the study team, officers, District Executive Officers in particular, showed their concern over lack of funds for participatory planning since the Guidelines gives such an instruction as: "LGAs will ensure that DADPs are formulated through participatory planning process." (Annex 2). Each district must bear the costs for the participatory planning, but it seems difficult to decide how much they should allocate to it especially because they do not know how much they will obtain for their DADP or whether they can obtain any funds at all.

Furthermore, the Guidelines indicate that the Opportunities and Obstacles to Development (O&OD) approach must be used for formulating DADPs. Yet, the districts, except the nine pilot districts in which PO-RALG has tested or conducted training for the O&OD approach, have not been exposed to the approach and thus need training for how to use the approach in their planning.¹ The costs necessary for the training may also be incurred by the districts.

The non-provision of funds for participatory planning and training may be unfair to those

¹ The districts in which PO-RALG tested the O&OD approach are Kigoma and Morogoro Urban in 2001 and those in which it has conducted training in the approach are Hai (Kilimanjaro Region), Mkuranga (Coast Region), Kisarawe (ditto), Kibaha (ditto), Bagamoyo (ditto), Singida, and Manyoni (Singida Region). PO-RALG, it intends to provide training to all other districts in 2003 (based on a personal interview with Mr. Richard Musingi, Director of Regional Coordination, PO-RALG, conducted on March 4, 2003).

districts short of funds for such activities and those who have not been trained for the O&OD approach. Some arrangements could be made so that the funds would be provided within the budget for DADPs or separately by the central government.

- (3) Capacity building of district officers for facilitating the agriculture-related activities of the private sector, including farmers

The ASDS contains a set of innovative and practical actions for agricultural development such as: 1) A focus on agricultural productivity and profitability; 2) The promotion of private sector/public sector partnerships; and 3) The decentralized implementation through DADPs. It is envisaged that the participatory implementation at the community level will ensure sustainability and entrust the rural people with their own destiny. For LGAs, as well as for lead ministries, this process creates challenges in terms of requiring an entirely new *modus operandi* and new and effective communication channels with local communities.

However, the district officers interviewed by the study team did not seem to be well aware of the innovative features of the ASDS based on which their DADPs are expected to be formulated and implemented. What was suggested by the officers are typically orthodox, supply-led activities and projects, e.g., government-funded irrigation projects, subsidized input supply, training and re-training extension officers, vaccination, etc. Regarding the planning process, the summary DADP Guidelines read "The technical staff from the District act as facilitators of the process, and not as managers." The Guidelines should provide a more clear indication that they should act as facilitators, not as managers, throughout the process of planning, implementation, monitoring, and evaluation. This is critical to enhancing communities' ownership and thus the sustainability of projects.

In addition to giving instructions by the Guidelines, it is essential to build capacity in the technical staff to facilitate the agriculture-related activities of the private sector, including farmers, and manage the allocated funds effectively. The capacity building should include the provision of regular training and necessary facilities and equipment to the existing staff, but the recruitment of younger people with high motivation and new knowledge should also be considered. This is because the interviews and observations conducted by the JICA-RADAG in several regions suggest that the aging of the existing agricultural officers, due to a complete freeze on civil service recruitment since 1994, hampers improving the support service delivery. While it is important to re-orient the existing staff, recruitment seems to be more effective in gearing the public sector towards a facilitator of agricultural development.

- (4) Technical support necessary for the formulation and implementation of DADPs

The discussions with district officers on the Guidelines and their forthcoming DADPs have revealed that there is an urgent need for technical support for the formulation and implementation of DADPs. As described in (3) above, they are not fully aware of the innovative features of the ASDS and what kinds of facilitation or interventions are relevant to the ASDS. The lack of knowledge and information, albeit having some planning skills, at the district level can be attributed partly to the brief sensitization workshops held on February 21, 2003 and the trimmed Guidelines. This issue is inevitably related to the next issue concerning the functions of the regional secretariats, since it is the most appropriate for them to provide technical support to the districts under the existing administrative framework.

- (5) Strengthening of the regional secretariats' capacity for monitoring of DADPs

Under the ASDS, the regional secretariats are supposed to play the following five roles:

- 1) Create a conducive environment for LGAs to operate efficiently;
- 2) Assist LGAs in capacity building;
- 3) Provide technical support to LGAs;
- 4) Monitor the performance of LGAs; and
- 5) Facilitate technical coordination between the sectoral ministries and LGAs.

However, it is recognized that all regional secretariats are poorly staffed and equipped to provide these services to LGAs, i.e., three advisors in the agricultural sector (agriculture, livestock, and cooperative) and lack of transport and logistical support. Technical coordination between them (and LGAs) and the lead ministries is also weak partly because they report to PO-RALG. To overcome these problems, the ASDS urges PO-RALG to:

- 1) Deploy additional technical staff and the necessary logistical support to the regional secretariats to enable them to provide effective support to the LGAs.
- 2) Review employment conditions, promotion prospects, and salary scales with the aim of recruiting and retaining high caliber staff.

The situation of the regional secretariats has basically remained unchanged. The strengthening of their advising and monitoring capacity is critical to the effective and efficient implementation of DADPs. It is highly probable that the misuse of the granted funds would occur at the district and village levels without proper monitoring by the regional secretariats (or by someone else, where possible). Therefore, it is an urgent task for PO-RALG to bring the above measures into effect.

(6) The development of a framework for participatory monitoring and evaluation of DADPs

Monitoring and evaluation are indispensable for improving the next planning-implementation-evaluation cycle of DADPs, which are three-year rolling plans. However, the summary Guidelines do not instruct how the districts should monitor and evaluate their DADPs and even include any section about monitoring and evaluation in "3.0 The Proposed Contents of the District Agricultural Development Plans." Thus, it is also an urgent task for PO-RALG to develop and disseminate a framework for participatory monitoring and evaluation methods at the district and village levels, or at least to advise the districts about how they should plan monitoring and evaluation, as demonstrated in the Guidelines (Draft).

4. Timetable of the Field Study

Month	Date	A.M.	P.M.	Stay	
Feb.	13	Thu	07:50 DSM - 08:35 Mtwara / RAS	Visit to Mtwara District and Mtwara Town	Mtwara
	14	Fri	Workshop on Extension Vision 2010	Workshop on Extension Vision 2010	Mtwara
	15	Sat	Discussions with Masasi, Newala and Tandahimba Districts, Report to RAS	Southern Zone Agri. Research Institute 15:15 Mtwara - 16:45 DSM	DSM
	16	Sun	07:30 DSM - 09:30 Tabora	Visit to Tabora District	Tabora
	17	Mon	Visit to Igunga District	Visit to Nzega District	Tabora
	18	Tue	Visit to Urambo District	Western Zone Agri. Research Institute	Tabora
	19	Wed	Visit to Uyui District	11:55 Tabora - 13:55 DSM	DSM
	20	Thu	Report to JICA Tanzania Office		DSM
	21	Fri	Preparation for visits to Mwanza and Kilimanjaro		DSM
	22	Sat		Discussions with JICA-RADAG members	DSM
	23	Sun		Discussions with JICA offers in charge	DSM
	24	Mon	07:30 DSM - 10:10 Mwanza / RAS	Visit to Missungwi District	Mwanza
	25	Tue	Visit to Magu District, CROMABU	Visit to Kwinba District	Mwanza
	26	Wed	Visit to Mwanza City	16:10 Mwanza - 16:55 Kilimanjaro	Moshi

	27	Thu	Meeting with RAS, Visit to Moshi District	Visit to Hai and Rombo Districts	Moshi
	28	Fri	Visit to Mwanga District	Visit to Same District	Moshi
Mar.	1	Sat	08:00 Kilimanjaro - 08:50 DSM		DSM

5. Officers Interviewed

(1) Mtwara Region

1) Regional Secretariat

Mr. Y. S. Mbila, Regional Administrative Secretary

Dr. W. C. H Mleche, Regional Livestock Advisor

Mr. B. M, Milanzi, Regional Agricultural Statistics Officer

2) Mtwara Town

Ms. Rosemary Chuwa, Town Agriculture and Livestock Development Officer

Mr. Omary M. Mgulule, Agriculture

Mr. Sinani S. Mnyenga, Livestock

Mr. Kanyenda H. S., Livestock

Ms. Elvida Anael, Livestock

Mr. M. R Mrope, Livestock

3) Mtwara District

Dr. A. P. Turingwa, District Agriculture and Livestock Development Officer

Mr. H. M Mpella, Agriculture

Mr. P. G. Lunguya, Agriculture

Mr. J. B. Liganga, Agriculture

Mr. Kapilima K. B, Agriculture

4) Masasi District

Mr. Ben O. Jalli, District Agriculture and Livestock Development Officer

Mr. Shaib Nnunduma, District Extension Officer

5) Newala District

Mr. Othman Magehema, District Agriculture and Livestock Development Officer

Mr. Michael Msaragali, District Extension Officer

6) Tandahimba District

Ms. Isabella Dismas, District Agriculture and Livestock Development Officer

Mr. Samson Kapange, District Extension Officer

(2) Tabora Region

1) Regional Secretariat

Mr. Peter Barie, Regional Administrative Secretary

Mr. Emmanuel D. Buname, Regional Agricultural Advisor

Dr. Mapussa A. R. M., Regional Veterinary Officer

2) Tabora Municipality

Mr. Membe P. Membe, Acting Municipal Director

Mr. Jonas Uhinga, Acting Municipal Agriculture and Livestock Development Officer

Mr. Edward Otieno, Agricultural Engineer

3) Igunga District

Ms. Jane Mutagurwa, District Executive Director
Mr. Alli Kombo, District Planning Officer
Dr. Farest Tongora, District Agriculture and Livestock Development Officer
Mr. Togolan Kajewa, District Crop Officer
Mr. Deogratius Rugangira, District Cooperative Officer
Mr. Robert Mgotta, District Community Officer

4) Nzega

Mr. Januarius Gasembe, District Executive Director
Mr. Modest Kajjage, District Agriculture and Livestock Development Officer
Mr. Elias Mwakalenge, District Extension Officer
Mr. Deogratius Hella, District Planning Officer
Mr. Kishai Issa, District Community Officer
Mr. Genashi Kulwa, District Community Officer

5) Urambo District

Mr. Serene Chidumizi, District Executive Director
Mr. Erasto Mbilingi, District Planning Officer
Mr. Robert Nachundu, District Agriculture and Livestock Development Officer
Mr. Benedict Maganga, District Cooperative Officer
Mr. Nelly Udangu, District Community Officer
Mr. Abedi A. Mluel
Mr. Reward Nyange
Mr. Daudi Mwangala

6) Uyui (Tabora Rural) District

Ms. Rose K. Elipenda, District Executive Director
Mr. K. M. Mahinda, District Planning Officer
Mr. Fabian Kashindye, District Agriculture and Livestock Development Officer
Mr. Timothy Mitimangi, District Extension Officer

7) Sikonge District

Mr. C. H. Ilatimanga, District Agriculture and Livestock Development Officer
Mr. E. A. Mwaisabwa, Acting District Agriculture and Livestock Development Officer

(3) Mwanza Region

1) Regional Secretariat

Mr. Clemence Rutaihwa, Regional Administrative Secretary
Mr. Ndaru Kulwijila, Regional Agricultural Advisor
Mr. Sylvel M. N. Wangalia, Regional Agricultural Statistics Officer

2) Missungwi District

Ms. Agnes D. M. Kitaada, District Executive Director
Mr. M. A. Fundo, District Agriculture and Livestock Development Officer
Mr. Ndalo B. N. Kabola, District Treasurer Officer
Mr. John Mpemba, Acting District Land Development Officer
Mr. J. M. Kazmil, Acting District Planning Officer

Mr. Ishengoma Kyaruzi, For District Education Officer
Mr. Jacob L. Mugeta, Acting District Cooperative Officer
Mr. L. M. Mahendeka, District Natural Resource Officer
Mr. D. S. Msella, Acting Participatory Irrigation Development Project (PIDP) Manager
Mr. S. S. Kagaruki, District Veterinary Officer
Mr. Seleman Kiyenze, District Water Engineer
Mr. Fabian M. M. Chiganga, District Crop Officer
Ms. R. M Tumbo, Livestock Department-District Office
Mr. Ibengwa Shenda, Acting District Treasurer
Mr. Kulliane L. J., District Subject Matter Specialist- Crops
Mr. M. J. K. Rutizibwa , District Community Development Officer

3) Magu District

Mr. Mabala Sali Mboje, District Executive Director
Ms. Magareth Rutaihwa, Accountant
Mr. Richard M. Mihayo, District Planning Officer
Mr. Joseph K. Makinda, District Community Development Officer
Ms. A. P. Magire, District Crop Officer
Mr. Charles Ntamuti, Acting District Veterinary Officer
Mr. Hugo A. Ndunguru, District Crop Officer
Mr. William Kapaga, District Irrigation Technician
Mr. M. K. Mnyeti, District Land Officer
Mr. Rhenatus D. Gumha, Acting District Water Engineer

4) Kwimba District

Mr. David Mayeji, District Panning Officer
Dr. Kibisa S. B. M., District Agriculture and Livestock Development Officer
Mr. Herman Kapufi, For District Education Officer
Mr. Nganguna Sabasaba, District Council Treasurer
Mr. Daniel N. Mwingereza, District Land and Natural Resource Officer
Mr. Samson M. Kagwe, District Community Development Officer
Mr. M. S. L. Safari, District Engineer - Works
Dr. Ibrahim. I., District Medical Officer

5) Mwanza City

Mr. Paulo L. Baruti, City Executive Director
Mr. Stanslaus L. Kalokola, City Treasurer
Mr. Justus K. Lutatima, City Agriculture and Livestock Officer
Mr. Dismas Mbwiliza, For City Livestock Development Officer
Ms. Mariam M. Mjema, For City Cooperative Officer
Ms. Rehema Ahmed, For City Community Development Officer
Mr. Thobias Bujiku, Acting City Engineer
Mr. David Mulongo, Acting City Economist
Mr. Hamis Massaka, Acting City Planner

(4) Kilimanjaro Region

1) Regional Secretariat

Mr. P. O. Chikira, Regional Administrative Secretary

Ms. Ida J. Mkamba, Regional Agriculture Advisor

2) Moshi District (Moshi Municipality and Moshi Rural District)

Ms. Mwanaidi J. Mwangi, District Administrative Secretary

Dr. Mosha R. L., Municipal Veterinary Officer

Mr. Robert M. Kitimbo, District Executive Director

Mr. Ntahilata E. Mbatian, District Planning Officer

Ms. Mary L. Moshi, From District Agriculture Office

Mr. Yason K. Luther, From District Agriculture Office

3) Hai District

Mr. G. M. Msuya, District Executive Director

Dr. E. Ulicky, District Agriculture and Livestock Development Officer

Dr. L. Kweka, District Subject Matter Specialist-Livestock

Mr. F. K. L. Mrawa, District Agricultural Extension Officer

Mr. A. S. Mshamu, District Planning Officer

Mr. Kisaka M. J., District Community Development Officer

Mr. R. A. Massamu, District Cooperative Officer

4) Rombo District

Ms. Rhoda Nsemwa, District Executive Director

Mr. Frank Mwanory, Acting District Agriculture and Livestock Development Officer

Mr. Johannes P. Kilonzo, District Planning Officer

5) Mwangi District

District Executive Director

Mr. Matunda, District Agriculture and Livestock Development Officer

6) Same District

Mr. C. G. Msoffe, District Executive Director

Dr. Osanga E. P., District Agriculture and Livestock Development Officer

Mr. R. K. C. Kwia, District Community Officer

Mr. L. N. M. Tesha, District Subject Matter Specialist-Agromechanization

Mr. J. G. Mjema, District Subject Matter Specialist-Meat Inspection

Ms. Rose A. Msangi, District Cooperative Officer

Mr. S. S. Kilonzo, District Subject Matter Specialist

Mr. J. K. Mzava, District Subject Matter Specialist

Mr. H. E. Mjema, District Irrigation Engineer

Ms. Oliva B. Kisanga, District Horticulturalist

Ms. Shiwaa A. Mahza, District Agriculture Extension Officer

Mr. Andrew J. O. Kisangara, District Coffee Officer

Mr. E. E. Magohe, Agriculture Mechanization

Mr. Stephen M. Kishoro, District Dairy Officer

Mr. Maziku D. Kulaba, District Subject Matter Specialist-Food and Nutrition

Mr. William Msuya, Livestock Officer

Mr. Semigambo T. Mvungi, District Subject Matter Specialist-Livestock

**THE MINUTES OF THE FASWOG TASK FORCE MEETING HELD ON 23RD
DECEMBER 2002 AT THE MINISTRY OF AGRICULTURE AND FOOD
SECURITY (KILIMO II)**

1. Attendance

The list of attendants is attached to these minutes.

1. Opening

Dr. Haki, the Director of Research and Training (MAFS) chaired the meeting on behalf of Mr. W. Ngirwa, Permanent Secretary (Ministry of Agriculture and Food Security) who was on official duty up-country. He opened the meeting at 2.30 p.m and read the following agenda, which was adopted by the Meeting.

- a) Follow up on the TOR's for Food Security Policy
- a) DADP Guidelines
- a) Revised ASDP Secretariat Budget
- a) Any Other Business

1. Follow up on the TOR's on Food Security Policy

- Ms Kaduma the Director for Food Security (MAFS) gave a brief progress. She told the meeting that more comments were received from JICA, FAO (Dar-Es-Salaam and Harare respectively) and Denmark. It was deemed worth incorporating these comments in TORs draft, so more time was required to complete the TORs. She therefore assured the meeting that within a period of one week, the draft TOR's would be completed and circulated to all members.
- She also told the meeting that Sokoine University of Agriculture (SUA) has been consulted to undertake the assignment and that SUA had agreed pending an invitation to submit proposal. She therefore requested the meeting to give go ahead in inviting SUA to submit the proposal.
- She further told the meeting that the team for the Food Security Policy assignment would consist of GOT, SUA, FAO with support from FAO confirmed between 10-15 January 2003

1. Discussion

- JICA wanted to know some of main comments received. She told the meeting that comments from JICA office included issues like; food security at what level, shortcoming from the existing food security, etc while comments from FAO included; the assessment of past food security policy and shortcoming from such policies. Denmark however, observed that the draft TOR's is too

ambitious, broadly focused and that issues like household food security, impact on HIV/AIDs and monitoring of nutrition levels should be adequately assessed.

- With these remarks, the meeting agreed that the draft TORs firstly finalized incorporating all the comments, discussed and upon agreed and approved then SUA would be requested to submit the proposal

5 DADP Guidelines

- MR. Hanatani from JICA summarized the whole process through which the fourth draft of DADP guidelines went through. He told the meeting that
 - Two workshops were organized at regional level in Morogoro and at district level (Kilosa) drawing both main actors for DADP preparation and stakeholders to discuss the first draft of DADP guidelines.
 - Two trial sessions were conducted at wards and villages level from districts in Coast and Morogoro regions.
- Based on these remarks Mr. Hanatani recommended the following
 - DADP should be adopted in the cause of preparing DADP for financial year 2003/2004 on a test practice
 - These DADP should be improved as they undergo piloting process.
 - The DADP should be piloted in a few districts before being extended to cover all the country

6 Discussion

- FAO emphasized that the guidelines should be tested on the pilot basis involving only a few selected districts to see how effectively they could be applied before be extended to cover all the country, piloting should observe the ASDP timeframe, piloting timeframe should be defined and that members should read this fourth DADP guidelines critically and give their comments.
- Ireland proposed that the fourth draft of DADP guidelines should be finalized and adopted as a final draft and that during its piloting process if need arise, new consultant should be recruited to revise them.
- PO-RALG informed the meeting that district councils are now practicing O&OD planning methodology and that one step of O&OD is to form facilitation teams to assist during the planning process. So PO-RALG advised the meeting that in the course of DADP formulation, facilitation teams would not be required since these teams are in place
- The meeting recommended the use of existing structures in PO-RALG during DADP guideline piloting.

With these discussions, the proposed DADP guidelines were adopted as final draft.

7 Revised ASDP Secretariat Budget

- Ms. Kaduma MAFS (DFS) presented the revised budget on behalf of Ms. Bitegeko, MAFS (DPP). She told the meeting that the ASDP Secretariat budget has been revised as advised during the last FASWOG Task Force Meeting of 10th December 2002 and that
 - Investment costs were removed
 - ASDP Secretariat would be accommodated in ASMP offices, which is phasing out and would make use of ASMP facilities and ASPs II.
- She told the meeting that ASDP Secretariat costs would be US\$ 633,952 and that the government has contributed US\$ 120,000 for ASDP Coordination thus creating a budget deficit of US\$ 513,952. She therefore requested donor's assistance to fill the deficit. The revised budget is summarized on the following table

S/N	Item	Total Cost (US\$)
1	Office management	28,598
2	Staff salaries	33,864
3	Activities related expenses	115,302
	5% contingency	8,888
4	Consultancies	447,300
Total		633,952

NB. Detailed revised budget refer to the circulated budget

8 Discussion

The meeting acknowledged the revised budget and approved the budget albeit on the following changes

- Costs for Secretary is too high and should be revised accordingly
- Post for Administrator/financial office should be removed and that an option should be sorted out either by supporting the existing accounting system or make use of GOT accounting system with top-up
- Representation expenses in item 1 should be US\$ 3,600 and should be combined with representation expenses in 3.1 of the revised budget
- Costs item 3.4 should be added in cost item 4
- Topics for consultant costs should be worked out without putting value on them

9 AOB

a) Programme Coordinator and Programme Specialist Posts

The meeting wanted to know the progress made so far with regard to the posts of Programme Coordinators and Programme Specialist. The Chairman told the meeting that the issue was with PS MAFs and upon his resumption of the office, he will communicate to the members

b) Pledge for ASDP Secretariat Costs.

The meeting was told that once the ASDP Secretariat is in place Ireland will initially provided 62,000 Euro, FAO will support the ASDP Secretariat and JICA will support the ASDP Secretariat based on its commitment during the donor round table meeting.

c) Agricultural Marketing Development Policy

JICA sought information with regard to agricultural marketing Development policy workshop organized at Morogoro with a very short notice. MCM told the meeting that the workshop was only for market development brainstorming which was intended to gather information for agricultural marketing development policy formulation TORs. MCM will circulate the outcome of the workshop once the report is completed.

10. Closing

The Chairman thanked the members for their attendance and closed the meeting at 3.30.p.m. The date for next Meeting would be communicated later.

**PRESENT ON THE FASWOG TASK FORCE MEETING OF 23rd DECEMBER
2002**

S/N	Name	Organization
1.	Dr. Haki. J.M.	DRT – MAFS
2.	Mrs. S. E. Kaduma	MAFS
3.	Dr.N.P. Sicilima	MAFS
4.	Mr. Biswalo, D.M	MAFS
5.	Ms. Simkanga, N.J.	MAFS
6.	Mr. M, Nyanda	MAFS
7.	Mr. R,S. Kapande	MAFS
8.	Mr. S.C. Ngoda	MCM
9.	Dr.Kimati,J.P	MCM
9.	Mr. I. N. L. Kaduma	MWLD
10.	Mr.Mungereza, A.K.	MoF
11.	Mr. Mbonde, F.E.	PO-RALG
12.	Mr. Maponde,E.S.	PO-P&P
13.	Mr..Murray, P.	Ireland Aid
14.	Dr. Lugeye	Ireland Aid
15.	Mr. Justus Kabyemera	FAO
16.	Mr. Tatsuo Hirayam	Japanese Embassy
17.	Mr. A. Hanatani	JICA
18.	Ms. K. Matshushita	JICA
19.	Mr. Exuper James	JICA

ABSENT WITH APOLOGY

1. WB
2. WFP
3. DFID
4. Denmark
5. EU
6. PMO
7. Mr. Msoffe (JICA)

Attu: Brouche from Harastan

別添資料 2



THE UNITED REPUBLIC OF TANZANIA

DRAFT

**GUIDELINES FOR THE PREPARATION OF
MEDIUM TERM PLAN AND BUDGET
FRAMEWORK FOR
2003/04 - 2005/06**

Issued by:

**The President's Office,
Planning and Privatization,
P.O. Box 9242,
DAR-ES-SALAAM.**

**Ministry of Finance,
P.O. Box 9111,
DAR-ES-SALAAM.**

December, 2002.

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Table 7: FUNDS REQUIREMENT AND PROPOSED ALLOCATION FOR AGRICULTURE SECTOR

Mill Tens

	2002/03		2003/04		2004/05		2005/06	
	Requirement	Requirement	Carry	Proposed Carried as Percent of Requirements	Requirement	Proposed Allocation	Requirement	Proposed Allocation
DISTRICT LEVEL								
SUB-PROGRAMME ACTIVITIES								
District Agricultural Develop. Plans 17		11,034	11,520	100%	25,500	25,000	28,000	25,000
Supporting Irrigation Schemes		1,500	1,500	100%	3,000	3,000	3,000	2,500
Agro-processing and mechanisation programmes and								
Storage		553	538	63%	3,181	3,081	2,200	4,000
Capacity building		749	472	63%	2,450	2,400	3,050	3,000
Animal Disease Control		250	250	100%	250	250	400	354
Sustainable resource use		2,450	2,450	100%	8,023	8,000	8,500	8,500
Improving Animal Breeds		1,500	1,500	100%	2,500	2,000	3,000	2,500
Production & Marketing Cooperatives		1,500	1,500	100%	1,570	1,800	2,000	2,000
Sub-Total		18,932	19,298	97%	47,890	46,471	60,100	48,764
SECTORAL LEVEL SUB-PROGRAMME ACTIVITIES								
Policy and Regulatory Framework		5,500	5,500	100%	3,500	3,000	4,900	4,000
Agricultural Information		975	975	100%	1,200	1,100	642	642
Agricultural research and development		3,031	3,031	100%	3,000	2,600	2,391	2,300
Agriculture advocacy and advisory services		2,889	2,889	100%	3,000	5,000	3,000	3,000
Technical services		3,500	3,500	100%	4,500	4,500	4,500	4,500
Training		588	571	63%	700	470	700	700
Private sector development		80	82	65%	150	94	150	150
Completion of National irrigation Master plan study		100	83	63%	150	140	150	150
Marketing research and development		1,500	1,500	100%	2,374	2,000	1,800	1,600
Crosscutting issues								
NIVARIS		200	200	100%	400	200	300	188
Gender mainstreaming		88	88	100%	170	85	27	64
Environment		37	25	63%	50	31	20	19
Sub-Total		16,362	17,999	89%	29,094	17,145	18,289	18,055
(A) PRIORITY AREAS		35,294	37,297	84%	67,984	63,616	78,389	66,819
(B) NON PRIORITY AREAS		48,160	43,958	95%	22,870	17,102	23,716	18,585
Total Resources								
or Total Requirement		34,218.7	38,295.8			41,180.0		45,376.8
Personnel Emoluments		14,082.2	11,815.4		12,180.0	12,180.1	12,808.0	12,808.0
Other Charges		23,180.4	24,970.8			28,883.8		33,472.7
Total Development		27,780.3	35,800.3			35,827.2		35,847.7
Local		1,896.6	1,896.8			1,896.4		2,119.8
Foreign		25,883.7	33,903.5			33,927.6		33,727.9
GRAND TOTAL		62,009.5	60,860.0	78%	103,000	78,663.3	108,600.0	84,226.3

NOTE: 1/ Block grant set aside in PCRAIC to be accessed by districts pending completion of District agriculture development plans

Roads and Transport:

81. During 2003/04 - 2005/06, priority will be accorded to the consolidation of the achievements so far attained. This will call for enhancement of resource mobilization efforts and strengthening co-ordination among key stakeholders involved in the road sector development.
82. During 2003/04 - 2004/05, focus will be on the following: -
 - Mobilizing communities for construction and maintenance of feeder roads;
 - Building capacity in all agencies involved in road administration;

Comments on the Draft Budget Guidelines and MTEF 2003/04 - 2005/06

Please find here comments on the draft budget guidelines, distributed on January 13 2003, prepared jointly by the PER Macro Group international development partners. Despite the short time available, we appreciate the opportunity to provide input to the budget guidelines prior to these being adopted by the Government. It is our hope that these comments provide useful input to finalisation of the budget guidelines prior to their issuance. These are not the entirety of the comments, but rather reflect our attempts to highlight what we consider to be the main issues.

The lengthy process of producing the Budget Guidelines is recognised and we are impressed by the progress that has been made since last year. In particular the improved budget planning and transparency at local level with the presentation of ceilings for Local Authorities, improved funding for some important areas - eg health, the positive resourcing of the PMS and the plans for using the findings of the PMS to sharpen the PRS. We welcome that the issue of fiscal risk is brought forward, with the two scenarios on available foreign financing.

We would encourage the BG Committee to carefully check consistency between text and tables, as well as consistency within the tables provided. It would be useful if master tables corresponded clearly to each sector table. The difficulty, as in previous years, is to understand precisely what each table and each line within each table is referring to, which therefore also makes it difficult to draw comparisons between tables. It is impossible to comment on whether expenditure is becoming more strategic, eg in the education sector.

PRS PRIORITIES

1. Priority definitions would benefit from improved consistency and justification.

It is good to observe that progress has been made in the presentation of the priority sectors. It has been discussed and agreed that the PRS priorities would be followed. However, the guidelines list *other priority sectors*. Justification for the additional sectors is not comprehensive and not clearly poverty focused. The PRS process, with its focus on the priorities for poverty reduction has the capacity to consider and justify the adoption of new priorities. The MTEF should concur with these PRS priorities. As this is not the case, please provide justification for the adoption of the new priorities as it is difficult to see how the Budget Guidelines reflect the PRS.

Clarification is needed on the basis for adding new areas to the list of priorities. Are these areas selected because of a new for enhancement of their budgets for the purpose of improving poverty reducing, public services, or because of the importance to protect their budgets during budget execution in the event of revenue a shortfall (thus protecting delivery of planned service and avoiding any building up of new budgetary arrears)? If this is the case, what is the order of priority for protection between the priority sectors and the areas of policy action?

It is not possible to see what comprises the sector without considering the GFS codes for each sector down to the item level, this being a particular problem for all the core priority sectors, in particular judiciary / good governance and education - where there is a lack of consistency in the document in how this priority has been classified. It is understood that a great deal of progress has been made by MoF in this respect and it would be useful to see this work presented in the guidelines so that the sectors can build on this important work in their budget formulation.

from MDF budget
better give the comments

2. *Overall resource allocations to priorities are encouraging, but justification for allocations among priority sectors and levels of government need further explanation.*

According to our analysis, the total expenditure allocations to the PRS and the new priority sectors are projected to increase at approximately the same pace as the overall discretionary allocated resources (by 22.23% over the three years from FY03 to FY06), thus implying that priority sector shares remain constant. However, there is concern that the enhancement of PRS priority sector allocations is mainly based on large increases in development budget estimates whereas the allocation of recurrent funding to the PRS priority sectors is decreasing over the period. It is also a concern that allocations to regions and local authorities increase at a much lower pace than the allocations to central MDAs within the priority sectors.

The balance between sectors is often cited by sector representatives as a concern and it is recognised that this is a difficult area. The provision of estimated sector requirements and the percentage of this allocation actually proposed are the parameters suggested to guide the decisions on strategic allocations in relation to the PRS priorities both between and within sectors. However, the basis on which requirements are estimated, the quality of the estimates and the basis for deciding allocation percentages is not explained in the Guidelines. In many areas, while increases in funds are welcome, the sub-sector prioritisation is unclear and is not in line with the PRS priorities, this raises the issue of how the increase in funds reflects on the other priority areas. This is particularly of concern in relation to agriculture (reflecting the PRS priorities), health (with relation to the high allocation to Muhimbili), water (the rural-urban resource balance), education (reflecting the PEDP), and judiciary (low and constant allocation percentage).

3. *How are allocations for cross-cutting themes incorporated?*

Allocations for cross-cutting issues are in some cases provided for under specific themes such as HIV/AIDS and Private Sector Development, while in others assumed to be provided for under sector ceilings e.g. Anti-Corruption Measures. It is not clear from the Guidelines to which extent funds have been set aside within individual sector and ministry ceilings for those purposes and if the specific funding for a theme is additional and voted under a separate institution (e.g. TACAIDS). Only one sector table (agriculture, table 7) specifically shows in the break-down the allocations assumed for the cross-cutting themes. The guidelines need to advise sectors on how to incorporate the budgetary implications for such themes.

4. *How are Basket Funds and other foreign finance incorporated?*

The representation of foreign financing should be clearer in the Budget Guidelines. More detail within development funds, specifying the proportion that is foreign financed, where basket funds are captured, and the allocations going to local vs. central Government, would enhance planning by the MDAs and later the LGAs. In particular, as foreign funds have an element of uncertainty, and are incompletely captured, specifying their proportions would enhance planning by the sectors. Likewise LGAs need to know if basket fund allocations are included in the specified ceilings or if such funds will be allocated through central ministry budgets. Particular areas where this a central issue and increased breakdown would assist in analysis is education (the sustainability of the PEDP), poverty monitoring (reduced allocations to surveys and census) and HIV/AIDS (capturing of the Global Fund and Malaria resources).

5. *Are expenditure implications of agreed actions in the PAF fully considered and incorporated?*

It is anticipated that over the course of the forthcoming budget preparation and firming up the allocations, that the issues outlined in the Performance Assessment Framework will be taken into account, as this does not seem to have been comprehensively done. One example is the dramatic decline in the recurrent expenditure ceiling for the Vice President's Office, which does not seem consistent with the proposed priority funding needed for the poverty monitoring system.

6. Estimates of requirements at sector level needs strengthening.

The Budget Guidelines are one part of the process of budget formulation, other inputs include the PER sector submissions. All components link up to the PRS and therefore the sector submissions should relate to the PRS priorities. However, this should be a big part of the work of the PER macro and sector working groups and follow up should be undertaken in this context. It is the impression that major improvements are needed for some of the sectors in order to provide well justified estimates of sector requirements including the latest developments, which appear not to have been considered e.g. for HIV/AIDS and the agricultural sector.

LOCAL GOVERNMENT

1. We welcome the innovation in this year's BG to include ceilings for individual LGAs rather than only providing ceilings for each region, and therefore improving transparency in allocations. This should greatly facilitate the task of preparing budget estimates in the LGAs. It would be interesting for detail to be presented on which are the 'objective criteria' that have been applied to arrive at the ceilings for LGAs for 2003/04. Some brief explanation of these would improve the Budget Guidelines.
2. Looking at the overall shares of expenditures at different levels of government, it is somewhat surprising that LGAs get only about 8 percent of total OC allocations (or about 10 percent including regions), while MDAs are allocated about 90 percent of total OC allocations. At the same time, wage allocation to LGAs amount to about 50 percent of total wage bill. The share of OC allocated to MDAs still appears to be relatively large and it does raise some concern over the efficiency of implementing priority sector activities at the local level.
3. Considering the sectors:
Water - If rural water is a priority, we would expect much larger allocations to the councils, especially for the significant capital allocation needed.
Agriculture - There have been no development plans to indicate the level of funding needed for agriculture at the district level, as such it is commendable that funds have been allocated without plans. Without such plans difficulty may be encountered in implementation in future years. As a follow up, a feasibility study is suggested to establish realistic projections for the delivery of funding via districts.

HIV/AIDS

1. The resource requirements and actual availability seem to take no account of recent developments. The health sector global costing, planning and costing for the education sector re school-based strategies, and significant cross cutting resources which are expected from the TMAP are not reflected. Indeed the funds requirement and proposed allocation for HIV/AIDS" should be completely re-crafted around the new National Multi-sectoral Strategic Framework, indicating lead/relevant government agencies to provide a clear steer on the level of (internal) resource allocation which is expected in their budget submissions.
2. The needs of young people and particularly those most vulnerable are not reflected.

CROSS CUTTING

1. The Guidelines recognise gender, HIV/AIDS, environment as cross-cutting issues and it is hoped that there will be further follow up of cross cutting issues through the PER process. However, the PER working group has also included children, adolescents and youth as a critical cross-cutting issue and a submission was provided to the guidelines committee, yet this has not been incorporated.
2. On gender mainstreaming, this might include ways in which education might put more emphasis on improving quality, especially for girls in primary school, so that gender disparities in performance could be eliminated, health services might put more priority on provision of

reproductive health care and care and treatment for women and children infected by HIV/AIDS; district agriculture plans might put greater priority on gendered work loads and ways in which work which is still predominantly performed by women might be the focus of extension and research.

3. On environment, more specific linkages would be useful with the poverty reduction strategy and how environment affects and is affected by agriculture, water, tourism, mining and energy. Does the allocation for the Vice President's Office sufficiently provide for the resources needed to perform the functions of this office with respect to environment and its linkages with the poverty reduction strategy?

GOVERNANCE

1. The definition of governance as used in the budget guidelines seems to change over the years. It is suggested that the definition of the sector and sub-sector is revisited and clarified, perhaps in the context of presenting the budget codes for the priority areas.
2. Clarification and enhanced detail is sought on the requirements for good governance. The reasons for the decline in the outer years are not clear. For this sector (alone) there is also no indication of foreign support after 2002/03.

Anti corruption measures

3. Clarification is sought on the availability of funds for this area and how these would be captured at the local level and incorporated into the sector anti-corruption plans.

Management and accountability of Public Resources

4. The outline of the funding for LORP is positive, however there needs to be more work done on a joint appraisal of PFMRP and more costing work completed. The implementation of the programme is important and should be reflected upon.

ANNEX - SECTOR ISSUES

EDUCATION

1. It should be ensured that the allocations match the priorities of the PEDP and that there is full provision for PE expenses and the capitation grant.

ROADS

1. The maintenance funding is greater than the Road Fund budget. Are there additional funds made available to cover the cost of maintenance. Please indicate the sources of these additional funds.
2. More transparency should be reflected in the Budget Guidelines for the sector. It should be ensured that they fully reflect the priorities of the sector, and reflect where important work is being undertaken.

MACRO

1. The projected increase in domestic revenue from 12.3 percent of GDP in 2002/03 to 12.8 percent in 2003/04 implies a considerable challenge and the feasibility of this is questioned given the stage of development of the various measures. It is not clear to us through which mechanisms this will be achieved - enhanced efficiency of tax administration and/or new tax policy measures - and specifically how TRA actions and improvements on tax policy issues will enhance revenue. In relation to this the growth projections are also noted as representing a challenge and we welcome the use of the two scenarios for foreign financing to addresses such issues. We look forward to further discussions on this in the coming months.
2. We welcome increases in the wage bill which should facilitate increases in funding for pay reform. However, the Guidelines should reflect decisions on the medium term pay reform and Government policy, specifically they should outline how the increased funds relate to implementation of the medium term pay reform strategy and specifically the Government position on what degree of pay reform is feasible and affordable.
3. The projected outlays on debt service are a cause for concern and raises questions over the sustainability of debt in the longer term. It would be useful to explain the forces driving the projected increase in debt service expenditure, and to break down the various components that contribute to the overall debt service projections, relating this to the Government's longer term debt management strategy.
4. In addition to the projected increase in debt service payments, of concern is the high level of the debt service-to-revenue ratio and its conflict with that projected in the HIPC CP document. It would be useful if reference was made to the debt service-to-revenue ratio and the Government's strategy concerning managing this ratio over time.

CRITERIA USED BY TREASURY TO ALLOCATE GOVERNMENT GRANTS SERVICE DELIVERY (RECURRENT EXPENDITURE) 2001/2003

EDUCATION

In-service Training	
(i)	Number of Head Teachers to be trained x applicable rate
(ii)	Number of Teachers to be trained x rate x number of days
Traveling on Duty	
(i)	Number of new Teachers x 7 days x rate
(ii)	Number of staff x rate of allowance x number of days
Traveling on leave: Number of staff x fare x 2	
Examination Fees	
(i)	District: Number of pupils x shs. 1400/=
(ii)	Town: Number of pupils x shs. 1,100/=
(iii)	Adult Education: Number of students x shs. 50/=
Boarding Fees: Number of pupils x 270 days x shs. 600/=	
Cost of vehicle operation and maintenance : actual	
Other office charges: actual	
Cost of water, electricity, telephone: actual	
Compensation of UPE contribution : Number of pupils x shs.2000/=	
School equipment:	
(i)	Normal schools: Number of pupils x shs.400/=
(ii)	Technical schools: Number of pupils x shs.500/=
Honorarium: Number of Teachers (AE) x 6months x shs.1,500/=	
Pupils' transport : Number of pupils x actual fare	

HEALTH:

(i)	In service training in the country: Number of staff x cost
(ii)	Travel on duty: Number of staff x allowance x Number of days
(iii)	Travel on leave: Number of staff x actual fare
(iv)	Cost of Water, Electricity, Telephone: Actual
(v)	Food for the sick: shs.600 x Number of Beds
(vi)	Cost of operation and maintenance of vehicles for preventive and curative services: Number of vehicles x actual costs
(vii)	HIV/AIDS : \$0.50 per head
(viii)	Kerosene: Rates from the Ministry of Health
(ix)	Other office equipment: Actual
(x)	Liquid waste disposal: Actual

GUIDELINES FOR THE PREPARATION OF PLANS AND BUDGETS OF
LOCAL GOVERNMENT AUTHORITIES FOR THE YEAR 2003 AND
ESTIMATES OF GOVERNMENT GRANTS FOR THE YEAR 2003/04

1.0 INTRODUCTION

- 1.1 Local government authorities are public institutions with legislative and executive responsibilities. In order for them to be able to execute their responsibilities and bring about in their respective areas, local government authorities ought to prepare and approve plans and budgets. Plans and budgets of local authorities help to guide executives and the council leaders in the day-to-day activities and are also used to measure performance in service delivery and implementation of projects.
- 1.2 Due to policy changes that are currently being implemented in the areas of Councils, including the Local Government Reform Programme and Sector Reforms (e.g. education and health sector reforms), these guidelines for the preparation of plans and budgets for the year 2003 have to take them into account.
- 1.3 Therefore, these guidelines are being issued to guide the Councils to prepare their plans and budgets on time following directives issued by the Government especially the National Guidelines for the Preparation of Plans and Government Budgets for the period 2002/03 - 2004/05 and for the year 2002/03 and the advice given by the respective Regional Consultative Committees on improving service delivery having regard to community priorities and on ways of expediting development in the Council areas.

2.0 EXPLANATIONS

- 2.1 First and foremost, the responsibility of preparing council plan and budget falls on the Council Director as the chief executive. It is the responsibility of the Director to supervise preparation of the plan and budget in his Council and make sure that they are in conformity with rules and regulations while ensuring that Government policies and directives are adhered to. The Director should also make sure that all the stakeholders are involved in those preparations, and that all the procedures up to budget approval are followed. The Council Director will take full responsibility for the preparation of the Council plan and budget.
- 2.2 The preparation of the plan and budget of the Council will be more thorough if stakeholders from within and outside the Council are fully involved.
 - (a) Heads of departments should prepare estimates of income and expenditure for their respective departments that including plans for revenue collection, normal service delivery activities and plans for development projects.

タンザニア国農業セクター開発プログラム (ASDP) 関連 「県農業開発計画 (DADP) 策定ガイドライン」の概要

1. 策定の意図

ASDS および ASDP においては、タンザニア国政府の推進する地方分権化政策の下、農業分野における開発事業、支援サービスは県政府を通じて実施・提供することが規定されている。また、これを支えるため ASDP においては、将来的に開発予算の 75% を県政府に対して配分することを想定している。各県の実施する事業の内容、プライオリティは各々の判断に委ねざるを得ないため、県政府側においては中期的な事業計画 (District Agricultural Development Plan : DADP) を作成し、これに基づき毎年の予算要求を行っていくことが求められている。

2. 背景状況

現在大統領府地方自治庁 (PO-RALG) においては、県を中心とする地方政府の事業計画策定を「県開発計画」(District Development Plan : DDP) の作成を通じて行うことを企図している (正式な推進開始は 2003 年度と言われる)。この DDP は全てのセクターを対象とするものであり、また「O&OD」(Opportunity and Obstacle to Development) と呼ばれる戦略策定手法を市・村レベルにおいて適用し、その要望を行政ヒエラルキー (郡-県-州-PO-RALG) を通じてまとめていくという参加型手法を採っていることが 2 大特徴である。このため、DADP 策定手法もこの政策的要請により規定されることになり、あくまでも基本は O&OD 手法を用い、DDP の一部として作成されることが求められる (パラレルな手法、計画は作成しない)。

しかしながら、これだけでは、

- 1) ASDP で推奨する事業とのリンケージが不明瞭
- 2) 行政機関の有する専門的知見、広域的視点、経常的活動が反映されにくい
- 3) 県行政独自に行わなければならない事業 (例: 制度変更、県内調査等) が反映されない
- 4) 過去の経験から住民の側からは農業関連の要望は表出されにくい (教育、保健、水、道路に関心が集中する傾向がある)

等の問題があり、農業を対象とした開発・活動事業計画を策定するにはどうしても参

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加型一辺倒では不十分であることが指摘された。

3. 提案された計画手法

上記認識を踏まえ、今回提案された計画策定手法の特徴は以下のとおりである。

1) 参加型計画手法の採用

計画策定にかかる住民参加型協議は、市・村よりさらに下位の単位である街区・部落から始まり、市・村政府議会における承認を踏まえて、郡-県レベルへとまとめられていく。最終的には県議会の承認を経て州行政事務所へと提出される。住民の意見が行政を通じて整理され、議会において承認・決議されるという流れを基本とする。また住民参加による協議をまとめるツールとしてO&OD手法を用いる。

2) DDPの一部としてのDADP

DADP はあくまでも DDP の一部を構成する計画として作成されるため、作成スケジュールも DDP のそれに沿ったものが適用される。特に3カ年に渡る DDP/DADP の計画のうち、その1年目の計画は翌年度の予算要求資料としての意味合いを持つため、予算要求のスケジュールを厳密にフォローすることが必要である。

3) 上位行政レベルからの適切なガイダンスの提供

上記 2. に示した問題に対処するため、DADP においては、中央政府から市・村政府に至るまでの間において、各段階の行政体が下位の主体に対して政策、財源規模、優先分野等を示し (Instructions and Information: I&I)、これを踏まえた上での (下位主体における) 計画作りを奨励する。この場合、上位主体はあくまでもアドバイザー・ファシリテーター役に徹することとし、下位主体の判断は極力尊重される。

4) 県行政における戦略的現状分析と開発ビジョンの提示

上記 3) の一環として、各県における開発の方向付けの主体となる県行政においては、中央政府・州行政事務所からの I&I を踏まえた上で、県内の自然条件、社会・経済条件、市場条件等についての戦略的現状分析を行い、さらにこれに基づき県としての農業開発ビジョンとその達成に必要な主要事業案を限定し、これを郡、市・村に対する I&I としてまとめる。

これらの基本的な計画手法は、ガイドライン編の第 2 章 (pp.7-11) に示されている。

4. 今後の取り扱い

2002年12月23日のFASWOGタスク会合における本ガイドライン案の承認に基づき、今後の取り扱いについては以下のプロセスが予想される。

1) 2003年度予算（交付金分）作成プロセスにあわせた試験的適用

現在財務省側では、2003/04予算においても農業セクター重視の方針を打ち出すため、DADPに基づき配分される交付金開発予算（Development Fund）を確保する予定との情報がある（PER作業チーム情報）。このため、今後2003年1月から3月末（予算要求期限）までにかけていくつかの県においてDADPを実際に作成することが要請される。この際問題となるのは、

- ・ 県行政側に対する周知
- ・ 参加型計画策定を行うための経費
- ・ このプロセスを統括するコンサルタントの雇用

である。

2) ガイドラインの改訂

上記試験的適用作業の結果ならびに今後設置されるASDPフェーズIIにおけるタスクフォースでも作業・議論を踏まえて、DADP策定ガイドラインは改訂され、その結果恐らく2003年度末頃までに2004/05年度における本格的適用を目指したガイドラインの確定版が作成されることになる。

以上

**TANZANIA: Agricultural Sector Development Programme (ASDP)
Fourth Backstopping Mission - Aide Mémoire (16 February 2003)**

DRAFT FOR DISCUSSION

Introduction

1. A joint mission from the FAO-World Bank Cooperative Programme¹ and IFAD² visited Tanzania from 3 to 21 February 2003, to assist the Government of Tanzania in implementing the second phase of the Agricultural Sector Development Programme (ASDP) formulation, in particular to assist in establishing identifying priority Task Forces and developing Monitoring and Evaluation (M&E) procedures for ASDP. Following IFAD and Government agreement, the mission gave particular emphasis to the Task Force concerned with agricultural services. The mission worked closely with the Chairman of the ASDP National Steering Committee³, the newly appointed ASDP Secretariat Team⁴, and other staff from the Agricultural Sector Lead Ministries (ASLMs), namely the Ministry of Agriculture and Food Security (MAFS), the Ministry of Water and Livestock Development (MWLD), the Ministry of Cooperatives and Marketing (MCM), and the President's Office – Regional Administration and Local Government (PO-RALG), as well as other concerned ministries and development partners.

2. The ASDP Secretariat and the mission presented preliminary findings on the Task Forces during a joint donor-government ASDP meeting on 11 February 2003. During field visits, the mission met with officials from the Local Government Administrations (LGAs), Regional Administration, NGOs and agricultural sector development projects in Dodoma Region. This draft Aide Mémoire will be presented at a special meeting of the joint Government-Donors' Food and Agriculture Sector Working Group (FASWOG). The mission is most grateful for the hospitality and cooperation it received.

Background to the ASDP Review⁵

3. The ASDP is a long-term process designed to implement the Agricultural Sector Development Strategy (ASDS); it is the main tool of central government for coordinating and monitoring agricultural development and for incorporating nationwide reforms. It also establishes operational linkages between the ASLMs and the other national stakeholders, as well as introducing more effective management systems. It forges the connection between the demand-driven, field-based district planning processes, and the mobilisation and monitoring of national and international investment in agriculture. In June 2002, an FAO mission assisted the Government in reviewing the draft ASDP proposal, which had been prepared by a Government Team drawn from the ASLMs. Subsequently, agreement was reached with the FASWOG to: (i) reformulate the ASDP, and to give priority to developing a framework and process for its implementation; (ii) consolidate the initial 22 sub-programmes around a few sub-programmes;

¹ Messrs Guy Evers, Agriculturist/Mission Leader, FAO Investment Centre (3–18 February) and Nicholas Chapman, Economist/Monitoring and Evaluation Specialist, Consultant (4–21 February);

² Mr Muia Malu, Agricultural Services Specialist, IFAD Consultant (10–18 February)

³ Mr Wilfred Ngirwa, Permanent Secretary of MAFS.

⁴ Messrs Chacha Nyakimori, Coordinator, and Phillip Mbogela, Programme Officer.

⁵ See FAO Investment Centre mission Aide Mémoires dated 30 June, 30 July and 9 October 2002, and Back-to-Office report dated 18 December 2002.

and (iii) establish a high capacity Secretariat to assist in the day-to-day coordination of ASDP implementation and for monitoring its progress. It was also agreed that Government would contract a separate team to draft guidelines for the formulation of District Agricultural Development Plans (DADPs). Finally, the FASWOG agreed to complete ASDP formulation in two phases, namely:

- **Phase 1 (July–September 2002):** revision of the ASDP framework and management, reaching agreement on the Sub-programmes and Components, prioritization and preparing indicative cost estimates; ICC/FASWOG/stakeholder validation; and development of an agricultural sector support data base.
- **Phase 2 (from October 2002 onwards):** identification of main partners for the respective Sub-programmes and Components, and detailed formulation.

4. Following agreement reached in June 2002, the Government Team composition was adjusted to address the new challenges, and a local consulting firm was contracted to assist them. In early July 2002, the Government also requested assistance from FAO, through its Technical Cooperation Programme (TCP), for supporting activities of the proposed ASDP Secretariat. During the second half of July 2002, a first FAO backstopping mission assisted the Government in: (i) reaching consensus on ASDP Sub-Programmes and Components; (ii) developing a proposal to establish the ASDP Secretariat; and (iii) drafting the ASDP Framework and Process Document (FPD). At the end of September 2002, a second backstopping mission assisted the Government in completing the first Phase ASDP formulation, and in facilitating the stakeholders' workshop of Bagamoyo that reviewed the draft FPD¹. The mission also undertook a preliminary review of the M&E framework for ASDP, with a view to improve and harmonise the various M&E operations within the agricultural sector, and their relation with the Poverty Reduction and the Rural Development Strategy (PRS and RDS). During October 2002, a Final Draft FPD was circulated amongst stakeholders.

5. In November 2002, a donor round-table meeting² was organised during which development partners were given the opportunity to express views on the ASDS/P and to pledge future support to the respective sub-programmes and components. Participants also agreed that the revised ASDP Framework did address the concerns raised in May 2002, and that the FPD constituted a good basis for ASDS implementation.

Recent Developments

6. **Task Forces:** in November 2002, it was agreed that the second phase of ASDP formulation would be guided by a set of Task Forces, supported by Working Groups. Three priority Task Forces were agreed upon, namely: (1) Investment and Implementation at District and Field Level; (2) Policy, Regulatory and Institutional Framework; and (3) Agricultural Research, Advisory and Technical Services. In addition, Support Groups to help addressing cross-cutting and cross-sectoral issues would also be formed. Other Task Forces would be established, as needs arise and capacity allows. The above priority Task Forces have not yet been established.

7. **ASDP Secretariat:** in early 2003, the Government redeployed and appointed the two first staff of the ASDP Secretariat, namely the Coordinator and Programme Specialist. Office

¹ 30 September and 01 October 2002; see Workshop Report, prepared by Andrew Temu.

² Most agricultural sector development partners attended, including bilateral and multilateral donors, as well as the World Bank, IFAD and the African Development Bank (ADB).

space has been provided by MAFS, and the Secretariat has secured secretarial support, and initial equipment and transport have been provided¹.

8. **DADP Guidelines and Implementation:** a revised draft of guidelines for preparing DADPs were released last December. The ASDP Secretariat also prepared and translated in Swahili a simplified version of the guidelines. The guidelines will remain "draft" during the first year of implementation, and revised thereafter. The Government has recently indicated that some TSh 11 billion would be allocated from its budget for FY03/04 for implementing DADPs, under ASDP Sub-programme A. In a much shortened planning exercise, the Secretariat, Directors of Policy and Planning (DPPs) of ASLMs and an ad hoc technical working group have been mobilised for sensitizing stakeholders through six "Zonal", one-day workshops). All 114 districts² are expected to prepare their first DADPs in order to access these incremental resources. The DADPs will be processed by PO-RALG, facilitated by the Secretariat and other ASLMs.

Main Activities and Recommendations

ASDP Coordination and Secretariat

9. With the appointment of the two first staff of the Secretariat, the immediate priorities for the Secretariat are to make it "functional", to facilitate launching of ASDP committees, in particular the National Steering Committee (NSC) and the Agricultural Sector Advisory Committee (ASAC), and to begin the detailed Phase 2 formulation, i.e. to facilitate the establishment of Task Forces and related Working Groups and Formulation Teams (see para ...). The Secretariat will also need to instigate urgent sensitization campaigns within the ASLMs, other ministries, and private sector stakeholders, in particular at district and field level. On top of this, the newly appointed staff have been given the lead role in organization the planning and budgeting process for the next financial year (see para 10).

10. The mission briefed the Secretariat staff on the ASDP background and the agreed framework and process, and helped to clarify the anticipated coordination role of the Secretariat, stressing the need to ensure that ASDP belongs to all stakeholders, and that the Secretariat be particularly pro-active in involving all stakeholder categories. The mission further assisted the Secretariat in drafting its five-month programme of work and budget (until end-FY 02/03), as well as mandates and TORs for the priority Task Forces.

11. To fulfil adequately the agreed mandate of the ASDP Secretariat, additional staff will need to be recruited in the near future (as specified in the FPD), first the M&E/MIS Specialist, and thereafter an Administrative/Finance Officer and an Advocacy Specialist.

Proposed Priority Task Forces

12. In December 2002, it was agreed that the second Phase of ASDP formulation would start with the setting up of three priority Task Forces (supported by Working Groups), and two Support Groups to help addressing cross-cutting and cross-sectoral issues³. Other Task Forces would be formed as needs arise and capacity permits. Three priority Task Forces have been identified at this stage, namely:

¹ Transferred mainly from Danida-funded Agricultural Sector Programme Support - Phase 1 (ASPS 1).

² There are 122 districts/Local Government Administrations in the country, of which 114 in the Mainland, and 8 in Zanzibar.

³ See FAO Investment Centre mission Back-to-Office report dated 18 December 2002.

1. **Investment and Implementation at District and Field Level;**
2. **Policy, Regulatory and Institutional Framework; and**
3. **Agricultural Research, Advisory and Technical Services.**

13. Support Groups to help address cross-cutting and cross-sectoral issues will also be established. Other Task Forces will be established, as needs arise and capacity allows. Task Forces should mobilise highly qualified stakeholders, who are committed to contribute to the implementation of ASDS. They will ensure that future interventions capture, and build on, the most relevant and promising experiences which have been recorded in Tanzania, in the Region and elsewhere. Various scenarios have been discussed with stakeholders, which led to a proposed three-tiered system, namely broad Task Forces, specialist Working Groups, and investment-specific Formulation Teams (Figure 1, Attachment 1). The proposed mandate of the respective bodies is as follows (see details in Attachment 1):

- **Task Forces:** oversee the formulation of *broad domains of interventions*, at sub-programme or component level. A Task Force comprises up to 10 eminent representatives from the various groups of stakeholders, and is established for a long-term period.
- **Working Groups:** can be considered as sub-task forces. They consist of a group of experts from concerned stakeholders who review obstacles and opportunities, and propose development and operational strategies and prioritise interventions on *specific domains of intervention*; generally at component or sub-component level.
- **Formulation Teams:** prepare sets of interventions, to be consolidated into projects for specified financing source(s), or through government budget. Based on agreement between ASDP management and interested financiers on the scope of assistance, a team is established for a limited period of time. Once endorsed by ASDP management, projects would be processed following established Government procedures.
- **Studies:** A Task Force may require in-depth work which cannot be undertaken by the established teams, and which would be better done by specialist firms or teams of consultants. Such studies would be contracted.
- **Cross-cutting and Cross Sectoral Support Groups:** the streamlining of these issues is an important thrust of ASDS and ASDP. Two support groups will oversee cross-cutting and cross-sectoral issues to ensure adequate integration and internalisation of, compliance to, and lobbying for, these issues.

14. Overall, the Task Forces, Working Groups and Formulation Teams will work within the ASDP framework. They will each appoint a coordinator and secretary. They will also adhere to guiding principles, including:

- **Flexibility:** Task Forces, Working Groups and Formulation Teams can be established as needs arise and capacity permits; their composition can also be adjusted;
- **Balance:** adequate balance will be respected among stakeholders, with respect to gender, public and private sector, among the ASLMs, between ASLMs and other ministries, as well as between national level, LGA and field level, and the producers themselves.
- **Budgeting:** budgeting parameters will be agreed upon across Task Forces, Working Groups and Formulation Teams (see Appendix 1 of Attachment). While standard budget can initially be allocated to the Task Forces, those of Working Groups and Formulation Teams will be based on the respective Terms of Reference.
- **Funding:** development partners interested in a given domain of intervention will contribute to the funding of related Task Forces and Working Groups, and finance the Formulation Team that will prepare their specific project documents.
- **Membership selection:** members will be selected on the basis of their expertise, commitment and availability and should include balanced representation from public and

private partners, and donors. Furthermore, as ASDP promotes new ideas and intends to scale up successful pilots, stakeholders who have been involved in such initiatives should be invited to participate.

- **Transparency, information sharing and coordination:** the respective chairperson will ensure that collated information, findings and progress are shared and discussed among the concerned Task Forces, Working Groups and Formulation Teams.

15. The Secretariat, assisted by the DPPs of the ASLMs, will support the work of the Task Forces by screening all investment proposals coming through the Task Force pipeline (identification / formulation / appraisal) in a quest for greater 'quality at entry'. The Secretariat, guided by the M&E specialist, will provide a set of minimum standards for good project design to the Task Forces. These standards, which will be elaborated in the ASDP M&E Guidelines, will give attention to: (i) coherence within and contribution towards ASDS objectives; (ii) developing realistic, measurable and specific objective(s); (iii) inclusion of a practical and appropriate M&E design, with baseline arrangements, affordable and relevant indicators, use of participatory tools, a reporting flow and detailed costings; and involving beneficiaries in the design work.

16. Attachment 1 (draft) presents the Terms of Reference (TORs) and tentative budgets of the three priority Task Forces and an outline of priority Working Groups are presented in the Attachment. In addition, the Attachment also presents detailed draft TORs and budgets for the Working Groups of the Task Force 3 on agricultural services. The annual operating cost of one Task Force has been provisionally estimated at US\$ The total cost of all Task Forces and Working Groups would in the range of US\$... to (excluding Formulation Teams).

Monitoring and Evaluation

17. **M&E Working Paper:** Following data gathered from the two previous backstopping missions, a draft M&E Working Paper for ASDP was prepared by end-January 2003. This has been circulated amongst stakeholders, and a review by specialists in the field¹ will take place on 19th February. A final version of the paper will then be prepared which identifies the key M&E tasks, roles and responsibilities, and resourcing requirements under the ASDP. With the assistance of an FAO-supported project (see below), this paper will be turned into an M&E Guideline for use by Task Forces, Working Groups and Formulation Teams, donor partners and Local Government Administration (LGA). A draft log-frame for ASDP is appended to the Working Paper, reflecting discussion at the Bagamoyo workshop and with various stakeholders since.

18. **M&E Capacity in the Sector:** the mission worked to identify further the capacity for M&E activities in the sector ministries, at Regional and LGA level, in donor-supported projects and non-government agencies in the sector. MAFS has the most capacity, but has suffered decline following the split of the former Ministry of Agriculture and Cooperatives (MAC), and the movement of more experienced staff to projects and the private sector. MLWD and MCM both have only embryonic M&E capacity due to their recent establishment and limited staffing. PO-RALG is also under-strength, but it has begun the introduction of an improved local government planning and monitoring system². In a number of donor-assisted projects³, M&E capacity is

¹ This group will be drawn from a panel of M&E experts being drawn up to assist with ASDP M&E issues.

² It will be imperative for the DADPs to be integrated within the DDP framework, and the DADP M&E system to be linked with that of the DDP inter-sectoral M&E arrangements.

³ The mission visited the Participatory Irrigation Development Project (IFAD-BSF supported) in Dodoma, and noted the very effective use of participatory tools with irrigation farmer groups. PADEP (World Bank-supported) will also rely on these methods, while several other projects are already using them (e.g. the IFAD-BSF assisted Mara-Farmers' Initiative Project and Kagera Environmental Management Project)

greater, and indeed draws down the M&E capacity in government through secondments and contracted appointments. In the NGO and private sector, it is also apparent that M&E capacity exists and can be tapped into for ASDP formulation work, as well as during implementation and for impact studies¹. From a methodological point of view, some projects are very effectively demonstrating the use of participatory M&E approaches, of linking physical and financial monitoring with computerised MIS and of building capacity in local government. However, the sustainability of these initiatives remains in some doubt given the different resourcing levels in projects compared to local government. Detailed findings on these topics will be incorporated in the final version of the M&E Working Paper.

19. **Identification of relevant indicators for Poverty Monitoring:** as noted previously², the identification of appropriate agricultural sector indicators for use in the Poverty Monitoring Master Plan (PMMP) is an issue of concern. The most recent Poverty Monitoring Indicator Task Force paper on a revised set of indicators for the PMMP³ includes just four agricultural ones, three of which are to be collected only periodically through the National Agricultural Survey. The indicators are clearly inadequate, and work to refine them has been hampered by the limited involvement of designated MAFS/MWLD/MCM staff in the working group meetings.

20. Discussions with the poverty monitoring working group on routine data clarified the following:

- Routine data systems, especially at District level, will focus on measuring resource mobilisation, activities and outputs by sub-programme as summarised in the draft ASDP log-frame (and in the 2002 PER⁴).
- District monitoring systems should work to develop information systems to capture indicators of improved access, use and satisfaction with service delivery (by both government and non-government providers).
- Changes in production, profitability and farm incomes will be measured through: (i) periodic surveys, such as the 2003 and 2008 Agricultural Surveys and (ii) for production estimates, the routine statistical estimation procedures coordinated by the MAFS Statistical Unit and Crop Monitoring and Early Warning Unit – although these will need further strengthening to improve accuracy and consistency (see para 8).
- Changes in investment levels, sector growth rates and income-related poverty will be captured through other periodic national surveys mounted by the NBS, and as part of the annual macro-economic assessments made by the Planning Commission.
- At the same time, given the nature of the ASDP process, many indicators will only be identified as a result of the formulation work yet to be undertaken.

21. **2003 Agricultural Survey:** Following the above remarks, urgent attention is needed to revise the 2003 Agricultural Survey instrument to capture needed baseline sector indicators for ASDP. In addition, it is strongly recommended that the sample size is revised to enable District-level estimates to be produced, rather than only Regional estimates⁵. Detailed suggestions on changes will be communicated by the mission to the Census and Surveys Working Group

¹ Initial contacts with the Participatory Ecological Land Use Management (PELUM) NGO network and with INADES-Formation were made, but further contacts need to be established with the NGO and private sector in relation to M&E capability by the Secretariat.

² FAO IC Aide-Mémoire of 18 Dec.2002, para.18.

³ Indicators for Performance Assessment in the context of the Tanzania Poverty Reduction Strategy, by the ad hoc Indicator Task Force of the Poverty Reduction Budget Support and Steering Committee, 31/1/03.

⁴ PER for FY 2002 for Agricultural Sector, June 2002, Table 6.1

⁵ MAFS has engaged Prof. Naiman, a Statistician in the UDSM for this task.

responsible for the Survey. The cost implications will need to be addressed by those donors contributing to the basket funding of the survey.

22. **ASDP Sensitisation and Sector Support Database Project¹**: this proposal has been finalised and is ready for the ASDP Secretariat to seek funding support. The work will build on the current Zonal briefings on DADP implementation for FY 03/04 (see para 10). The project envisages carrying out the work in two rounds of field visits (at District and at Region level) between April and November 2003, and combines sensitisation of District stakeholders on the ASDP/DADP process with completion of district-level sector support information which will be used as a planning tool by national Task Forces as well as at Regional and District level.

23. **FAO Technical Cooperation Programme²**: a revised TCP project document will be prepared. Following TCP advice, the original draft is proposed to be simplified, with only two components: (i) support for programme/project formulation and sector-related studies; and (ii) support for implementation of M&E procedures based on the M&E Working Paper and ASDP log-frame. The TCP would be launched when the Secretariat M&E specialist is in place, and Task Forces have begun their work. An Officer from the anticipated collaborating FAO Division will come to Tanzania around March to help the Government finalising the project proposal.

24. **ASLM Information System Management Review and Strategy for ASDP**: The mission has updated and broadened the TOR prepared under ASPs I for the conduct of a review of sector-related information systems management. The study, to be conducted by two consultants working with a team from the Statistics and MIS units of the three sector line ministries³ (MAFS, MCM and MWLD), will review the current status of statistical information and the needs of different users at local, ministry and national level (including poverty monitoring). It will propose a strategy and resource plan for improving information systems to meet the foreseen needs under ASDP in the medium-term (3-5 years). The ASDP Secretariat will seek funding for the review with the aim of launching the work by April 2003.

Issues

25. **ASDP Secretariat priorities**: as soon as the two first staff of the Secretariat were appointed, the Secretariat was instructed to take a lead role in the preparation of the next FY incremental budget for the agricultural sector (para 8). The mission is concerned that, though a very important task, it should not be assigned to the Secretariat, which is still at its inception stage, and is diverting its energies from the establishment of Task Forces, Working Groups and Formulation Teams, as well as supporting studies.

26. **ASDP Secretariat staffing**: The full staffing of the Secretariat, as agreed at the Bagamoyo Workshop and in the ASDP FPD, is an essential requirement for full effectiveness of the Secretariat. The mission re-iterates the need to reach full staffing within the coming months, and is not in support of further re-deployment for the remaining posts, because of ASLM limited capacity and the agreement reached at the Bagamoyo workshop that staff would be recruited on an open competitive basis. The mission acknowledges Government efforts in redeploying the two

¹ The project proposal follows on from the detailed recommendations made in the 18th Dec. FAO IC Aide-Mémoire, para 16-17.

² The TCP has been the subject of earlier missions and is described in the aide-memoires of 30 July, para 29.

³ A information strategy review has already been drafted for PO-RALG (A Strategy for Development of MIS and Information and Communication Technology in PO-RALG and Local Government – Tanzania, by PO-RALG/UNDP, January 2003).

senior, experienced staff for the Coordinator and Programme Specialist Officer, but stresses the importance of diversifying recruitment for further staff.

27. **Technical Assistance for ASDP Secretariat:** The Phase 2 formulation and the implementation of ASDP constitute a complex undertaking, especially to set-up and guide the priority Task Forces and Working Groups, and to facilitate their work. Given the lack of experience in sector-wide development approaches, there is a need to support the ASDP Secretariat and ASLMs with long-term external assistance, skilled in sector-wide programme formulation in a multi-stakeholder environment. The mission recommends that, in addition to the short-term backstopping assistance already agreed upon for the Task Forces and studies, the Government and Development Partners consider recruiting an advisor to support the ASDP Secretariat, for a period of two years. The mission will assist the Secretariat in drafting TORs, for review by the FASWOG in March.

28. **Stakeholder Involvement:** in line with the ASDS principles and ASDP framework, the Bagamoyo workshop had significant involvement of private stakeholders. The mission is concerned that the momentum created at the workshop has not been maintained. With the formation of the NSC and ASAC, the opportunity will now return for a more balanced participation from the various groups of stakeholders.

29. **Ensuring closer integration of initiatives currently underway within the ASDP Framework:** it is apparent that a number of Government initiatives have been taken, or are currently being developed by ASLM departments without clear reference to, and integration with, the ASDS/ASDP framework. These include, among others, the proposal to: set up separate extension support to irrigation, rehabilitate animal traction training centres, and establish a seeds executive agency. While such issues are highly relevant to ASDS objectives and preparation work should continue, the mission recommends that these be streamlined within the respective Task Forces and Working Groups.

30. **Timing of Task Force 3.** The Task Force scope is complex considering the many components that need integration. Consequently, there is need to coordinate the Task Force work and subsequent investment formulation process. Therefore the various stakeholders and donors should adhere to one common timetable, as proposed in Table 1.

31. **Donor Coordination and FASWOG:** During the process of developing the ASDS and ASDP, the FASWOG appointed the so-called "*FASWOG Task Force*" to oversee ASDP matters¹. The role and composition of FASWOG should be clarified and adjusted in light of the other ASDP bodies, and the ad hoc *Task Force* should be discontinued. To improve FASWOG effectiveness and representativity, there is also a need to ensure that all development partners involved in the sector are involved. The mission also recommends that one full-time national staff be appointed to assist the development partner who will be in charge of the FASWOG secretariat.

Follow-up Actions

32. Follow-up actions have been identified, discussed and agreed upon with the ASDP Secretariat and the Chairman of ICC. The list of priority actions and time table are presented in Table 1. These related to:

¹ While the FASWOG and its *Task Force* are chaired by the Permanent Secretary of MAFS (and Chairman of the ASDP Inter-ministerial Coordinating Committee), the secretariat of the FASWOG and its *Task Force* is provided respectively by FAO and JICA.

- launching of NSC and ASAC;
- establishment of priority Task Forces and Working Groups (including TORs, budget, financing plan and membership);
- completion of Secretariat establishment (staffing, office, TA etc.);
- district-based sensitisation and sector-support database;
- M&E initiatives (Working Paper; information management review; contribution to the 2003 Agricultural Census Survey; and poverty monitoring dialogue);
- complete formulation and implementation of FAO TCP project; and

Conclusions

33. To be completed

Table 1: Time Table

Attachment: Establishment and of Priority Task Forces

Attachment 2: Sensitisation and Sector-Support Database Project Proposal

TABLE 1: ASDP LAUNCHING: TIME TABLE (February – June 2003)

ACTION	TIMING - 2003
ASDP LAUNCHING	
National Steering Committee	
<i>Members nomination</i>	March
<i>First Meeting</i>	April
Agricultural Sector Advisory Committee	
<i>Members nomination</i>	March
<i>First Meeting</i>	April
FASWOG	as needs arise
Framework and Process Document	
<i>Finalise document</i>	March
<i>Print document</i>	April
TASK FORCE ESTABLISHMENT	
Finalise TORs of three priority Task Forces	end-February
Finalise TORs of Cross-cutting and Cross-Sectoral Support Groups	mid-March
Task Force 1: Investment and Implementation at District and Field Level	
<i>First Working Groups (TORs)</i>	End-March
<i>Members appointment</i>	April
<i>Start Operation</i>	April
Task Force 2: Policy, Regulatory and Institutional Framework	
<i>First Working Groups (TORs)</i>	End-April
<i>Members appointment</i>	May
<i>Start Operation</i>	May
Task Force 3: Agricultural Research, Advisory and Technical Services	
<i>Research Working Group (MTP)</i>	June
<i>Formation of Task Forces</i>	March 2003
<i>Formation of Working Groups</i>	April 2003
<i>Preparation of draft papers and submission to ASDP Secretariat for distribution to stakeholders for their comments</i>	July 2003
<i>Stakeholders submit their comments to ASDP Secretariat</i>	September 2003
<i>Working Groups incorporate comments from Stakeholders and submit final document to secretariat for distribution</i>	October 2003
<i>Stakeholder Consultation Workshop on Agricultural Services, and joint donor mission to launch investment formulation</i>	End-October
<i>Formulation of Projects/Programmes by various donors</i>	from November 2003
ASDP SECRETARIAT	
Programme of Work and Budget (PWB)	
<i>Finalise five-month PWB</i>	21 February

<i>Approve PWB</i>	end-February
<i>Replenish ASDP-Sec Basket Fund</i>	March
<i>Prepare FY 2004 PWB</i>	March
<i>Approve FY 2004 PWB</i>	April – May
Advocacy and Finance Consultants	
<i>approve TORs and advertise post</i>	March
<i>recruit M&E consultant</i>	April
Office Rehabilitation	
<i>Contractor selection</i>	March
<i>Works start</i>	March
<i>Works completed</i>	April
Office Furniture and Equipment	April
Telecommunication (tel, internet)	March-April
Establish/circulate ASDP bibliography	March, onwards
Study Tour in Uganda	May-June
Long-term Technical Assistance	
<i>draft TORs</i>	end-February
<i>review by FASWOG</i>	March
<i>Government official request to donors</i>	March
<i>Approval and recruitment</i>	April-May
<i>TA in post</i>	July
MONITORING AND EVALUATION	
<i>Finalise Working Paper</i>	March
<i>Revise and finalise logframe</i>	March
<i>M&E Specialist appointed</i>	May (see above)
<i>Finalise report formats for FY03/04</i>	May
ASLM INFO MGT STUDY	
<i>Finalise TOR and seek funding</i>	March
<i>Tender for consultants</i>	April
<i>Appoint consultants</i>	May
<i>Conduct Study</i>	May - June
<i>Report available</i>	July
2003 AGRICULTURAL CENSUS SURVEY	
<i>Refine sample and questionnaire</i>	March
<i>Obtain funding</i>	April-May
<i>Prepare logistics, train</i>	Follow schedule prepared by NBS: survey to start after 2002/3 harvest
<i>Pilot test</i>	
<i>Conduct fieldwork</i>	
<i>Process data</i>	
<i>Report</i>	
ASDP SENSITIZATION AND DATABASE PROJECT	
<i>Review Project Document</i>	March
<i>Seek Donor Interest – Funding Commitment</i>	April
<i>Project Approval</i>	May

<i>Preparation of sensitization material / database</i>	May-June
<i>Train teams and prepare schedule</i>	June
<i>Undertake Round 1 District exercise</i>	July-August
<i>Undertake Round 2 District exercise</i>	September
<i>Publish Results</i>	October-November
FAO TECHNICAL COOPERATION PROGRAMME (TCP PROJECT)	
<i>Update draft Document</i>	March
<i>FAO/TCA mission</i>	March – April
<i>Finalise Document</i>	April
<i>Project Submission</i>	April
<i>FAO Processing</i>	May
<i>Project Approval</i>	May
<i>Project Effectiveness</i>	June

DADP IMPLEMENTATION AND FY 03/04 BUDGET PREPARATION	
Briefing Meeting	early February
Zonal Sensitization Workshops	21 February
Swahili translation of simplified DADP	21 February
DADP preparation	March
Submission to PO-RALG	end-March
Review – Appraisal of Proposals	end-April
Recruit local consultant for review/appraisal.	April

AGRICULTURAL SECTOR DEVELOPMENT PROGRAMME PHASE-TWO FORMULATION

ESTABLISHMENT AND OPERATION OF TASK FORCES (DRAFT FOR DISCUSSION - 16 February 2003)

Introduction.

In November 2002, the Phase 1 formulation of the Agricultural Sector Development Programme (ASDP) was concluded with the approval of the Framework and Process Document (FPD). Phase 2 focuses on the detailed formulation by ASDP stakeholders of new interventions for funding by the Government and Development Partners. The formulation process will be undertaken through the establishment of broad Task Forces, thematic Working Groups and investment-specific Formulation Teams. This document presents the underlying principles of the Phase 2 formulation process, including the Terms of Reference (TOR) and tentative budget of three priority Task Forces, an outline of priority Working Groups, and detailed TORs for a few Working Groups on agricultural services. While this document is intended to "set the scene", adjustments to the respective Task Forces will be required as needs arise.

Background

The ASDP is the vehicle to implement the Agricultural Sector Development Strategy (ASDS); it is the main tool of central government for coordinating and monitoring agricultural development and for incorporating nationwide reforms. It also establishes operational linkages between the Agricultural Sector Lead Ministries (ASLMs) and the other national stakeholders, as well as introducing more effective management systems. It forges the connection between the demand-driven, field-based district planning processes, and the mobilisation and monitoring of national and international investment in agriculture.

The ASDS identified five strategic areas of intervention in the agricultural sector, namely: (i) strengthening the institutional framework; (ii) creating a favourable environment for commercial activities; (iii) identifying public and private sector roles in improving supporting services; (iv) strengthening marketing efficiency for inputs and outputs; and (v) mainstreaming planning for agricultural development in other sectors. These have been used as the basis for identifying three, complementary, ASDP Sub-Programmes (Table ..):

- **Sub-Programme A:** includes activities that are undertaken in the field in direct support to agricultural production and processing. They are also focused on the work of district and local extension and support services, and contract service providers. They aim to establish favourable local conditions for small, medium and large-scale production. They also include improved coordination with other sectors on locally, important cross-cutting and

¹ TANZANIA: Agricultural Sector Development Programme (ASDP); Fourth Backstopping Mission - Draft Aide Mémoire (16 Feb 2003)

cross-sectoral issues, such as HIV/AIDS and rural infrastructure. Approximately 75 percent of public resources are intended to be invested in this sub-programme.

- **Sub-Programme B:** includes activities which are public sector functions at the national level in support of agricultural development. These cover interventions on the policy and regulatory framework; research, advisory services and training; and private sector development, marketing and rural finance. Activities under this sub-programme are the responsibility of the lead ministries, other ministries, parastatals, commodity boards and other public institutions. Approximately 20 percent of public resources are intended to be invested in this sub-programme.
- **Sub-Programme C:** covers cross-cutting and cross-sectoral issues related to agricultural development at a national level, but its functions are beyond the direct mandate of the four ASLMs. Cross-cutting issues include, among others, gender, HIV/AIDS and environment, and cross-sectoral issues include land tenure, rural infrastructure, energy, telecommunication, education, as well as water, forestry and wildlife. The activities under this sub-programme cover a range of coordination and cooperation functions which demand attention from the agricultural ministries, but not high levels of investment from their budgets. It is estimated that approximately 5 percent of the agricultural sector budget will be spent on these aspects.

Within each sub-programme, a series of components, sub-components and possible interventions have been identified. These will be further developed in the second phase of ASDP preparation. However, it is not the role of ASDP to dictate local needs. Therefore, communities and LGAs will increasingly be involved in identifying the content of the Sub-Programme A interventions. This will be done through the participatory elaboration of District Agricultural Development Plans (DADPs), which form an integral part of each District Development Plan (DDP), and for which separate guidelines have been prepared and will be tested during the planning and budgeting process for Financial Year 2003/04.

Task Forces, Working Groups and Formulation Teams: a Three-Tiered Approach.

The second phase of ASDP formulation will be guided by a set of Task Forces, supported by working groups. Three priority Task Forces have been identified at this stage, namely:

1. **Investment and Implementation at District and Field Level;**
2. **Policy, Regulatory and Institutional Framework; and**
3. **Agricultural Research, Advisory and Technical Services.**

In addition, Support Groups to help address cross-cutting and cross-sectoral issues will also be established. Other Task Forces will be established, as needs arise and capacity allows. The chairperson of each Task Force is appointed by the ICC, and a rapporteur is appointed by the members.

Task Forces will be at the core of ASDP formulation. They should mobilise highly qualified stakeholders, who are committed to contribute to the implementation of ASDS. They will also ensure that future interventions capture, and build on, the most relevant and promising experiences which have been recorded in Tanzania, in the Region and elsewhere. However, availability and commitment of such expertise constitutes the major constraint. Therefore the proposed Task Forces need to welcome experts on both part-time and/or full-time basis, depending on their availability. Various scenarios have been discussed with stakeholders, which

led to a proposed three-tiered system, namely broad Task Forces, specialist Working Groups, and investment specific Formulation Teams (Figure 1). The overall formulation process will also be overseen by a Cross-cutting and a cross-sectoral support group.

The mandate of the respective bodies is as follows:

- **Task Forces:** oversee the formulation of *broad domains of interventions*, at sub-programme or component level, following recommendations of ASAC/FASWOG and endorsed by ASDP management (ICC/NSC). A Task Force comprises up to 10 eminent representatives from the various groups of stakeholders. A Task Force is established for a long-term period, and is expected to meet monthly (or more frequently if needed). A Task Force has a budget to meet its operating and backstopping costs (e.g. through national and international expertise). The annual budget for a Task Force has been tentatively estimated at US\$ (see Appendix ..).
- **Working Groups:** can be considered as sub-task forces. They consist of a group of experts from concerned stakeholders who review obstacles and opportunities, and propose development and operational strategies and prioritise interventions on *specific domains of intervention*; generally at component or sub-component level. The formation of a Working Group can be proposed by ASDP management, a Task Force or a group of stakeholders. A Working Group may be established jointly under more than one Task Force, if closely inter-related issues have to be dealt with. A Working Group is expected to operate on a part-time basis for a given period of time, and to submit a final report (with the possibility to organise a retreat for the write up). Circumstances may dictate the need to have a full time Working Group Coordination and/or national consultants to accelerate the process. A Working Group finalises its detailed Terms of Reference under the guidance of the Task Force; and prepares a budget to meet its operating and backstopping costs (e.g. through national and international expertise) for approval by ASDP management.
- **Formulation Teams:** prepare sets of interventions, to be consolidated into projects for specified financing source(s), or through government budget. Based on agreement between ASDP management and interested financiers on the scope of assistance, a team is established for a limited period of time, with a number of team participants working on a full-time basis. The reporting and budgeting format adheres to the donors' requirements. Once prepared and endorsed by ASDP management, projects would be processed following established Government procedures.
- **Studies:** A Task Force, Working Group or Formulation Team may require in-depth work which cannot be undertaken by the established teams (whether due to lack of expertise or availability), and which would be better done by specialist firms or teams of consultants. Examples include information gathering on an intervention/project area, institutional capacity assessment, review of private sector stakeholders capacity and willingness to participate, sector database and sensitisation, and social or environmental impact assessments. Such studies would be contracted as per agreed procedure between the ASDP Secretariat and the identified financier.
- **Cross-cutting and Cross Sectoral Support Groups:** the streamlining of these issues is an important thrust of ASDS and ASDP. During the detailed formulation process, two support groups oversee cross-cutting and cross-sectoral issues would be formed to ensure adequate integration and internalisation of, compliance to, and lobbying for, these issues. Members are drawn from concerned public and private institutions on a long-term but part-time basis. Members of the support groups can attend meetings of concerned Task Forces, Working Groups or Formulation Teams. Should needs arise, they can also recommend to

appoint as full member an expert of a given cross-cutting or cross-sectoral issue. The Support Groups can also recommend and prepare Terms of Reference for Studies (see Section 5 of ASDP/FPD).

Guiding principles

Overall, the Task Forces, Working Groups and Formulation Teams will work within the ASDP framework. They will each appoint a coordinator and secretary. They will also adhere to the following principles:

- **Flexibility:** Task Forces, Working Groups and Formulation Teams can be established as needs arise and capacity permits; their composition can be adjusted when and as needed;
- **Balance:** during the formulation process, adequate balance will be respected among the various stakeholders, with respect to gender, public and private sector, among the four ASLMs, between ASLMs and collaborating ministries, as well as between national level (Dar es Salaam and Dodoma), LGA and field level, and the producers themselves.
- **Transition period:** A few projects are about to be approved and others will be formulated within the coming year. Some Formulation Teams may already exist even though the related Task Force and Working Groups have not yet been established. In this case, the concerned Formulation Team will be streamlined along the lines of ASDP, and be proactive in joining the related Task Force and Working Groups. During this transition period (i.e. until the Task Forces and Working Groups are operational), this learning by doing process may entail some delays, and incremental costs;
- **Cross-cutting and cross-sectoral issues:** Task Forces, Working Groups, Formulation Teams and Study contractees will ensure that they internalize cross-cutting issues, and liaise with concerned bodies to address cross-sectoral issues (see Section 5 of FPD).
- **Budgeting:** budgeting parameters will be agreed upon across Task Forces, Working Groups and Formulation Teams (see draft criteria in Appendix ..). While standard budget can initially be allocated to the Task Forces, those of Working Groups and Formulation Teams will be based on the respective Terms of Reference. A sample budget for a Task Force is presented in Appendix 1 ..
- **Funding:** development partners interested in a given domain of intervention will contribute to the funding of related Task Forces and Working Groups, and they will finance the Formulation Team that will prepare their specific project documents.
- **Membership selection:** members of the Task Forces, Working Groups and Formulation Teams will be selected on the basis of their expertise, commitment and availability and should include balanced representation from public and private partners as well as donors. Furthermore, as ASDP promotes new ideas and mindset, and intends to scale up successful pilot initiatives, stakeholders who have been involved in such initiatives should be invited to participate. Members appointment should be made in a transparent manner and endorsed by ASDP management.
- **Transparency, information sharing and coordination:** the respective chairperson will ensure that collated information, findings and progress are shared and discussed among the concerned Task Forces, Working Groups and Formulation Teams.

- **Reporting:** In addition to the agreed final reporting requirement, Task Forces, Working Groups and Formulation Teams will submit a brief action-focused and standardised monthly progress report to the ASDP Secretariat, for further consolidation and broad circulation.

Quality Control

The Secretariat, assisted by the DPPs of the ASLMs, will support the work of the Task Forces by screening all investment proposals coming through the Task Force pipeline (identification / formulation / appraisal) in a quest for greater 'quality at entry'. The Secretariat team, guided by the Secretariat M&E specialist, will provide a set of minimum standards for good project design to the Task Forces. These standards, which will be elaborated in the ASDP M&E Guidelines, will give attention to the following:

- Coherence within and contribution towards ASDS objectives: each investment should demonstrate how it will contribute towards one or more of the ASDS objectives.
- Realistic, measurable and specific objective(s): the investment 'purpose' should be attainable within the timeframe of the project. The design should explain the intervention logic and show how the activities and outputs lead to the purpose which in turn then contributes to the longer term goal.
- Inclusion of a practical and appropriate M&E design, with baseline arrangements, affordable and relevant indicators, use of participatory tools where appropriate, a reporting flow and detailed costings.
- In principle, all projects should involve beneficiaries in the design work. Where this is not evident, the Secretariat would require the Formulation Team to use participatory methods in their work.

Where a project under preparation falls below these design standards, the ASDP Secretariat would request further refinement of the project design by the relevant Formulation Team working under the Task Force.

TASK FORCE 1: INVESTMENT AND IMPLEMENTATION AT DISTRICT AND FIELD LEVEL

Objective: to oversee the establishment of a favourable sector development environment for funding through LGAs, and in increasing investment for agricultural production and processing. The Task Force will focus on Sub-Programme (A), in particular A1, A2, A4 (see Table 1).

Mandate: The Task Force would establish Working Groups and Formulation Teams, and commission studies, and oversee their work in order to:

- ensure compliance with ASDS principles and the ASDP process and framework;
- review the status of government and donor interventions for all districts (for both strengthening LGAs, and agricultural investments), and identify and prioritise districts which do not receive adequate support;
- review the experience and approaches of district-based interventions, community-driven development (CDD) (such as: PADEP, SPFS, ASPs, PIDP, Mara-FIP), in particular regarding the delivery mechanisms (including community empowerment, flow of funds, public/private service providers for community-based investments);
- review the experience of the first year of planning for agricultural development using DADP guidelines (in connection with the special allocation proposed for Government Budget for FY03/04); refine DADP guidelines and prepare project eligibility list;
- develop mechanisms to coordinate Government budget allocation to fund DADPs with donor-funded projects which support Sub-Programme A;
- explore opportunities and recommend mechanisms to reduce overhead costs for implementing sub-programme A (at National and LGA level);
- develop a strategy and actions to address cross-cutting and cross-sectoral issues;
- together with Task Force 3, clarify the mandate of agricultural services needed for CDD/DADP, and for regular advisory services;
- based on the above, guide the formulate of interventions to gradually cover all districts (through specific Formulation Teams).

Task Force Composition: Coordinator (PO-RALG), MAFS, MCM, MWLD, Projects (e.g. from PADEP, SPFS, LAMP, MARA-FIP, etc.), NGOs, Private Sector, donor.

Initial Working Groups (see Figure 2) (*WORK IN PROGRESS*)

At this stage, potential Working Groups may include:

- Improvement of LGA Planning for Agricultural Investment
- Implementation of DADPs to prepare incremental budget for FY 2003/04 (*on-going*)
- Scaling-up of Successful Community-Driven Operations
- Linkage Between Agriculture and Natural Resource Management (NRM)
- Irrigation Development
- Geographic distribution and balancing of investment

Foreseen Formulation Teams

- **Scaling up of Special Programme for Food Security (SPFS):** to extend the SPFS methodology in support of DADP implementation (Sub-Programme A) in districts which are not covered by similar interventions such as PADEP and ASPs-II. Development partners identified at this stage include ADB, FAO and EU.
- **River Basin Management Project – Phase 2:**

Potential Studies:

1. **Sector Support Database (see separate draft project proposal)**
2. **Review of CDD-type interventions in agriculture and other relevant sectors (to be developed)**
3. **Inventory of Agriculture Service Providers (to support Task Forces 1 and 3)**

The purpose of the study would be to prepare an inventory and assess capacity of different service providers in the agricultural sector at the district level, including:

- Private Operators: such as: market intermediaries, stockist, vets etc.
- Non Government Organisations: both local and international;
- Farmers Associations and Cooperative Societies; and
- Government services.

The output of the study would include: (i) a list of service providers by district; (ii) their strengths and weaknesses; and (iii) their capacity building and support requirements.

**TASK FORCE 2:
POLICY, REGULATORY AND INSTITUTIONAL FRAMEWORK**

(FULL TERMS OF REFERENCE TO BE DEVELOPED BY ASLM DPPs)

Objective: to assist in creating an enabling environment for sector development at national and local level. The Task Force will focus on Components B1 and A2.

Mandate: the Task Force will:

- review sector policies, regulatory framework and institutional structures in the sector, and identify obstacles and opportunities for support to the sector development;
- review existing government and donor initiatives in this area and identify gaps;
- set-up Working Groups to identify needs for addressing obstacles/issues which are not covered by on-going initiatives, and proposed policy, regulatory framework and institutional reforms as appropriate;
- draw-up specific recommendations to improve institutional capacity and performance; and
- prepare appropriate interventions through Formulation Teams.

Potential Partners: World Bank, FAO, Japan, DfID, Danida, UNDP, Ireland, private sector, NGOs, etc.

Initial Working Groups (see Figure 3) (*WORK IN PROGRESS*)

TASK FORCE 3: AGRICULTURAL RESEARCH, ADVISORY AND TECHNICAL SERVICES

Objective: This Task Force will cover the interventions under ASDP Components A3 and B3 (see Table 1) which seek to strengthen research, advisory¹, technical and other support services. This requires the development of responsive, sustainable and decentralised agricultural services involving private and public service providers. To achieve these broad objectives, measures have to be taken to (i) transform agricultural research outputs into information that can be used by the farming community, (ii) develop advisory services that seek to empower farmers through education and (iii) increase access to skilled specialists.

Mandate:

The Task Force mandate is to develop an agricultural services framework in which the public sector and the private sector² play a balanced role in its delivery. It would establish Working Groups and Formulation Teams, and commission studies, and oversee their work in order to:

- Ensure compliance with ASDS principles and the ASDP framework.
- Support the development of efficient information, education and communication (IEC) systems in order to disseminate appropriate knowledge to farmers.
- Review and recommend suitable institutional arrangements to strengthen public and private technical services.
- Review and develop advisory services to be provided by the private sector, NGOs and other stakeholders to supplement the Government's role.
- Explore options to strengthen links between farmers, advisory services, technical services, and research.
- Together with Task Force 1, clarify the mandate of agricultural services needed for CDD/DADP, and for regular advisory services;
- Seek to clarify and consolidate the institutional framework for the different public and private sector service providers;
- Ensure due attention to farmer empowerment throughout the Task Force
- based on the above, guide the formulate of interventions to gradually cover all districts (through specific Formulation Teams).

Under this Task Force, five Working Groups have been identified at this stage, for which draft TORs are presented below (to be refined by the Task Force and Working Group Members); these are (see Figure 4):

1. **Information, Education and Communication;**
2. **Advisory Services;**
3. **Technical services;**
4. **Research; and**
5. **Clarify and Consolidate Institutional Framework for Agricultural Services.**

¹ the term Advisory Services in this context is synonymous with Extension Services.

² The term "Private Sector" encompasses agri-business, national and international NGOs, etc.

Information, Education and Communication Working Group.

Objective: to develop a comprehensive IEC programme which incorporates different information needs (as identified and prioritised by the stakeholders), gender aspects, institutional framework and mechanisms for linkages and synergies. The Group will prepare a report covering the approach, rationale, guiding principles and implementation strategy.

Thus the tasks will include:

- Develop mechanisms for identifying stakeholders information needs and channels of information exchange between the relevant stakeholders e.g. radio, magazines, drama, road shows displays. This should include indigenous knowledge and skills in order to broaden the technology available.
- Review the roles and functions of the different players involved in the transfer of information and existing fora used by service providers and farmers (including farmer training centres).
- To be completed

Composition of the Working Group. The membership of the Working Groups would comprise about 10 members drawn from MAFS, MWLD, MCM, PO-RALG, SUA, NGOs, the private sector, LGAs and donors.

Advisory Services Working Group.

Objective: Review and develop advisory services to be provided by the private sector, NGOs and other stakeholders to supplement the Government's role. The work of the task force will cover the following aspects:

- Review and assess current experiences in the Region with agricultural advisory delivery mechanisms.
- Review the extent to which reforms in the public advisory services have been implemented, and assess current staff establishment, funding procedures and cost-effectiveness.
- Identify obstacles and opportunities in advisory services in terms of capacity, resources and information needs.
- Review the performance of the private sector (including NGOs) in delivering advisory services, including collaborative experiences with public sector advisory services
- Review the role of the Zonal Research-Extension Liaison Officers, assess their effectiveness and if appropriate, propose ways to strengthen their functions.
- Review recently piloted participatory extension and technology development approaches such as the Farmer Field School/IPM/IPPM concepts and other related methodologies (e.g. NAEP II pilot initiatives, GTZ Cotton IPM, IFAD FFS pilot project, SPFS, KAEMP, and others by NGOs).
- Review and update "The National Vision of Extension to the Year 2000", in line with the ASDS and ASDP.
- Propose suitable participatory agricultural technology development and transfer approaches, which ensure that farmers are involved in technology adaptation and adoption (which may include concepts such as the Farmer Field School).
- Assess the need for the provision of funding through advisory services (such as the Local Initiative Fund under IFAD projects) rather than (or in addition to) direct funding of

farmer groups and communities that would be channelled through the DADP implementation.

- Harmonize the recommendations for advisory services with those emerging from the research medium term plan and of the Technical Services WG.
- Propose mechanisms by which information is shared between research centres and advisory services and farmers.

Composition of the Working Group. The membership of the Working Groups would comprise about 10 members drawn from MAFS, MWLD, MCM, PO-RALG, SUA, NGOs, the private sector, LGAs and donors.

Technical Services Working Group.

Technical services comprise diverse range of agencies in the public and private sector, and it may not be appropriate to review them under a single Working Group. The generic problems of technical services will be addressed by the lead Working Group, and specific issues will be dealt with through smaller Groups or studies.

Objective: Review and recommend suitable institutional arrangements to strengthen public and private technical services. Tasks for the Working Group will include:

- Review public and private sector technical service provision (for example, seed protection and animal multiplication, crop protection and animal health, agricultural mechanization, irrigation services and market information systems), and identify strengths and weaknesses.
- Propose strategies to improve technical service provision and clarify the role of public and private service providers.
- In consultation with Task Force 2, recommend ways of strengthening the regulatory role of the Government for technical services delivery.

Composition of the Working Group. The membership of the Working Groups would comprise about 10 members drawn from MAFS, MWLD, MCM, PO-RALG, SUA, NGOs, the private sector, LGAs and donors.

Research Working Group

Currently the Medium Term Plan (MTP) for the National Agricultural Research System is under preparation with the support of the Tanzania Agricultural Research Project II. The preparation of the MTP was launched in August 2002. A draft MTP will be circulated in early March 2003 for review by stakeholders, and the final MTP is due for completion by June 30th 2003. The MTP review team is composed of members of the national research establishment, national and international consultants. The MTP team is considered as the Working Group on research. The MTP team should therefore link its work with the IEC, Technical and Advisory Services Working Groups.

Working Group to Clarify and Consolidate Institutional Framework for Agricultural Services

Objectives/Mandate. To integrate inputs from the other Working Groups of Task Force 3, in particular with respect to institutional aspects, with a view to clarify and consolidate public and private sector service linkages. The Working Group would aim to propose improved institutional arrangements that would increase coordination and efficiency.

Composition of the Working Group. The membership of the Working Groups will comprise two members of each of the other Working Groups under Task Force 3.

CROSS-CUTTING AND CROSS SECTORAL ISSUES SUPPORT GROUPS (TO BE COMPLETED)

Objective: to assist in addressing cross-cutting and cross-sectoral issues for the sector development. The Support Group will focus on Sub-programme C and Component A5

Mandate:

Cross-cutting Support Group: to assist other Task Forces, especially 1 and 3 in internalizing relevant issues within their proposed interventions.

Cross-sectoral Support Group: to identify priorities for lobbying and coordination with other sectors and identify the needs to support such lobbying and coordination activities (e.g. studies); and develop with the ASDP Secretariat TORs and budget for studies as needed.

BUDGET GUIDELINES

Guidelines

The Task Force budget has been estimated on the basis of “common unit costs” which will also be used for the Working Groups. When a Working Group is created, detailed terms of reference and budget are prepared. Budgeting is based on the following criteria:

- Per diem: for those attending a meeting outside their town of residence
- Meeting expense: chai, besides for retreat, meeting rooms are not to be rented;
- Transport: reimbursement of expense following Government regulations by road and air;
- Meeting Secretariat: provided by ASDP Secretariats or ASLMs
- Report printing and dissemination: part of ASDP Secretariat Cost
- Consultancy rates: negotiable depending on experience and possibly financier criteria, otherwise based on UNDP scale;
- Retreats: full board provided to participants (estimated on Bagamoyo hotels cost)
- Output fee: a Working Group or Task Force Member may be required to prepare a report on an agreed subject: a lump sum (to be discussed/determined) may be paid upon finalisation and approval of the report (including external review process);

Estimated annual budget for a Task Force (TO BE COMPLETED)

10 members

50% need to travel to attend meeting (12 meetings per year);

travel

DSA

Two-day inception retreat;

17 - 20 participants (Task Force, 1 ASDP Sec, 2 donors, 2-3 key representative of Cross-cutting/Cross-sectoral, 3 DPPs and one facilitator)

Two-day stock-taking retreat (same as above + Working Groups chairpersons)

misc. expense (chai, secretariat, etc.)

TABLE 1: ASDP SUB-PROGRAMMES AND COMPONENTS

Sub-programmes	Main Components	Proposed Sub-Components
A. Agricultural Sector Support and Implementation at District and Field Level <i>(through DADP/DDP)</i> <i>(indicative funding allocation: 75%)</i>	A.1 Investment and Implementation <i>(The production and processing of agricultural outputs)</i> <i>(indicative funding allocation: 70-80% of Sub-programme A)</i>	<i>May include amongst others:</i> <ul style="list-style-type: none"> • Irrigation and water management • Range management • Livestock development and animal health • Better land husbandry • Crop production and protection • Mechanisation • Storage and post-harvest • Agro-processing
	A.2 Policy, Regulatory and Institutional Framework <i>(Supporting enabling environment at LGAs for all farmers)</i>	<ul style="list-style-type: none"> • Policy Framework • Regulatory Framework • District Institutions • Community Empowerment • Agricultural Information & Advocacy
	A.3 Research, Advisory Services and Training <i>(establishing the support services needed for agricultural growth)</i>	<ul style="list-style-type: none"> • Client-oriented research • Animal and plant multiplication • Advisory services • Training of producers • Service provider training
	A.4 Private Sector Development, Marketing and Rural Finance <i>(Supporting the commercialisation of agricultural growth)</i>	<ul style="list-style-type: none"> • Private sector development • Market development and infrastructure • Producer organisations • Financial institutions and services
	A.5 Cross Cutting and Cross-Sectoral Issues <i>(Managing links between Agriculture and other sectors)</i>	<i>To include amongst others:</i> <ul style="list-style-type: none"> • Rural Infrastructure and Energy • Civil Service and LGA Reform • Village Land Act Implementation • Health (HIV/AIDS, Malaria etc.) • Gender • Environmental Management • Forestry and Fisheries • Water • Education
B. Agricultural Sector Support at National Level <i>(indicative funding allocation: 20%)</i>	B. 1 Policy, Legal, Regulatory and Institutional Framework <i>(Creating a national enabling environment for all farmers and other actors in the sector)</i>	<ul style="list-style-type: none"> • Policy & Regulatory Framework • Commercial Sub-sector Development • Agricultural Information • ASDP Management and Secretariat • Advocacy
	B.2. Research, Advisory Services, and Training <i>(Establishing the basis for agricultural growth)</i>	<ul style="list-style-type: none"> • Research • Animal and Plant Multiplication • Advisory Services • Training and Education
	B.3 Private Sector Development, Marketing and Rural Finance	<ul style="list-style-type: none"> • Marketing • Rural Finance • Private Sector Development
C. Cross-Cutting and Cross-Sectoral Issues <i>(Managing links between agriculture and other sectors)</i> <i>(ind. funding allocation: 5%)</i>	<i>May include amongst others:</i> <ul style="list-style-type: none"> • Rural Infrastructure and Energy • Civil Service and LGA Reform • Land Acts' Implementation • Health (HIV/AIDS, Malaria) 	<ul style="list-style-type: none"> • Gender • Education • Environmental Management • Forestry and Fisheries • Water

Figure 1: Task Forces, Working Groups and Formulation Teams: Conceptual Framework

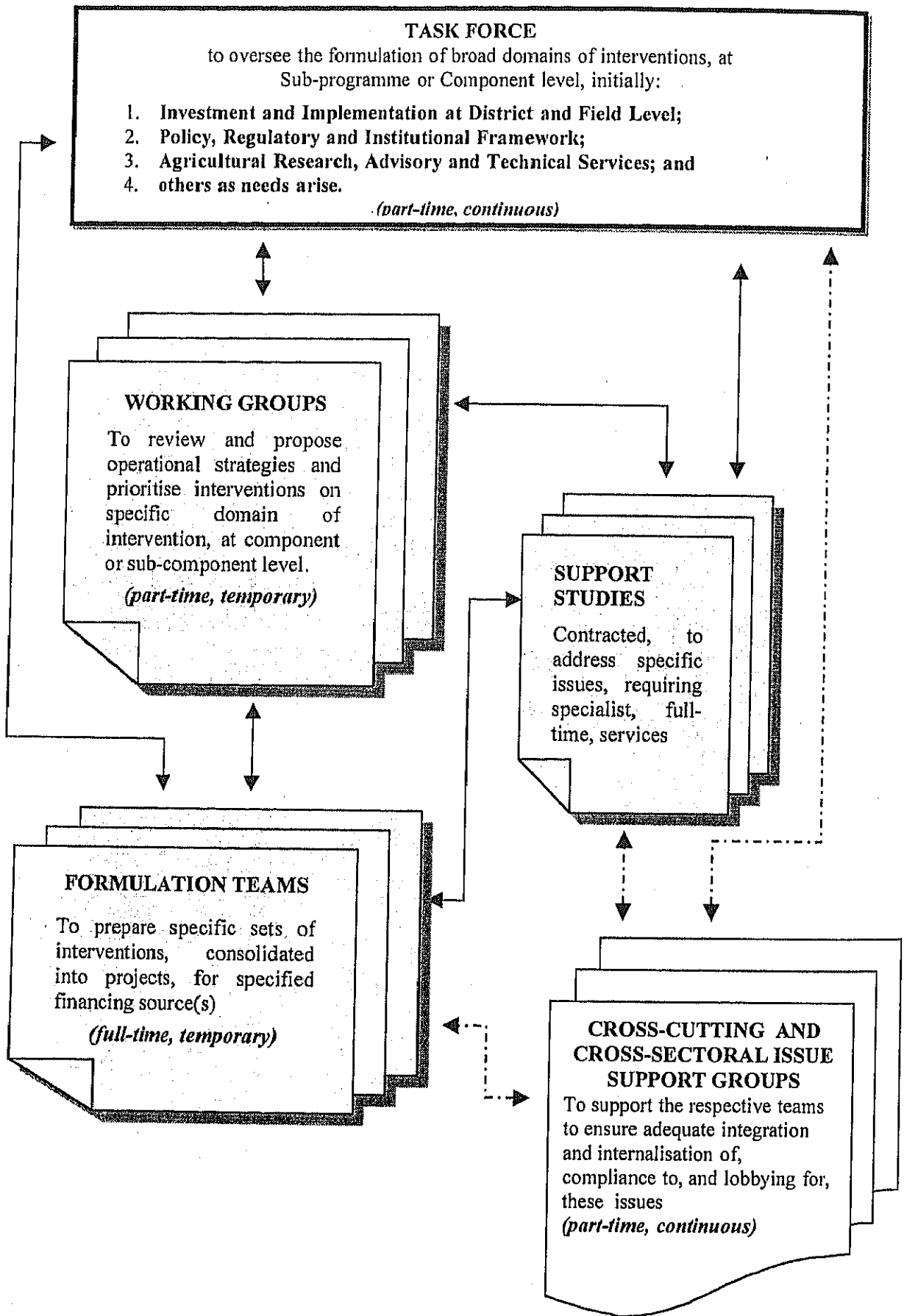
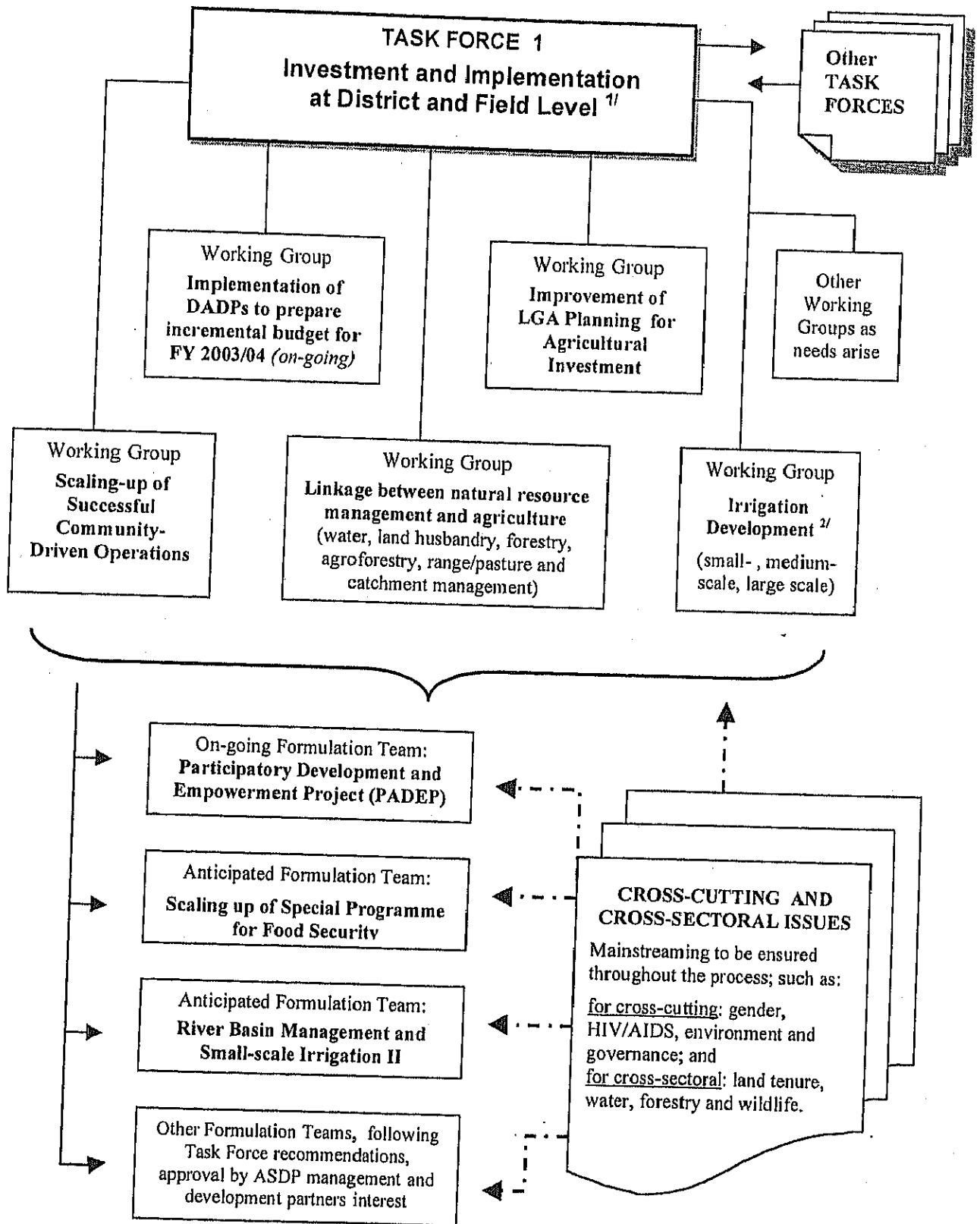


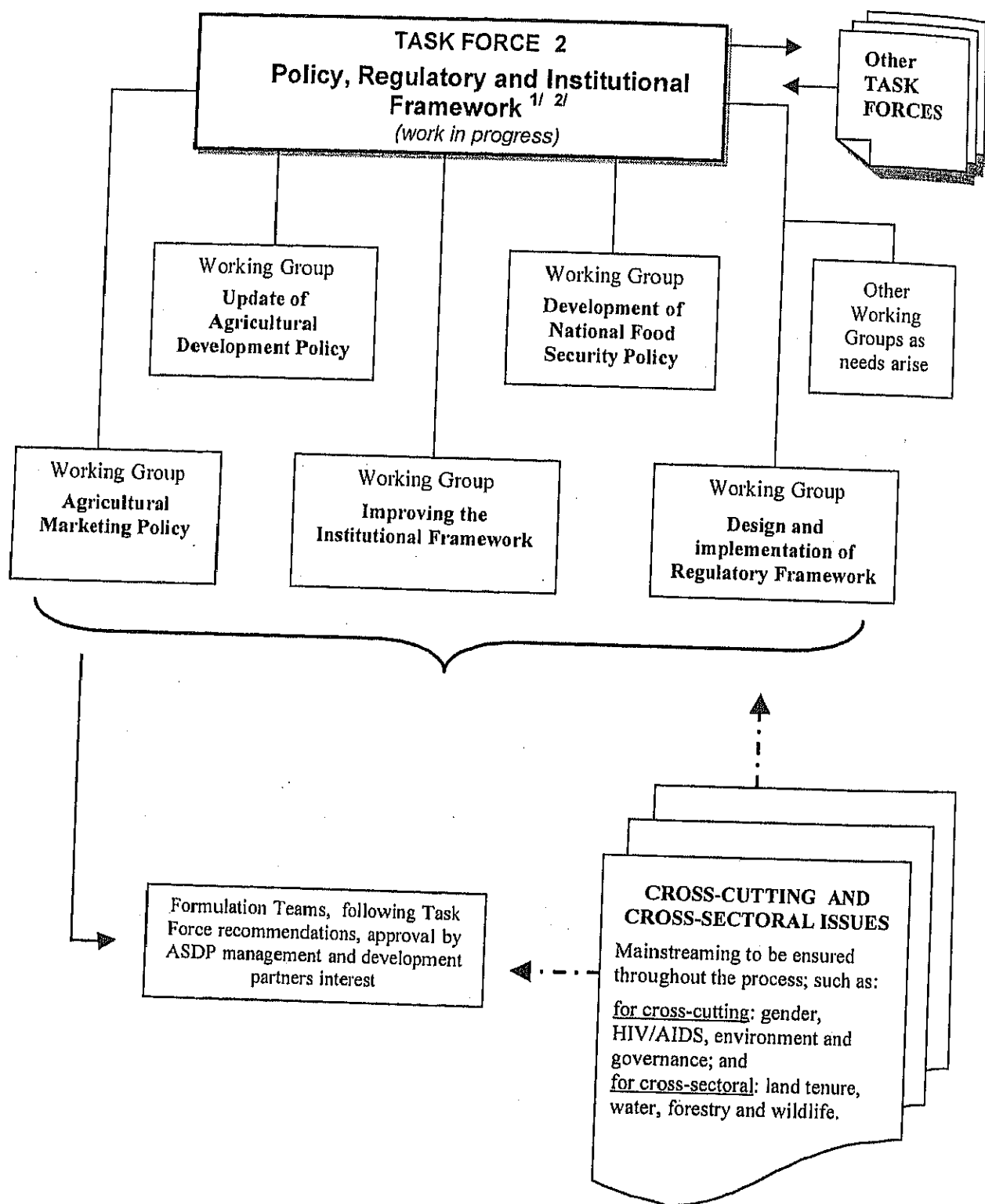
Figure 2: Task Force 1 - Investment and Implementation at District and Field Level



^{1/} Working Groups presented are subject to confirmation.

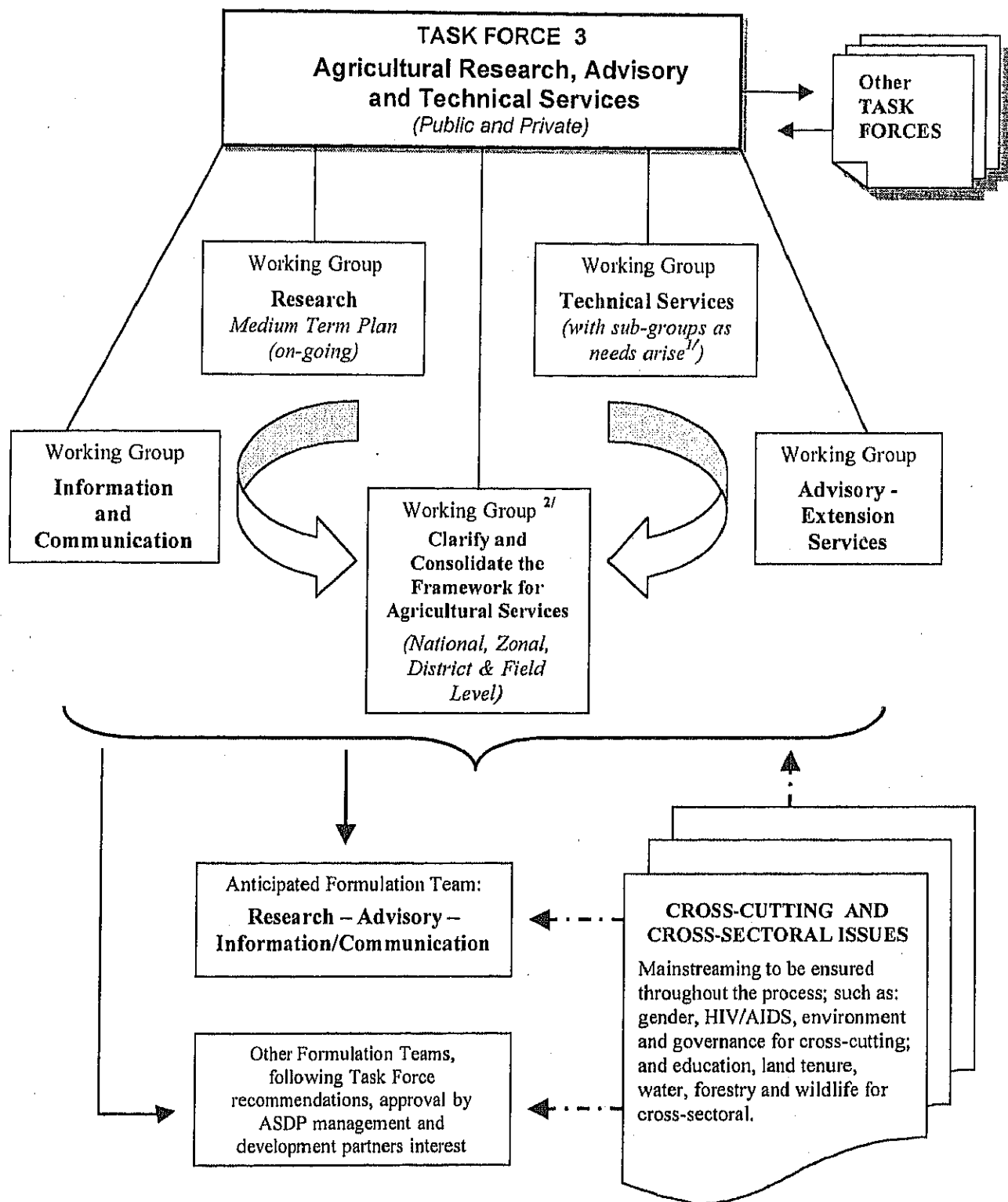
^{2/} And other sub-sectoral issues, as needs arise and capacity allows.

Figure 3: Task Force 2 – Policy, Regulatory and Institutional Framework



^{1/} Task Force to be established under the leadership of ASLMs' Directors of Policy and Planning.
^{2/} Working Groups presented are subject to confirmation.

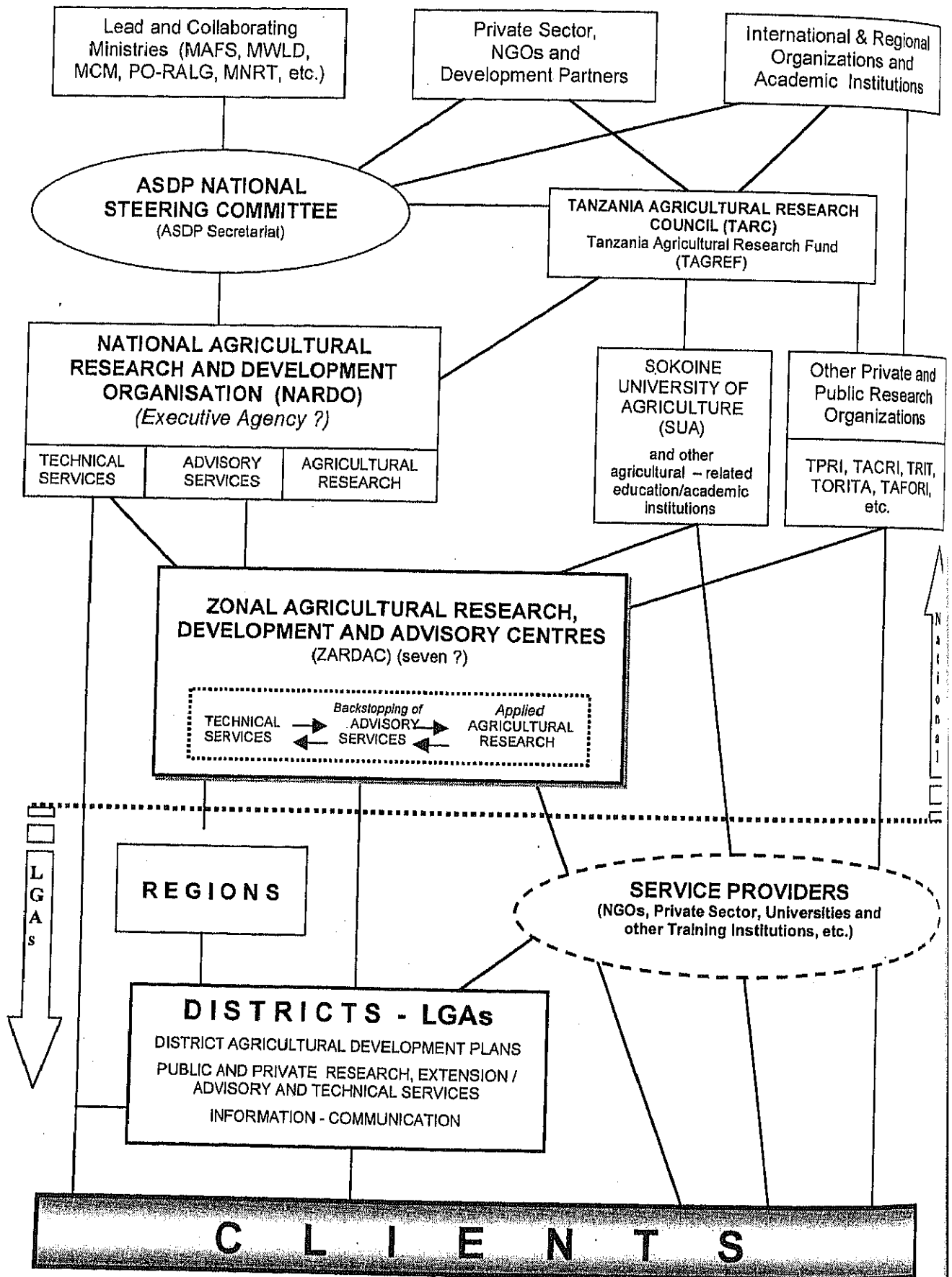
Figure 4: Task Force 3 – Agricultural Services, Advisory and Technical Services



1/ Possible sub-groups: seed production, animal multiplication, animal health/veterinary investigation centres, irrigation development service centres, agricultural mechanisation, crop protection, market information systems, etc. Establishment of these working groups would be phased according to priorities set by the Task Force.

2/ This Group would consist of two members from each of the other Working Groups to integrate findings and develop a consolidated vision and framework for public and private research, advisory and technical services.

Figure 5: A Possible Broad Institutional Framework Agricultural Services (Food For Thought - Version 2)



Agricultural Sector Development Programme
(ASDP)

**Project Proposal for the Conduct of an ASDP Sensitisation
Exercise and Finalisation of a Sector Support Database**

Final Draft

16th February 2003

Project Proposal for the Conduct of an ASDP Sensitisation Exercise and Finalisation of a Sector Support Database (Final Draft)

Foreword

This proposal has been prepared by the ASDP National Formulation Team and FAO in support of the Agricultural Sector Development Programme (ASDP)¹. The proposal has been discussed with the Secretariat, and with the Director of DPP, MAFS as well as with other stakeholders. The ASDP Secretariat is now encouraged to seek funding from interested donors, so that this critical activity can be undertaken in the near future.

Background

The Tanzanian Poverty Reduction Strategy (PRS) identifies agriculture as a priority sector. In 2001, the Government approved the Agricultural Sector Development Strategy (ASDS) which was developed through a broad stakeholders' consultation process². ~~The overall objective of ASDS is to create an enabling environment for improving agricultural productivity and profitability, improving farm incomes, reducing rural poverty and ensuring household food security.~~ To achieve the country's ambitious poverty reduction and food security targets, the country needs a vibrant agriculture with sustained growth rates of around 5 percent per year.

The Government has since launched the ASDP to implement the strategy³. ~~The primary function of ASDP is to coordinate public and private sector investments in agriculture, in a coordinated manner, the ASDP.~~ Under ASDP, discrete projects will continue to be formulated as needs arise. However, ASDP is not merely an aggregation of projects: current projects and future interventions are to be reviewed, and where needed revised, to be consistent with the ASDS, and with the ASDP implementation and framework. ASDP is organized around three sub-programmes:

A key element of the ASDP is the increase of investments through the District Governments, and to this end District Agricultural Development Plans (DADPs) will be prepared within the District Development Planning process. A first round of DADPs are to be prepared nationally in the next two months for the 2003/4 FY. As part of the launching of this planning exercise, all Districts will receive an intensive one day briefing on the sector policy and processes involved. Nevertheless, there is still a serious knowledge gap between national and local levels in terms of understanding the new sector approaches.

Agricultural Policy Sensitisation

A recent FAO Mission, which visited several districts in Mwanza, Shinyanga and Tabora, assessed the current level of awareness by Region and District staff of national agricultural policy and its role in the overall poverty alleviation programme of the GOT. It was found that while the PRS itself has been the subject of extensive promotion and is widely understood, the ASDS / ASDP are not yet well known. The ASDS document was only circulated in late 2002, and insufficient copies are available. No sensitisation has occurred on the elaboration of the ASDS into the ASDP, and what it means for local sector planning. DADP Guidelines also have been prepared but are yet to be widely circulated.

Medium-term District agriculture sector plans are under preparation, however these plans do not yet take cognisance of the policy thrust in the ASDS, nor of the concepts and opportunities

¹ FAO Investment Centre funded by FAO-World Bank Cooperative Programme.

² United Republic of Tanzania, 2001: The Agricultural Sector Development Strategy.

³ United Republic of Tanzania, 2002: The Agricultural Sector Development Programme – Draft Framework and Process Document.

→ Feb 21/03

contained in the ASDP. Following on the forthcoming DADP launching exercise, which will provide a one day briefing to a small number of District staff at zonal level, ~~it is agreed by Government and donors that a follow-up campaign of sensitisation is needed if local agricultural officials, and their partners, are to understand fully the new policy directions and so use them to underpin their local investment planning.~~

Sector Support Database

Stakeholders concerned with planning investment in the agriculture sector acknowledge that an up-to-date and complete ~~database on sector support activities~~ is a much needed tool required for ASDP formulation work. Previously, work to establish such a database had been undertaken by the External Assistance Coordination Unit (EACU) of MAFS, by the ASDP formulation team, and by FAO. An earlier FAO mission, working with the ASDP secretariat, tested forms for collecting the required data from Districts. All of these efforts indicate the importance given to such a task, but so far none of them is complete⁴. The current EACU and FAO databases (both in MS-Access) only contain externally funded projects and for MAFS only. The ASDP team's database is rather more complete, but needs extensive cleaning⁵.

The FAO mission to Tabora, Shinyanga, Mwanza and Mara held meetings with Regional and District agricultural officers from seven Districts. Experience from this exercise suggests that ~~without an extensive follow-up programme of visits to the Regions and especially to the Districts, it is unlikely that the current databases will be completed accurately and on time.~~ A concerted effort will be needed to complete the collection and analysis of agricultural sector support information, to make it available to all parties, and to institute a system for at least annual updating and replication.

With the recent establishment of the ASDP Secretariat, ASDP formulation will now begin in earnest. It is therefore a matter of some urgency that the soon-to-be-established ASDP Task Forces have available an accurate and complete set of information on current sector support.

Objectives

The objective of the proposed project is twofold:

- (i) to sensitise District and Regional government staff on the ASDP framework and process, and
- (ii) to establish a sector database planning and monitoring tool for use by Districts, Regions and National agencies, including the planned ASDP Task Forces.

The rationale for conducting the two together is to make cost-effective use of a visit to every District by carrying out the two tasks using the same logistical arrangements. Both project objectives are also urgent preparatory steps in the formulation of the ASDP.

The exercise would bring important advantages to the Regions and Districts in the form of: (i) instilling greater awareness of the policy framework for the agricultural sector, (ii) providing feedback on sector support information for their own and other Districts and Regions, and (iii) assessing the hardware and software resources of the Regional Agricultural Specialists and the DALDO's staff, with a view to their future strengthening.

⁴ The FAO Office in Tanzania database contains 85 projects records obtained directly from agencies providing external assistance in the sector. The EACU MAFS also has a database of some 48 projects. The ASDP Task Force has assembled the largest database, yet still only some 80 out of 120 Districts have submitted data, and a considerable amount of editing and verification is still needed.

⁵ A copy of all the Access database file [ASDP Ongoing Projects.mdb] is available from Evers / Chapman (through FAO).

The improved database would be made available for all ASDP stakeholders, including the three sector lead ministries, local government offices, non-government agencies and the wider public. Apart from making the data accessible through the training, improved dissemination would be achieved through annual printed updates as well as in due course downloadable versions from the MAFS web-site.

Methodology

Given the scale and urgency of the task, the project will use ~~specialists recruited through a local service provider~~ to undertake the bulk of the work. These specialists would be assisted by staff from the EACU in MAFS, as well as Regional agricultural advisors.

Preparation

The *sensitisation* work will require the preparation of an information package (include pamphlets and posters) on the ASDP policies and processes, in Kiswahili. A standard 2 hour presentation will be prepared, and a schedule of visits to the Districts and Regions arranged by the ASDP Secretariat, through PO-RALG.

For the *sector support database*, the preparation work will involve reviewing and editing the existing databases held by MAFS and by FAO. The initial task would be to merge these into a single information set, and then update them as far as possible with already available documentation.

A 3 day training workshop for the field teams would be conducted on how to carry out the sensitisation exercise and the installation and use of the database.

Prior to the fieldwork, a cover letter signed by the ASDP Secretariat Coordinator should be sent with the database guidelines and forms to all Regional Administrative Secretaries and District Executive Directors (DEDs). A proposed timetable will be included. The DEDs will inform the ~~relevant~~ in particular the heads of the sectors directly related to the ASDP: ~~the District Planning Officer, the District Agricultural Development Officer, the District Cooperative Officer, and the District Land and Natural Resources Officer.~~ The DED must also invite relevant NGO/CBO and private sector representatives.

Fieldwork

The extensive field exercise will :

- (i) deliver a short introductory information and sensitisation campaign on the ASDS / ASDP and DADPs
- (ii) update the current sector support data
- (iii) where computer equipment is available, install the database in Regions and Districts as well as provide training to appropriate staff in its use.

A subsequent follow-up visit would also take place one year later to modify and update the database for the 2004/5 FY. This is not budgeted in this proposal, but would be the subject of a separate proposal.

The main fieldwork will consist of a *two* round exercise, visiting first the District and then later the Region. The first round, at District level, would provide the initial sensitisation on the ASDS / ASDP/ DADP to all DALDO staff and others (DED, District Planners) and would distribute and train staff on the sector support data forms. A second, follow-up visit (after one month) would be at Regional level for selected District staff to return the forms, be trained on the database, and plan for future updating.

Database issues

The database to be used for sector support information must be kept as simple and user-friendly as possible, given that it should be a tool for District, Region as well as National level planning staff. The Districts must be given enough time to gather the information, particularly as some data (for example on NGO projects) are not so accessible. ~~The contents of the database, in essence, will be an inventory of various project investments, with details of funding, timing, location, objectives, implementers, financiers.~~ A specimen form is attached in Appendix 1. Simple summary reports will be produced to suit different users.

A commonly available database software, such as MS-Access, would be the preferred tool. It should have a flexible and simple interface, so that while standard reports are available, the user can also create simple queries and customised reports. Such a choice would also allow linkages to be made with the PO-RALG local government monitoring database that is currently being introduced⁶. This information system, if successfully introduced, will provide an integrated planning and monitoring tool for local government at village, ward and District.

Reports/Outputs

Past experience shows that it is important to consider the use and users of the database before constructing it and collecting data. This means determining the kinds of reports/outputs the ASDP database should produce. The main reports from the ASDP database will be:

- Overview of ASDP projects and activities for locations at various levels (national, regional, districts). The national and regional reports will have fewer details than the reports at the district level.
- Overview of ASDP projects and activities for the various financiers. The reports will show where the financiers are active and provide information in terms of their activities.
- Overview of ASDP projects and activities corresponding to the ASDP sub-programmes and components. The reports will provide information of the coverage of the sub-components, both thematically and geographically.

Costs

Provisional costs are estimated at 274 million TSE. Detailed costings are presented in Appendix 2.

Timeframe and Action plan

The project would require 8 months in total. If preparation work commenced by April 2003, the first results would be available by August and final results by November. Table 1 provides a guide to the actions needed and persons responsible. Terms of Reference will be prepared once funding has been secured (Appendix 3).

⁶ Manual for the Pilot Local Government Monitoring System database, Urban Authorities Partnership Project, Test version 3.00, March 2002.

Continuity

The continued maintenance of the sector support database would be the responsibility of the M&E specialist in the ASDP Secretariat. He/she would ensure wide dissemination of the database itself or summary reports to relevant users such as: ASDP Task Forces, ASLMs, LGAs, NGOs and donors. The cost of annual updating and regular dissemination will be budgeted for in FY 2004/5, 2005/6 and 2006/7.

Table 1 Provisional work schedule (Round 1: District, Rounds 2: Region)

Tasks	Responsibility	Period
1. Secure funding	Donors / ASDP Sec.	
2. Issue Terms of Reference	ASDP Sec	
3. Invite proposals	ASDP Sec.	2 months
4. Bids submitted	Contractors	(April-May)
5. Select and contract the service provider	ASDP Sec.	
Preparation		
6. Prepare ASDP briefing pack / Swahili version	Contractor	
7. Train field teams	ASDP Sec	1 month
8. Modify database and clean current project data	Contractor	(June)
9. Inform LGAs of the programme and plan field visits	ASDP Sec. + PO-RALG	
Fieldwork		2 months
10. Undertake field exercise in Districts (round 1)	Contractor + LGAs	(July-August)
11. Review results and plan for round 2	ASDP Sec.	
12. Plan field schedule for Round 2	Contractor	1 month
13. Undertake field exercise in Regions (round 2)	Contractor + LGAs	(September)
Publish results		
14. Prepare reports/maps on sector	Contractor	
15. Train HQ managers and staff on database	Contractor	2 months
16. Workshop for ASDP Task Forces to discuss and use findings	ASDP Sec. / Task Forces	(October-November)
17. Publish results in brochures and on MAFS website	ASDP Sec. / MAFS	
	Total	8 months
18. Prepare for Round 3 (12 months later)		3 months
19. Undertake field exercise in Regions (round 3)		(July-September)

Appendices

Appendix 1

DRAFT FORM -FOR ONGOING PROJECT DATA

(Please fill one form for each project)

Date.....
District.....
Project number/symbol.....
Project title.....
Total budget (US\$/Tsh).....
Main financier.....
Implementing agency.....
Implementation Status: under preparation... under implementation... closed....
Starting date..... Completion date.....

Specific project objectives:
.....
.....

Location.....

Wards (names)	Villages (total number covered)

Achievements

.....
.....

Constraints

.....
.....

Project coordinator/contact person:

Name:.....
Address:.....
Telephone:.....
Fax:.....
E-mail:.....

Appendix 2. Detailed Cost Estimate⁷

Sanitization and Database on Sector Support Project Cost Estimates

Two visits: first to District level and second to Regional level
(This is the most comprehensive option)

	unit cost	days	no lump sum	cost
1. Preparation				
1.1 Prepare training packages	300,000	7		19,000,000
1.2 Local Consultant	200,000	3	25	1,400,000
1.3 Meeting to brief implementing team	3,000,000		6	15,000,000
1.4 Purchase of laptops				18,000,000
1.5 Disks, slides, paper				500,000
			sub-total	44,900,000
2. Fieldwork				
2.1 Local Consultants Fees	100,000	50	12	60,000,000
DSA	40,000	50	12	24,000,000
2.2 LGA representative DSA	40,000	50	6	12,000,000
2.3 ASI/M / EACU staff	40,000	50	6	12,000,000
2.4 Vehicle-driver	70,000	50	6	21,000,000
Fuel/day	20,000	50	6	6,000,000
2.5 District	5,000	1	200	10,000,000
meal	15,000	2	200	6,000,000
2.4 District staff	5,000	2	280	2,800,000
2.5 Region				
			sub-total	153,600,000
3. Finalization				
3.1 Workshop to share findings			lump sum	5,000,000
3.2 Publications			lump sum	2,000,000
3.3 Training of staff on use of database at HQ			lump sum	2,000,000
			sub-total	9,000,000
4 International TA				
International TA	500,000	days	trips	
DSA	180,000	50		25,000,000
travel	4,000,000	50	2	9,000,000
				8,000,000
			sub-total	42,000,000
			TOTAL 1+2+3+4	249,700,000
Contingency			10%	24,970,000
			GRAND TOTAL	274,670,000

Implementation team:	
communication specialists	6
information database specialists	6
consultant team	12
LGA reps	6
ASI/M staff	8
total team members	24

Notes

translation and copying ASDS / ASDP / Database guide
Work with EACU to update and test database
laptops for 6 teams, (handed to the ASDP Secretariat after use)

Assumed that for urban and rural Districts located in same town, the exercise can be combined, so instead of 110 Districts the budget is set for 100 District visits.

Mobilisation travel of 10 days

First visit to District is for 1 day visit plus 1 day travel between Districts
Second visit to Region is for 1 day plus 1 day travel = 40 days
For 6 teams, the average is 40 days work per team.

Each team is accompanied by 1 Regional Secretariat staff represent 6 ASI/M (inc. EACU) staff

Round 1: travel for District staff and team members (20 persons)
Round 2: 2 District staff travel to Regions for briefing for 2 days
meal for 10 region staff, 2 district staff and 2 team members

10 staff in 120 Districts for 2 days

(FAD TCP)

15 days prepare manual, guide finalization of software
15 days pilot test field exercise in 3 Districts, help prepare team
15 days assist in preparation of reports and maps
5 days prepare and facilitate workshop

⁷ Refer to the file: Sanitization and Database on Sector Support Budget.xlsx