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United Republic of Tanzania
Agricultural Sector Development Programme
(ASDP)

Working Paper on

Monitoring and Evaluation

FIRST DRAFT FOR DISCUSSION

FAO - World Bank Cooperative Programme

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Appendix 3

Draft TOR for the Conduct of an ASDP Sensitisation Exercise and Finalisation of a Sector Support Database

(To be prepared once funding has been secured)

Background

Objective

Scope of Services

Timing

Qualifications and Experience

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1 Summary

The purpose of this paper is to review the current status of monitoring and evaluation (M&E) activities in the agricultural sector in Tanzania, assess trends and achievements, and then draw out relevant lessons and guidelines for the conduct of M&E activities under the Agricultural Sector Development Programme (ASDP). It then identified key tasks for M&E under the ASDP, the roles and responsibilities of different actors, and makes preliminary recommendations on resource needs and training. The draft Working Paper will be discussed amongst the different stakeholders during the early part of 2003, so that it can in due course help provide the basis for implementation of M&E activities under ASDP in its first year of operation, 2003/4.

A wide range of material was assembled from key informants, field interviews and documents on the experience and changes in approach to M&E in the past 5 years. M&E capacity and systems in the Agricultural Sector Lead Ministries (ASLMs[1]) at both central government, regional and district level are reviewed. Information was gathered from ongoing and planned projects, including Mara-FIP, PIDP, TARP II, NAEP II, SPFS, RBM-SIIP, ASPS II and PADEP[2]. Note was taken of the November 2002 IFAD Country Portfolio Evaluation, which included an overview of M&E experience. Also the status of routine data collection under the PRSP/PMMP[3] was assessed, drawing on information from the Vice President's Office (VPO), PRSP Secretariat, UNDP, the Local Government Reform Programme (LGRP) and the National Bureau of Statistics (NBS).

Key points identified include: (i) the decline in M&E capacity in the ASLMs, as staff have left or transferred to projects, while the split into three sector Ministries has stretched capacity, (ii) the centrality of the agricultural sector in the national poverty reduction strategy, yet the absence of a common set of measurable and affordable indicators that measure agriculture's impact on poverty; (iii) the increasingly effective use in several project settings of participatory planning, monitoring and evaluation methods; and (iv) the extensive short-term training being undertaken for M&E staff in the sector, but the overall lack of understanding and use of basic M&E concepts by non-specialists at local and national level.

The paper contains a set of key principles for M&E work under ASDP. It then discusses how these can be implemented, the roles and responsibilities of the relevant stakeholders, and resourcing implications. The role of ASDP Secretariat as regards M&E is one that should focus on (i) screening new projects to ensure that they have measurable objectives, sufficient M&E funding and follow best practice and (ii) aggregating output and intermediate objective results from local government, projects and ASLMs, and feeding these results to national users (PRS agencies) and back to stakeholders through the ASDP Inter-Ministerial Coordinating Committee (ICC) and Agricultural Sector Advisory Committee (ASAC).

The paper proposes a revised intervention logic for the ASDS / ASDP, that places greater emphasis on reaching (and therefore measuring) intermediate outcomes, such as improved service delivery and increased private investment in agriculture. Given the shorter time-frame of the ASDP, the initial focus of the M&E framework (between now and 2005-7) ought to be on capturing these changes. Efforts to measure increased production and profitability, incomes and overall sector growth present significant challenges and will involve several national agencies, of which the ASLMs form only part. A revised logical framework is presented for the ASDP, which drawing on previous versions, tries to

[1] Ministry of Agriculture and Food Security, MAFS, Ministry of Water and Livestock Development, MWLD and Ministry of Co-operatives and Marketing, MCM, as well as President's Office, Regional Administration and Local Government, PO-RALG.

[2] Mara Farmers' Initiative Project (FIP) and Participatory Irrigation Development Project (PIDP), Tanzania Agricultural Research Project (TARP II), National Agricultural Extension Project (NAEP II); Special Programme for Food Security (SPFS), River Basin Management – Small Scale Irrigation project (RBM SIIP), and Participatory Agricultural Development and Empowerment Project (PADEP).

[3] Poverty Reduction Strategy Paper, and Poverty Monitoring Master Plan.

elaborate what will be immediate objective for the next three years, and then elaborates the input and output indicators.

The main area of M&E work will however lie at LGA level, and increasingly at ward and village, as the Government's decentralization plans reach fruition. Under the new District Agricultural Development Plans (DADPs), it will be important to introduce integrated and simple planning, monitoring and evaluation tools, that follow the participatory approaches set out by PO-RALG, and stress the change in role of local officials as facilitators.

Finally, given the human and financial resource constraints, and the scale of change needed across all Districts, the introduction of improved M&E procedures under ASDP must be phased in gradually over the next 2-3 years (in line with local government reforms). The Secretariat should aim to provide a minimum set of quality standards, in the form of an M&E Guideline for use by local government teams by mid-2003. This would contain examples of best practice but still provide for flexibility at LGA level, given the varying levels of resources, capacity and commitment that will be available.

2 Introduction

2.1 ASDP Background

The Agricultural Sector Development Programme (ASDP) has been under preparation for two years. It is founded on two key policy documents, the Rural Development Strategy (RDS) and the Agricultural Sector Development Strategy (ASDS).

"At the heart of ASDS is a sector-wide approach to changing the function of central government from an executive role to a normative one, to empowering local government and communities to reassume control of their planning processes, and to establishing an enabling environment which attracts and encourages private sector investment in agriculture. ASDP is part of the operational response to a set of policies, strategies and initiatives designed to re-orientate and re-invigorate the national economy. The programme is underpinned by national policies supporting, in particular: (i) a focus on poverty reduction; (ii) the decentralisation of many public sector responsibilities to Local Government Authorities (LGA); (iii) increased participation and involvement of local communities in decision making; and (iv) a shift towards private sector leadership in production, marketing, processing and service delivery." (ASDP Framework and Process Document, p.viii)

With the finalization of the Framework and Process Document for the ASDP in December 2002, and the formation of the ASDP Secretariat (January 2003), the ASDP process is now ready to move into detailed formulation during 2003.

Within the policy framework of the PRS, the RDS and the ASDS, which have time horizons of 10-25 years, the ASDP is the implementation framework that will coordinate investment into the sector in the next 3-5 years. The role of M&E, as defined in the FDP, is to ensure that each ASDP intervention meets best practice in terms of:

- sound design and evaluability,
- produces simple but genuine and meaningful performance measures, and
- allows the contribution of the sector to Tanzania's poverty reduction goals to be assessed.

2.2 Purpose of the Working Paper

The purpose of this paper is to review the status of current M&E activities in the agricultural sector, assess trends and achievements, and finally to draw out relevant lessons and guidelines for the conduct of monitoring and evaluation activities under ASDP.

In the preparation of this Working Paper, a wide range of material was assembled from key informants, field interviews and documents on the experience and changes in approach to M&E in the past 5 years. M&E capacity and systems in the Agricultural Sector Lead Ministries (ASLMs) at both central government, regional and district level are reviewed. Information was gathered from ongoing and planned projects, including Mara-FIP, PIDP, TARP II, NAEP II, SPFS, RBM-SIIP, ASPS II and PADEP[4]. Note was taken of the November 2002 IFAD Country Portfolio Evaluation, which included an overview of M&E experience. Also the status of routine data collection under the PRSP/PMMP was assessed, drawing on information from the Vice President's Office (VPO), PRSP Secretariat, UNDP, the Local Government Reform Programme (LGRP) and the National Bureau of Statistics (NBS).

[4] Mara Farmers' Initiative Project (FIP) and Participatory Irrigation Development Project (PIDP), Tanzania Agricultural Research Project (TARP II), National Agricultural Extension Project (NAEP II); Special Programme for Food Security (SPFS), River Basin Management – Small Scale Irrigation project (RBM SIIP), and Participatory Agricultural Development and Empowerment Project (PADEP).

This draft will be discussed by various stakeholders, ASLM management, the ASDP Secretariat and M&E practitioners and then finalized. It is intended to provide a reference and a source of ideas for the subsequent preparation of a detailed M&E Guideline for ASDP formulation teams and implementers.

The list of documents of relevance to the experience and approach to M&E in Tanzania is fairly extensive, and those referred to in this paper are by no means comprehensive. They are however summarised in a bibliography (in Chapter 9) for ease of reference. Copies of all materials used will be available from ASDP Secretariat in electronic or paper form.

3 Current status of M&E in the Agricultural Sector

3.1 Central Government

While M&E is given increasingly more attention in government agencies (and in projects), it remains in practice a low priority activity, and within government is often under-resourced and implemented poorly. This is illustrated by the fact that DPP in MAFS in the nineties was a well-staffed department, and the M&E capacity within that Dept. was relatively high. Support from both the AMSP and ASPSI provided resources to these staff in the nineties. With the ending of these projects, capacity in DPP has fallen in the past 2-3 years, as staff have left, or been seconded to projects.

With the creation of three separate ministries in the sector in 2000 (MAFS, MWLD and MCM), available capacity is stretched further as each ministry has begun to establish its own M&E functions within separate Planning Units.

3.1.1 MAFS

While MAFS retains some 15 staff with M&E responsibilities[5], they are found amongst six different units:

- Sector Monitoring and Implementation Unit
- External Assistance Coordination Unit
- Dept. of Research Planning and M&E Unit
- Crop Extension Services
- Irrigation Services
- Crop Monitoring and Early Warning Unit

The majority of staff in these Units have suitable professional qualifications, and quite a number have benefited from specific training related to M&E[6]. Although it was part of the focus of ASPSI to provide support the a central MAFS M&E function, the systems introduced to capture at central level ASPSI's own regional activities have not been broadened to serve all of MAFS. Rather the M&E functions operate in a piecemeal fashion, tending to grow or shrink in strength with the funding opportunities from various projects (see below).

The Agricultural Statistics Section (MIS and Statistics Units) received significant support under the AMSP in terms of resources and training. However in the past 18 months, four staff have left for the private sector and another four have passed away. 8 new staff have joined and are receiving short-course training and technical support from a local IT company. The lack of external assistance, and the loss of experienced staff, means that the Statistics/MIS sections are yet to fulfil their potential in MAFS. Under ASPS I, a plan to undertake a consultancy to review the future work and structure of the Section was not implemented, and it may be advisable to tackle this task under ASDP (see Table 3 on p. 25).

3.1.2 MCM/MWLD

By contrast, capacity in the MCM and MWLD is still very limited[7] (Appendix 1). MCM has a market prices section, and also co-operatives registration and record-keeping, but no effective M&E function. Information on MWLD is not yet obtained but there is reportedly only limited capacity. Livestock statistics are still managed by the MAFS Statistics Unit, and presents one of the most challenging areas of routine data collection[8].

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[5] Excluding the MIS/Agricultural Statistics staff

[6] Details have been updated by DPP from the earlier work done by Poate and Mutalemwa, World Bank, 2001

[7] Details are too be finalised in the second draft of this Working Paper, following visits to Dodoma.

[8] 'Routine data collection for the livestock sector', by L.Nsiima, MWLD, Powerpoint presentation for a Workshop on Routine Reporting Systems for the PMMP, Bagamoyo, 2-3 Dec.,2002.

3.1.3 *PO-RALG*

In the other lead ministry for the sector, PO-RALG, M&E responsibilities are also divided across different units[9]. A total of six units or sections deal with some form of M&E, namely:

- The Policy and Planning (DPP) 7 staff
- The Local Government Reform Team (LGRT- under the PS) 7 staff
- The Regional Planning Section in DRC 8 staff
- The Management Information System under DID
- The Urban Authorities Section (under DLGC)
- District Authorities Section (under DLGC).

A key thrust of the PO-RALG is the local government reform programme (LGRP), which is managed by the LGRT. Indicators for local government performance have been defined by the LGRT (and form part of the PMMP).

The emphasis on decentralization and on placing responsibility for M&E at district, ward and village, is a critical factor in both local government reform and the ASDP. Both have to address the problem of low capacity. The reform process is extremely challenging, with many steps, with M&E placed at the end of the list of these steps, and hence has yet to receive much attention.

The Agricultural Survey due to take place in 2003 will be implemented jointly by NBS and the MAFS Agricultural Statistics Unit. The planned sample has increased from 540 to 1,300 villages, with a new budget requirement of $1.5 million which is yet to be fully sourced.

3.1.4 *National Poverty Monitoring and Agriculture*

Despite the agriculture sector's importance in tackling income poverty, there are no agricultural indicators in the PMMP core list[10]. Part of the reasons may be that, unlike comparable indicators for health and education, the typical sector performance indicators for agriculture (yields, production, farm employment), because they have to obtained from the private sector (farmers) are not easily collected at the local level.

There is a concern that the shorter-term objectives of sector support are not given enough attention. In other words, input and output measures and final impact indicators are or have been identified and plans being laid to collect them. However, the intermediate objectives which link the outputs [in terms of improved services] to the impact [on increased production and growth and thence on poverty] are not well addressed. This is being understood and the VPO and other's are now beginning to focus on the critical area of access to, use of and satisfaction with services.

3.2 Local Government

At Regional and Local Government, no pure M&E function is currently established, as the Planning Officer covers the overall M&E function, while for the agricultural sector it is part of the DALDO's responsibilities. Under the DALDO, subject matter staffing levels have increased under the reform programme, but their operational budgets are still insufficient.

The DALDO's monitoring systems are yet to be upgraded. They are still based on the traditional monthly reports of agricultural conditions submitted by field agents. Few have yet succeeded in integrating financial and physical reporting, for example, or building in a structured set of M&E activities into the District investment plans.

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[9] Plans are currently in hand in both MAFS and PO-RALG to reorganise to address this problem.

[10] Poverty Monitoring Master Plan, Govt. of Tanzania, Dec, 2001

Transport and equipment are limited unless support from a project such as NAEP has assisted. Computers are generally unavailable to the DALDO, although more are to be supplied through NAEP and other projects. Few have email / internet access except through local private cafes.

Under the RAS, the capacity of the Regional Agricultural Advisor has been weakened following the 1998 reforms, when SMS were transferred to Districts. The remaining sector specialists (usually RAA, and Regional Livestock and Forestry Advisors) have a key backstopping role to play. But transport and equipment is limiting, and many are frustrated as they tend to play a very diminished role. In Shinyanga and in Tabora Regions, the RAAs feel that they act as messengers and data collectors, since they have no budget or influence over District planning for the sector.

LGA awareness of the policy framework for the sector (RDS, ASDS, ASDP) appears to be very thin : the ASDS document has only recently been circulated, reaching Region and District offices in September 2002, almost one year after national release. (In contrast, the advocacy of the PRSP has been much greater). LGA staff also focus heavily on serving their immediate political and financial masters: District Councils and the DED, and give less priority to regional or national policies or initiatives.

The reporting relationships are typically one way: quarterly and annual reports are prepared at the unit/LG level and submitted to the next level of hierarchy. Local government / project reporting suffers from inadequate feedback from either regional or central government.

Box 1 Some recent findings from a field visits to Tabora, Shinyanga, Mwanza and Mara [1/]

- Regional Agricultural Advisors now have minimal capacity, with one Crops, one Livestock and one Forestry Advisor generally per Region. Left behind in the drive to push resources to the Districts, the Regional staff's ability to coordinate and backstop is limited.

3.3

- Capacity of staff in terms of numbers at DALDO level is generally adequate, following the government reforms of 1998, but buildings, equipment and vehicles are inadequate in Tabora, Mwanza and in Mara, but somewhat better in Shinyanga.
- DALDOs focus on planning and reporting to their District Executive Directors (DED) and District Council. Medium-term agricultural plans were being finalised in all the Districts visited, either as part of the LGRP Phase 1 exercise or as a Regional initiative (Tabora). These plans represent locally-owned, medium term thinking for the first time. However, they take little account of the strategies and objectives of the ASDS, nor do they tap into the potential for support from external and local development partners. Plans are costed at between TSh2-7 billion per District over 5 years, but sources of financing are yet to be identified. The plans were prepared with various degrees of stakeholders' consultation, but without using the participatory tools advocated in the soon-to-be-released DADPs Guidelines.
- DALDO approaches to M&E are traditional, with emphasis placed on routine monthly field reporting of crop and livestock data on areas, numbers, production, pest and diseases and weather. Little use is made of those M&E tools routinely used in project environments, such as log-frames, performance indicators or baseline and impact surveys. No specific budget is set aside for M&E, although one or two Districts have plans to strengthen their "databanks" through acquisition of computers and training. The adoption of more appropriate indicators, connected for example to service delivery or the results of investments is yet to take place.
- Knowledge of ASDS/P was either limited or non-existent. The ASDS document was received only around end-September 2002 by the Regions, and only one copy per District was available.
- The gaps found in the Sector Support Database prepared by the ASDP Secretariat are mainly due to the short time frame and communication problems faced by RAAs and DALDOs for information collection.

[1/] FAO/WB Co-operation Programme, 2nd Backstopping Mission, ASDP, November 2002.

le M&E systems are now routinely set up in projects, and with a level of support better than is available for the parent ministry, quite often resources are still inadequate or not in the end used for M&E.

Under NAEPII, for example, only 2 of the 4 planned HQ M&E staff were recruited, and none of the planned M&E officers were provided at District. For TARPII, while staffing levels at HQ were acceptable, the shortage of zonal socio-economists heavily constrained the M&E work at this level. As a result, many of the M&E activities planned under TARP were not fulfilled.

Earlier projects also followed a more traditional approach to M&E. NALERP/NAEP for example uses a pyramid structure of upward flow of information from VEO to Ward, District, Region and HQ. The system suffered from delays, weak analysis of results and a lack of feedback to the field. Similarly, ASPS(I) set up a system to aggregate progress information centrally (in DPP, MAFS) based on quarterly submissions from implementing Districts; however, the reports were often late and some Districts details were missing altogether. It seems that the system did not provide sufficient incentives or feedback to encourage a regular flow of information.

Under ASPSII, this is being tackled by simplifying reporting, providing capacity support direct to Districts, linking finance and physical monitoring more closely, integrating ASPS (a project system) with the LGRP (government system), and allowing flexibility in way in which each District sets up its M&E, based on local capacity.

A key thrust in the recent generation of sector projects is the introduction of increasingly more effective *participatory* approaches: bringing in communities right at the beginning of the project cycle, and adapting and using M&E tools such as the logframe, logbooks, client surveys etc. so that they are understood by local farmers and villagers. Especially worth mentioning in this context are the IFAD-assisted projects, such as PIDP and Mara FIP, where successful and real involvement is reportedly happening in the selection, planning, management, monitoring and evaluation of interventions by user groups[11].

An important point to note is the advantage that many projects have over local administrations in that they can offer concrete assistance without the delays of government funding procedures. This galvanises local groups to carry out the planning and M&E exercises, and possibly distorts their motives for doing so. In addition, if the project is supporting the construction or rehabilitation of an obviously valuable economic asset, such as an irrigation scheme, there is often a greater willingness to participate in joint action and cost-sharing, and so more effective local planning and M&E.

Also note that in the more recent successful cases, such as the IFAD funded PIDP and Mara-FIP, project planning and *M&E staff have worked closely with local government*, rather than remaining isolated inside the project office. Through 'facilitation teams', project staff work alongside local government staff and provide assistance in transport, training and other resources.

Nevertheless, capacity in many Districts to organise M&E data and reports is still limited, and many projects face the problem of overloading the District and Ward staff without providing incentives to carry out the additional work required.

Several new projects are following up this trend in working closely with local government in terms of planning and M&E work, and in the use of participatory methods. They are also making more effective use of tools such as logframes, activity and expenditure monitoring, and are designed to supply results required under the PMMP and ASDP monitoring framework

In the case of ASPS II , the use of 'Ward Facilitation teams' is proposed following on successful previous experience in ASPS I, to ensure the District plans are participatory. A District Agricultural

[11] Lunogelo, B., Review of Experiences on M&E and Impact Analysis of IFAD Supported Projects, IFAD Country Portfolio Evaluation, Working Paper, Oct. 2001

Development Support component will provide funding to strengthen District agricultural planning and monitoring systems[12].

PADEP will also set up District and Ward facilitation teams. Both community and farmer groups will be established to formulate, part-finance, implement, monitor and evaluate specific projects. Village councils will control resources and contract services.

Table 1 A Summary of M&E Arrangements of Ongoing Projects in the Agricultural Sector

Project[13]	M&E arrangements	
	National / Project level	Local level
RBM/SIIP	No M&E Unit but MIS officer prepares reports	Irrigation Facilitation Teams conduct planning and gather progress information with irrigation associations.
NAEPII	Small, national level M&E unit, separate from DPP	Rely on District offices to send data in a generally one-way flow
ASPS I	Reporting of each component coordinated in DPP	Each component reports from Region/District using computerised reporting system.
PIDP	PCU manages M&E system	Scheme level Facilitation Teams (PaMoE) plan with villagers and reporting by group members upwards. Good use of adapted PRA tools.
Mara FIP	Project M&E Unit and project-paid M&E staff in each District	Facilitation Teams plan with villagers; monitoring and reporting done by group members
KAEMP	The Project Facilitation and Monitoring Unit undertakes reviews	District Facilitation teams, Ward level meetings, snapshot impact studies
TARPII[14]	DRD's own Planning M&E section is responsible for TARPII. Work so far concentrates on tracking financial performance, rather than M&E	Annual review exercises at zonal level provide the main tool to gauge progress . Research stations so far do not carry out M&E effectively, due to lack of socio-economic staff or institutionalised procedures. INFORM, a dedicated research MIS tool, is yet to be used effectively. A new Client Oriented approach to research management has been piloted
SPFS	National Management Unit, no specialist M&E function	District teams, oral reporting through extension hierarchy, SLA approach, FIVIMS[15] being introduced

[12] Programme Manual for ASPS II, Final Draft, Min of Finance Tanzania and Min of Finance, Denmark, Dec 2002.
[13] See Footnote 2 for full explanation of acronyms
[14] See TARP II Supervision Report, World Bank, December 2002, particularly the Annex on M&E.
[15] Food Insecurity and Vulnerability Information and Mapping System

4 Lessons learned / Emerging Trends

1. Experience shows that if a project design is weak, in particular the link between activities and objectives is unclear, then M&E fails.
2. In many earlier projects and programmes, M&E was not sufficiently built in at appraisal. Specification of objectives was poor, logframes weak, indicators and data collection methods ill-defined and funding limited. Too often, baseline surveys and participatory approaches were tackled too late.
3. More recently, however, project-based M&E systems are better funded and more successful. They are showing increasing efforts to become more participatory and to link with and support LGA services rather than operate independently of them.
4. A number of small projects (run by NGOs or bi-laterals for example) have reportedly been more effective and participatory in conducting M&E, but their successes and failures and the lessons that they can teach others are not widely shared[16].
5. Government's own M&E capacity however remains weak at national and particularly at local levels. This is a result of qualified staff being attracted to higher paying work, to reforms still being implemented, and to the historical dominance of projects (with their own M&E needs) over routine government activities.
6. Capacity of local government is generally very low in terms of training and experience, as well operational resources. M&E system are given a low priority as there is no strong demand yet for M&E and technical staff are overloaded.
7. Reporting on overall sector performance is generally fragmented : different projects report on their own achievements, but the central ministries find it difficult to collate results. Reporting and disbursement cycles are also usually not synchronised, and this reduces the incentive to report on time and comprehensively.
8. Participation is widely supported, and increasingly effective when supported by a project with external funds. New means of sharing information, planning and reporting are in growing use. These locally adapted tools allow local groups and communities to play a more active part.
9. Developing participatory methods takes time: they need to start before investment begins, and be sustained by adequate support through a project's life.
10. Following the policy shift to provide greater resources and responsibility at local levels, information systems need to be installed and strengthened at district level. At the same time, information flow between village and district needs to improve: be they in written form or possibly by other oral or visual means.
11. District staff involvement in planning and M&E work has been mainly through membership of facilitation teams promoted through projects. There is a need to increase the sense of ownership and confidence within the District Management Team. This in turn implies placing resources for M&E directly in the hands of District staff.
12. Reporting still tends to be late and incomplete, while feedback down to the field level remains weak.
13. LGRP, DDP and DADP Guidelines all stress the need to harmonise data management for planning and M&E of the sector and for national poverty monitoring. This will take time, and there are few examples yet of this happening on the ground.
14. The role of the region in supporting district agricultural plans is not well-defined, and regional staff and resources are very limited. The effects of government reform have been to weaken regional capacity and frustrate staff. Greater operational resources and facilities plus training are needed to raise their effectiveness to a level where they can meet their technical backstopping and oversight role.

[16] For example, the recent M&E workshop convened by MAFS to share monitoring and evaluation experiences at Tanesco on 12-14th November 2002, included reports from only those larger projects discussed in this Working Paper. Yet a large number of small projects were identified in the preliminary ASDP Sector Support Database in mid-2002.

5 M&E Principles for ASDP

1. Allow **flexibility** in M&E design in order to allow adjustments as project implementation unfolds. No single fixed model can be applied. As local government systems evolve, so the scope and complexity of M&E should fit with differing capacities and priorities. Through annual reviews, the Regions and Secretariat can assess the degree of convergence towards a standard LGA system.

2. Encourage the **use of a wide range of participatory approaches** and methods for M&E (written, oral, visual). Seek new ways to improve feedback and information flow.

3. Use **participatory approaches at all stages** of M&E : design, monitoring and evaluation. Follow experience of IFAD projects and others in facilitating local level use of M&E tools (simplified/translated). Also refer to the detailed guidelines and instructions for formulation of DADPs, which is built around a participatory approach.

4. Ensure that there is **adequate funding** of the M&E component in any particular project or LGA DADP. This means that detailed and explicit budgets for M&E must be prepared, and that funds when released should in fact be used on the intended M&E activities and not diverted elsewhere or remain unspent.

5. M&E personnel / specialists should adopt a **facilitatory** role to help others produce M&E outputs, rather than delivering these themselves. Use available pool of expertise in country. Not necessary to have separate 'M&E Unit'.

6. **M&E expertise should be provided on specific task delivery basis**, rather than as a full-time function. This rather than have M&E officers, consultants or in-house specialists should be contracted for particular work.

7. All M&E plans prepared by projects should aim to **fit within the DADP/DDP framework**. Otherwise the sustainability of any system will be in doubt, and the additional workload of reporting to both project and government management will be a disincentive.

8. M&E needs a **champion** (either in the form of a manager or specialist advisor) to ensure sufficient time and resources are given to this activity. Most critically, this championing role needs to be (i) in the ASDP Secretariat and (ii) at District level[17].

9. The key upstream M&E role in the ASDP Secretariat is to provide (i) **normative guidance** on M&E system elements (i.e. advising on best practice regarding such tool as logframes, baselines, participatory field methods, database systems) and (ii) **screening** of new projects or investments.

10. All investments (over ThS 10 million, at whatever level of planning (i.e. whether a village project or a District one), should require a **feasibility study**[18]. This study would include a simple logframe identifying the inputs, outputs, purpose and goal to which the investment is aimed. Indicators will be set and resources earmarked in the budget for the data collection and analysis of those indicators.

11. ASDP **progress reporting** (annual) must concentrate on capturing inputs, outputs and intermediate objectives for the sector. Sector growth and poverty reduction changes will be handled by the routine data and the census and survey arms of the PMMP. ASDP must

[17] The idea of a champion is also stressed in the DADP Guidelines, in the context of introducing new participatory approaches (p.3 of DADP Guidleines, Vol II.), and also by Poate and Mutalemwa, Results-based Monitoring and Evaluation in Tanzania, World Bank, p.19, 2001

[18] DADP Guidelines actually recommend ThS 1 million, but this is likely to create an unrealistic workload for District staff.

concentrate on showing progress in achieving the 'enabling' reforms and delivery of improved services (outputs) and then the use of those reforms and services (intermediate objectives)

12. M&E data providers need to have an **incentive** to provide data. Many of them are usually people who have other jobs to do (such as running a input shop, vet clinic or providing agricultural advice). They cannot be expected to become survey enumerators as well. Either the data must be of direct use to them, or they will receive useful feedback in due course, or they should be compensated for the work involved [19].

13. Aim for a **minimum information system**. During the early stages it may be better to sacrifice volume of data for reliability and completeness. The temptation is to design from the demander's perspective rather than on the basis of what can be reasonably provided. The resulting system is too 'heavy' and collapses under its own weight. Once a system is up and running, it **may** be possible to increase the load but the same principles apply. There is certainly no rationale for collecting data that are never used.*

14. Information has a **strong governance and transparency dimension** which involves reporting to local people. The way in which the information is presented should be tailored to the needs and interpretive skills of the audience. It is necessary to define which indicators will be reported to each stakeholder. *

[19] Points 12, 13 and 14 are adapted from N. Chalmers' paper on Local Government Monitoring: see bibliography

Box 2. A Checklist for Good M&E Design

- Does the intervention have a measurable and realistic objective ?
- Is it clear how the intervention will contribute to the PRS or ASDS policy goals?
- Has a logframe been prepared (for investments above a minimum size)?
- Have target beneficiaries been involved in the design, in the selection of indicators and in the means of measurement?
- Are data collection systems specified and funded ?
- Are responsibilities / roles for conducting M&E defined clearly
- Do the planning and M&E arrangements link up and integrate with the DDPs / DADPs in the targeted Districts?
- Are the timing and the audiences of the progress reports and evaluation exercises specified?
- Is use made of past lessons and existing expertise in the M&E design?
- Are data collection points set at as low a level as possible, in order to avoid errors of aggregation and simplification by higher level reporters ? /1
- Is the information to be collected of use to the collectors themselves? /1
- Is there a facility to audit or quality control M&E outputs? (This may be at the Regional Secretariat for example)? /1
- Are the reports produced by the M&E system available to the service users and beneficiaries? /1

/1 These points were highlighted from fieldwork by D. Cobb and H. Klegg in their paper 'When is a Bridge a Culvert? Establishing a Local Government Monitoring and Evaluation System in Tanzania'.

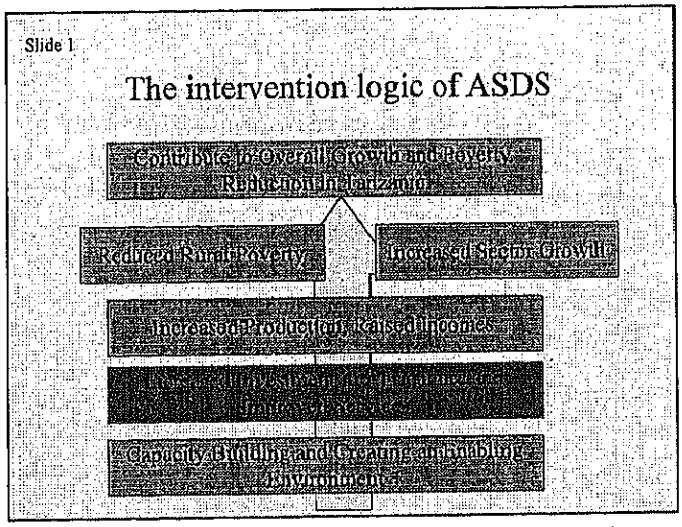
6 Key Tasks Ahead

6.1 Upstream / Planning

6.1.1 *Clarifying the Intervention Logic*

One of the most important contributions that the ASDP M&E system can provide is to help clarify how the various ASDP programmes and sub-programmes will contribute to the broader sector objectives, and how these in turn link to the poverty reduction strategy of the Government.

Discussion at the Bagamoyo workshop on finalising the FDP[20] helped to elucidate the nature of the added value of the ASDP, and how it would contribute to the overall poverty reduction strategy. The workshop drew a distinction between the longer term objective of the ASDS, and the shorter term one of ASDP (with a 3-5 years horizon). It also highlighted the need to insert a missing intermediate link between the main activities specified in the ASDS logframe (reforming the institutional and regulatory framework) and the specified purpose (increasing production and incomes). This missing link, as shown in Slide 1, is the *growth of investment into agriculture and the improvement in services.* Within the first phase of the ASDP (say 2003-2005), and given current District capacities and the extent of reform required, it may be argued that this is a more realistic and measurable purpose for ASDP.



This analysis coincides with a recently published broader assessment of PRSPs in Africa. This study concluded that:

'most PRSPs have a 'missing middle'. They do not spell out how the identified activities result in the achievement of the identified goal.' [21]
In other words:

'there is much less emphasis (in the studied PRSPs) in measuring the intermediate processes that will be necessary to produce the final outcomes. PRSPs are to be reviewed annually, requiring attention to variables that move relatively quickly and provide evidence of real achievements'

See Appendix 2 for a more detailed discussion. A draft ASDP logframe is included in Appendix 3.

6.1.2 *Refining Indicators*

Several documents contain possible indicators for measuring agricultural sector performance (PMMP, RDS, ASDS, LGRP, PER). These indicators measure progress at different levels and through a wide range of collection mechanisms. The different sets are listed in Appendix 4.

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[20] A Review of the Agriculture Sector Development Programme: Framework and Process
Bagamoyo, 30th September to 1st October 2002, Dr. Andrew E. Temu, SUA.
[21] Booth,D and Lucas, H, Good Practice in the Development of PRSP Indicators and Monitoring Systems, WP 172, Overseas Development Institute, UK, July 2002.p.16 and p. v.

The lists are quite comprehensive in their coverage of the main ASDS strategies and ASDP sub-programmes, but need to be refined and prioritised based on both the capacity to collect them and their relevance to the DADPs, as these are formulated by each village, ward and District team.

They broadly fall into four types of indicators, namely:

1. **Input Indicators**: Measuring whether financial commitment and disbursement have reached the budget levels against specific categories of spending. These will be captured through the routine information systems at LGA level and from published government accounts and MTEF/PER reports nationally. Trends in the source of financing for projects is also an important output / outcome indicator, in the sense that increased cost-sharing from communities and growing investment from the private sector are objectives of the ASDP.

2. **Process/Activity Indicators**: Measuring whether actions set out in the work programme have been completed on time and within the budget limit. These indicators will be gathered mainly from routine reporting from the village level upwards. Aggregation will occur at each LGA level In due course, these need to be linked to the financial reporting systems. The MTEF's approach to activity budgeting and quarterly tracking is

3. **ASDS Output / ASDP Outcome Indicators**: These measure: changes in service delivery and use, improved public and private sector capacity, improved regulatory and business environment. These will be collected mainly from administrative sources but will be supplemented by the planned sector surveys in 2003 and 2008 and by periodic surveys and case studies.

4. **ASDS / PRSP Outcome/impact Indicators**: Measuring the impact of the programme interventions on sector growth and particularly in achieving the PRSP objectives of poverty reduction. These will be measured mainly by census and surveys and assessed through the research and analysis group of the PMMP, but some routine data sources will be used[22].

The ASDP M&E framework must try to strengthen the plausible link between carrying out the various programme interventions and the eventual goal of the ASDS. This means that it should focus on the middle two areas, processes and outputs/intermediate outcomes.

The next task is to set targets for the ASDP outcome and output indicators. For example, what levels of service delivery and use should be aimed for? What increases in private sector investment are to be expected in Year 1, 2 and 3? How many acceptable DADPs should be prepared each year? These targets will emerge from the detailed formulation of each component and sub-component of the 3 ASDP sub-programmes.

6.1.3 M&E Screening within Task Forces

During the forthcoming work on ASDP sub-programme formulation, the Task Forces will require support in order to ensure that high quality, evaluable designs are prepared for funding. This would include screening projects under preparation to check they had realistic objectives, a more connected intervention logic (between inputs, outputs and outcomes), better indicators and reporting flows, and participatory elements where possible. The Secretariat would assist by reviewing project proposals, participating in formulation / preparation /appraisal missions, and finally recommending whether a project should be endorsed by the NSC.

[22] The national Agricultural Surveys in 2003 and 2008, conducted by NBS but with MAFS and MWLD field staff, will contain results that will supply the broader poverty monitoring needs established under the PMMP. This will be even more the case if, as is proposed, a poverty add-on module is attached to the national (household) agricultural survey.

6.1.4 *Linking project M&E systems with government systems.*

It has been pointed out that there are difficulties in linking project M&E systems with the existing government planning, monitoring and reporting system[23]. In the past, projects have been drawn into developing parallel reporting systems, providing different reports to project stakeholders and to government. As the ASDP unfolds, project designs will increasingly have to work within the more slowly evolving local government M&E systems[24].

6.1.5 *Sector Support Database*

Currently, little reliable information on agricultural projects and activities is readily available. Moreover, past efforts to collect such information consisted of stand-alone exercises, with no mechanism for regular update. Through the ASDP, a permanent system for collecting, processing, disseminating and using information on agricultural sector activities at the District, Region and National level is being established. This will enable the formulating Task Forces to guide finance and other support to where it is most needed (planning) and will also allow decision-makers to track the spatial distribution of investments at local and national level (reporting).

As part of ASDP preparation in 2002, the Regions were requested to provide data on sector support activities on a district basis. So far, data has been received from 80 districts and over 300 projects. There are, however, still areas of duplication and missing details. The delays in submitting the data from districts suggest that if a comprehensive database on sector support is to be achieved, its value to the information providers needs to be established. Regions and districts in particular will need to appreciate the use to which they can put the database, and why they should maintain it.

During the further formulation of the ASDP, the support database will be completed, and also installed at district and regional level, and staff trained in its use[25]. Linkage with the PO-RALG programme inventory will also be investigated. It will be managed by the ASDP Secretariat and will be available to MAFS, MWLD, MCM, PO-RALG and other stakeholders.

6.1.6 *Information management study*

As noted earlier in 3.1.1, the MAFS, MWLD and MCM statistical services need to be reformulated if they are to meet the needs of the sector, and of other users of agricultural data such as TSED and PMMP. The study would review the current capacity and systems available at national and LGA level in order to information management make recommendations for streamlining and further support.

6.2 During Implementation

LGAs and farming communities will gradually set up appropriate planning and M&E systems, based on the LGRP systems being introduced. If the project designs are sound, and funding adequate, the required improvement in these systems will gradually take place. However, there are many hurdles to overcome before one could realistically expect the full and widespread adoption of these systems. Not least of these is a change in mindset amongst local officials to become oriented to a facilitation

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[23] Review of Experiences on M&E and Impact Analysis of IFAD Supported Projects, Working Paper, IFAD, B.Lunogelo, Agrisystems (E.Africa) Ltd., Oct, 2001

[24] Both PADEP and ASPSII for example stress in their design documents that this will be their approach, and include funding support to train local government personnel, equip them and build up their information systems.

[25] A Concept Note is available from the FAO Representative, Dar es Salaam

role, to accept greater transparency in sharing information and to be ready to measure their own performance in delivering services.

6.2.1 *The DADP Guidelines*

The DADP Guidelines outline the roles of Regional Administrations, District Councils and staff, Ward, Village and Sub-villages in the planning of agricultural investment[26]. Agricultural planning is intended to adopt PO-RALG's standard situation analysis tool (O&OD) and the DADP form a sub-element of PO-RALG's general District Planning approach. The Guidelines reinforce the use of a District core planning team who would led by the DALDO. This team's role would be to facilitate the development of village agricultural plans, and then help to monitor and evaluate them.

Further guidance is contained in the DADP Guidelines, Volume II (see Box 3).

Box 3 Participatory Monitoring and Evaluation under DADPs

The performance of the implementation of the plans should be monitored and evaluated by the implementers and beneficiaries within the normal course of the planning and implementation cycle. The use of Statutory Committees in various Government levels is the basis for participatory monitoring and evaluation (PO-RALG, 2001). This approach is designed to facilitate critical self-auditing, the results of which are built into the plans. Experiences of the first cycle are used to improve the next round of planning cycle, i.e. to update the second and subsequent years of the 3-year rolling plan, and as a means of inducing more realistic and accurate planning in future planning cycles.

The indicators which should be monitored are:

a. Timeliness; whether or not planned activities are implemented within the planned time-frame.
b. Budget Compliance; whether or not activities are completed within the allocated budget.
c. Resources; whether or not the resources agreed to be provided from various sources are in fact provided.

The indicators used for evaluation are:

d. Financial Impact; has implementation produced financial benefits greater or less than expected at the planning stage.
e. Non Financial Impact; has implementation produced the expected physical outcome or not.
f. Cross-Cutting Issues; has implementation had the expected impact on identified cross-cutting issues.
g. Unintentional Impact; detail the positive and negative impacts observed which were not intended during the formulation of the activity plan.

These data may be consolidated at District level to provide an overall District M&E assessment. This exercise should be undertaken by the DPLO, and provided to both the Council and to PO-RALG through the Regional Secretariat.

External experts may be initially required to facilitate the communities to develop a framework for monitoring and evaluation instruments. The O&OD manual also provides some insights of how to come up with a framework for Participatory monitoring and evaluation.
(From Draft DADP Guidelines, Volume II, p.10)

[26] DADP Guidelines, Volumes I and II (draft), by Macpherson Consulting Group, for MAFS, 2002.

6.2.2 *Financial and Physical Monitoring Linkages*

Working towards linking financial and physical / activity monitoring is an area being addressed by several projects including ASPSII, PADEP and also under research, with the CORMA approach. As all Districts will adopt the government 'Platinum' financial softare, so the need to develop standard computer systems to link expenditure data with activity data will be a priority.

A considerable amount of detail has been prepared under the ASPSII design documentation on the formats and processes for 'activity planning and monitoring'[27]. These could be reviewed by the ASDP Secretariat for use in other non-ASPS Districts. In addition, the experience of the first phase of LGRP Districts in using their improved monitoring system prepared by PO-RALG should also be jointly assessed.

6.3 Downstream

6.3.1 *Sector reporting*

Synthesizing the progress of the various ASDP components will be a primary task of the ASDP Secretariat. However, the Secretariat will be heavily dependent on LGA sources, project units and the ASLMs for information, and building up a national and comprehensive picture will take time. In the first year of ASDP operation, it may be more effective if a reporting system is introduced in a sample of Districts. After testing and feedback, the ASDP reporting system would then move to a full national scale by year 2.

The Secretariat will need to organise periodic reviews of progress at least on an annual basis, so that overall performance can be assessed; and data providers given deadlines. These reviews would aim to capture **input, process** and **output** level indicators. It would especially report on compliance by different stakeholders with the implementation schedule, and also on the link between provision of resources and the resulting performance, component-by-component. The target audience would be the senior ASDP policy makers and managers (NSC, ICC, the annual stakeholder meetings (ACS), as well as wider government and donor community. The document produced could be similar in scope to the annual Progress Report for the PRS (see Appendix 5).

Quarterly 'bulletins' or progress statements would also be prepared for the ICC, NSC and ASAC but these would only summarise **input** and **process** indicators. Given the time required to build up local government information systems, full scale coverage of all Districts and Wards would not be available until 2004 at the earliest. The interim strategy will be to ensure that the Regional Secretariats provide a simple bulletin on all sector-related 'projects' in a standard format. This may be initially in the form of an update of the Sector Support Database. The ASDP bulletin report would be available in English and Swahili. The report will be widely shared, with the aim of disseminating it to all LGAs within two months of the end of each quarter.

LGAs need to have a more active role in processing and presenting their own results, and should receive regional and national findings more rapidly. They will accordingly have the opportunity to present their progress reports at national meetings, such as the ACS. They will also need greater access to national databases on the agricultural sector and on poverty such as through TSED, ASDP's M&E reports and the PRS Progress Reports.

6.3.2 *Extracting relevant sector indicators for the PMMP*

The PMMP is interested in showing the performance of the agricultural sector in reducing income poverty, and in doing so at least on an annual basis. The first priority for the ASLMs and the ASDP

[27] ASPSII will be implemented in Lindi and Mtwara Region and Morogoro Rural District as well as some areas of Mbeya, Rukwa, Ruvuma, Tanga and Coast Regions.

Secretariat is to determine what kinds of sector indicators can be realistically collected and reported on and by when. In line with the modified intervention logic suggested earlier (6.1.1), and indeed with experience of PRSPs elsewhere, it would make sense for the focus of attention within the sector ministries and LGAs to be on monitoring their performance in *improving services* and *raising private investment*, at least at the beginning.

Changes in *production*, *productivity* and *profitability* will also have to be considered, since they are the kinds of outcomes needed to link better services to higher incomes / less poverty. Yet, the cost and difficulty of collecting reliable estimates for these types of outcome suggest that they may only be available on a periodic basis or for certain types of production. Careful thought will have to be given to the scope of this level of monitoring. It will also require the use of a range of different methodologies, from formal surveys to participatory assessments.

Part of the solution will come from the further strengthening of LG monitoring systems, which should include better ways to obtain, store and report on *production* levels from the village level (something already planned in the LGRP monitoring system: see Appendix 4). At the same time, the proposed study into improving information systems for MAFS, MWLD and MCM will lead to upgraded data storage and analysis capacity.

Productivity and *profitability* measures may only be obtained on an indicative basis, from specific studies or commodity groups. Their validity is suspect given the variation in conditions within Tanzania, and the emphasis should more be on using these indicators to judge the feasibility of a specific investments (whether using public or private funds) than on trying to employ them as sector performance indicators.

6.3.3 *Impact Evaluations*

Each of the investments prepared for the various ASDP components should include a budget and a methodology for evaluating the achievement of each project or component. This will encompass its contribution to the ASDP's overall objectives, but would also cover other areas of impact that are important, for example any cross-cutting or cross-sectoral aspects.

Baselines: Although the Agricultural Survey for 2003 will provide a national assessment of the state of the sector, as well as other macro-economic reviews and reports such as the PER, it may still be necessary for particular components to include plans to conduct some form of baseline study or review for their sub-sector. In some cases this may already be available, as a result of ongoing projects. Under TARP II for example, the Medium Term Plan for Research is working on a Performance Audit, while there will be other surveys conducted on TARP II's impact which will provide a benchmark for further investment.

MTR: For the ASDP as a whole, a mid-term review is planned that would try to assess overall performance of the sector against the ASDS policy framework and the various ASDP sub-programme objectives and targets. This may involve commissioning special studies and data gathering exercises prior to the review itself. The ASDP Secretariat would need to draw up full Terms of Reference well in advance, and prepare a budget to be agreed by the ICC.

7 Roles and Responsibilities

7.1 Introduction

The principle actors who will be engaged with conducting M&E for the ASDP will include :

1. Planning Commission and MoF responsible for the macro economic planning and the budget allocation and execution under the MTEF/PER
2. National agencies responsible for implementing the PMMP (VPO, NBS, Poverty Monitoring Secretariat)
3. ASDP Secretariat and connected oversight bodies (NSC, ICC, ASAC, ACS)
4. The three sector line ministries (MAFS, MWLD, MCM) – particularly the DPPs in each
5. PO-RALG at national level in terms of its local government reform leadership and for the Routine Data Group; and its local government levels as below:
6. Regional Secretariats
7. District management and committees
8. Ward executives
9. Village/mtaa executive, group and project committees

There different roles are illustrated in Table 2 and elaborated below

The users of the M&E system outputs would include all the public and private stakeholders working in, trading with, representing and financing the sector.

Table 2 M&E Tasks / Responsibilities by Unit / Agency

M&E Task	Min. of Finance & Planning	PMP Working Groups	ASDP Secretariat	ASLMs	Regional Secretariat	District	Ward	Village
Upstream Design M&E framework (guidelines, logframe, indicators, responsibilities) for ASDP implementers		X	X					
Establish criteria / minimum standards for the design of sector interventions			X					
Screen new interventions for their adherence to these criteria (at national and local level as appropriate)			X	X	X	X		
Adequate funds budgeted for M&E work	X		X	X		X		
Beneficiaries involved in design of M&E system						X	X	X
During Implementation Projects and DADP-linked activities follow best practice M&E methods and procedures					X	X		
LGAs implement district plans, maintain progress reporting system						X		
ASLMs conduct capacity building, policy, regulatory reform at national level				X				
Capacity building takes place for Planning and M&E skills at all levels				X	X	X		
Downstream Review and consolidate quarterly and annual reports and make appropriate recommendations to ICC, ASAC, ACS and AFC			X					
Maintain sector support database			X					
Organise periodic reviews and commission impact assessment studies		X	X			X		
Assess sector performance in terms of its contribution to the Poverty Monitoring Master Plan and the RDS	X	X						

7.2 National Agencies (PMMP Working groups / VPO / NBS)

The responsibility for tracking sector performance at the national level in terms of the indicators set for the RDS/ASDS will rest with the VPO and the Working Groups under the PMMP. This principally includes both the Census / Survey and the Routine Data Working Groups, although the Research and Analysis Working Group will be responsible for analysing sector results and feeding them into the TSED. The Census and Surveys Group will, as regards the Agricultural Survey of 2003 and 2008, involve the MAFS Statistical Unit as well as selected ASLM field staff in the sampled locations.

NBS is also undertaking several other national surveys that aim to produce baseline estimates for a number of critical household, ward and district indicators. These include the National Population and Housing Census (2002), Demographic and Household Survey (2004) and Labour Force Survey (2005), Household Budget Survey (2006)

7.3 ASDP (Secretariat and ASLMs)

Within the ASDP Secretariat, the M&E function is envisaged as taking place in four 'upstream' and two 'downstream' areas.

The upstream areas are (i) the development of an M&E framework for ASDP, together with an M&E Guideline for project designers and managers/implementers, the drafting of an ASDP logframe, and criteria for project design. (ii) Once these are in place, the Secretariat should then provide a quality control function. This would involve reviewing projects under preparation in order to check that they are in line with defined sector policies and that they have sound objectives, M&E arrangements and funds. (iii) The Secretariat would also be responsible for capacity building activities that supported better M&E understanding and practice for Regional and District Planners and Agricultural staff and staff in project implementing units.

The key area of sector monitoring for which the NSC/ICC of the ASDP, through the ASDP Secretariat, should be accountable, is in measuring the inputs, processes and outputs of the various sector initiatives that should in turn lead to the PMMP goals. As the ASDP Formulation Teams identify and prepare ASDP sub-programmes, so the details of these will be further defined. Some of them would have to await the full resolution of locally-developed investment plans, and would depend on choices made in the future by communities and local authorities. Indicative types of inputs and outputs have been suggested in the ASDS logframe and in the PER for Agriculture.

7.4 PO-RALG

PO-RALG is a key ministry for the improvement of routine data collection systems. Building on the LGRP, which has defined a set of key progress indicators, PO-RALG is currently introducing a standardised Local Government Monitoring System. It is designed to place in the hands of all District management teams an integrated and simple computerised information system that will be relevant to their needs as well as provide information for the national PMMP. The system collects information at the lowest level available, with entry formats for ward and village, and suitable reports for users.

Substantial investment is now required to build capacity and provide equipment to implement this routine monitoring system.

7.5 Regional Administration

The main role of the Regional Secretariat is, through the Economic Development Support Services Dept., to assist Districts to improve their planning, monitoring and evaluation. This should take the form of:

- identifying current manpower gaps and assisting in sourcing temporary alternatives
- identifying skill gaps and help organise training opportunities
- monitor District performance, in terms of the quality of their DADPs, timeliness and completeness of reports
- compile results and ensure consistency of reporting.

To fulfil these responsibilities, Regional Agricultural Advisors will need to receive sufficient operational support, so that they can communicate with and visit their Districts, and undertake regional analysis and reporting.

Regional staff themselves will need some further capacity development, depending on their experience.

7.6 Districts

Since the bulk of ASDP investments is expected to be in Programme A (District and Field level support), the greatest effort required for M&E will be *strengthening local capacities at village, ward and district.* Current trends in M&E practice in the sector already underline this emphasis, and further attention and funding is expected to focus on this critical area.

The local government reform programme (LGRP) stresses the people-centred nature of future development efforts in Tanzania, with central government providing only a guiding role and local government authorities taking the lead in the planning and use of human and financial resources.

The LG Monitoring system will take the lead in terms of setting up a single integrated MIS for planning as well as the monitoring of progress regarding inputs and outputs. Externally-funded projects will avoid parallel information systems or reporting procedures, and instead build capacity in the LGAs.

As noted by the draft DADP Guidelines, the DADP should form an integral sub-set of the overall DDP. The process will be participatory and allow village communities and wards to formulate their own plans while working within the annual government planning cycle. The Guidelines note however that the details of the planning methods to be used are still be clarified and standardised across sectors. For example, many projects are currently using various participatory approaches that may or may not tie in with the O&OD method to be adopted by Districts nationally.

7.7 Wards / Villages

Key actors here include the village and ward officials, and the field extension staff. It is noted that as technical services are reformed in the agricultural sector, field personnel will take on a more facilitatory role, rather than a purely technical advisory one. The skills required to help farmer groups formulate needs, define and plan interventions and then monitor their progress, will have to be acquired by the frontline field staff. That this can happen, has been demonstrated already in several successful recent projects.

8 Resourcing and Implementation

8.1 Elements for support

8.1.1 Existing Support for M&E

A number of current and planned projects provide resources that are being used or are earmarked for improving M&E capacity. Many combine support to selected Regions and Districts with an element of national capacity building. For example:

- ASPS II is planning to support District M&E in 4 Regions with training, equipment
- PADEP is to provide support to 45 Districts over 5 years with funding for M&E training, equipment and surveys
- EU, IFAD and AfDB have earmarked substantial funds for similar District level programmes in the sector and based on past experience, will be willing to support M&E activities

As yet, detailed M&E budgets have not been prepared. The ASDP Secretariat, with the assistance of the ASLM DPPs and MoF, will need to guide the different M&E funds that are likely to be available and try to ensure a degree of consistency of approach, unit costs and geographical balance, and guide project formulation to take account of any overlaps and gaps identified.

8.1.2 Support to the ASDP Secretariat

As proposed in the FPD, the Secretariat would be staffed with 5 long term positions: a Coordinator, Programme Officer, M&E Specialist, a Communication and Advocacy Specialist and a Finance and Admin Officer. Each of the team will undertake some aspects of M&E: whether guiding sound project design, tracking financial performance, sharing reports with stakeholders or coordinating evaluation studies. For this reason, they should all become familiar with the M&E standards and best practices, as articulated in this Working Paper and the subsequent M&E Guideline. Each member should be able to use this knowledge as they work on project formulations, brief consultants, take part in District visits, or report to the ASDP steering committees.

The M&E Specialist will provide the central point of reference for the ASDP M&E design. His/her TOR (Appendix 6) will concentrate on the upstream side on elaborating an M&E framework (guidelines, core indicators, timeframes, responsibilities), quality control of projects under preparation, and support to LGAs in improving M&E design and systems. On the downstream side, work will revolve around the consolidation and presentation of progress reports, maintenance of the sector support database and commissioning / facilitation of studies (MTR, baseline assessments, ad hoc surveys and impact studies). Additional tasks include coordinating a study of ASLM information systems and management needs in order to rationalise / strengthen the current systems and staffing, maintaining a panel or roster of M&E experts, and sharing experiences with and learning from other ASDP programmes in the region.

The M&E functions in the Secretariat would involve considerable travel and an extensive guidance and management of consultants, who would carry out many of the technical activities described. It is probable that these tasks will prove too demanding for one person, and there could in due course be a decision to appoint a second person.

At this stage, given the many details of ASDP formulation that are still be elaborated, only a very preliminary assessment of resource needs has been made and only for Year 1 (2003/4). This is given in **Table 3**.

Table 3 Provisional Estimate of M&E tasks, timing and costs for first year (2003/4) of ASDP operation [1]

Task	Timing	Method	Resources required	Budget $ '000
1. Preparation of M&E Guideline	3 months (Mar-May 2003)	Build on M&E Working Paper, discuss with ASLMs and donors	Local consultancy	20
2. Set up and periodically update ASDP logframe, indicators	Annually. By June 2003 for first round	1or 2 day workshop to agree with NSC, ICC, PMMP, ASLMs on sector performance measures	Facilitator with Logframe skills, workshop costs	10
3. Project Screening for sound M&E features and funding	Ongoing	Work with Task Forces, preparation missions and selected Regional and LGA teams	Use a panel of reviewers (consultants paid on piece work basis or retainer)	30
4. Support to Regions and Districts in MIS / M&E Design	Ongoing	Rounds of training co-ordinated with PO-RALG & LGRP. Exchange visits.	Travel and DSA, funds for training events, using local consultants + ASLM staff	50
5. Study on information needs in ASLMs	2 months	TOR	Int. / Local Consultancy	30
6. Consolidation of Progress Reports	Qtly	Prepare summary reports for NSC, ICC, ACS. ASLMs and RAS to facilitate	Local consultant in first year then focal points in DPPs of the ASLMs, printing, travel	10
7. Set up and maintain sector support database	Initial fieldwork 3 months, then regular updating	Visits to all Regions and Districts to collect information and install database. Submission of forms quarterly thereafter	Local consultancy to design and implement. External funding would assist	150
8. Facilitate the Mid Term Review	2 months in Year 3	Draft TOR, coordinate fieldwork and reporting	Consultancy team with representatives from public and private sector	-
9. Commission baseline assessments	Ongoing	Assess current service and delivery levels through available sources (inc. 2003 Agricultural Survey)	NBS and local consultants	30
10. Commission 'impact' studies		2008 Agricultural Survey.	From year 2 onwards	-
11. Maintain M&E panel	Ongoing	Keep a database of cvs and use for assignments as needed	Minor administrative costs	2
12. International meetings and tours to exchange M&E ideas	Annual	Write paper and attend meeting	Travel and DSA for 1 national, 1 regional and 1 district planner/M&E staff	10
13. Provisional total Year 1				342

[1] Several of these tasks will require TOR and detailed costings. These include Tasks 1 and 5. Task 5 had TOR prepared under the ASPS I, and will now need revising. A concept note is already prepared for Task 7.

8.1.3 *M&E Support to Regions*

The TOR of the Regional Agricultural Advisor (RAA) need to be reviewed, to ensure that the duties of the post are reasonable and that the staff are not being both overloaded and under-funded. It would make little sense to request these staff to provide an M&E quality control function for Districts if they already are stretched in performing their other technical support duties.

Where Regional Advisors do have capacity to undertake M&E functions, then funding will be need to boost skills and equipment, based on an agreed work plan. Their M&E role would include :

- the quality control of District plans and ensuring M&E best practice is reflected in DADPs
- aggregating District plans and budgets
- synthesising progress reports
- maintaining a database on projects
- facilitating regional surveys of outputs such as service delivery and use
- facilitating skill learning of District personnel.

8.1.4 *M&E Support to Districts*

This level will require the greatest assistance if the planned LG M&E system is to take off. PO-RALG will take the lead in building capacity and guiding the adoption of the new District, Ward and Village planning as well as M&E procedures.

The DADP Guidelines recommend that the better funded and supported Districts be the first to develop their DADPs, with all the new elements, including participatory monitoring, village databases, vision setting etc.. For example, Districts that already have been supported by ASPS I, and others (UNDP, UNICEF, DfiD. JICA), and especially those that are engaged in the first phase of the LGRP, could act as models for others to follow in due course.

8.2 Training needs

M&E understanding and capacity needs improvement at all levels – village, ward, district, region and national level. The greatest training need is at LGA level. The ASDP Secretariat will have to elaborate with the LGAs a targeted programme of capacity enhancement to ensure that DADPs are well prepared and that all ASDP interventions, particularly those falling under Sub-Programme A, follow good practice.

The ASDP Secretariat will have its some M&E capacity, but in order to deliver the required training and support, an M&E **roster of experts** will be set up and maintained by the Secretariat. The roster would provide a source of recommended experts for consultancy assignments on a wide range of tasks:

- conducting training programmes at national or local level
- facilitating LGA management teams
- preparing manuals and formats
- designing, installing and supporting database systems
- assisting in data analysis and reporting
- conducting surveys and impact studies
- attending various workshops and meetings on M&E issues.

Three of the most critical areas are described below

8.2.1 *LF training*

Following the example of Mara FIP and PIDP, suitable materials and training approaches should be introduced that present LFA techniques in a style that local groups and field staff can appreciate and use. A body of material is already available together with experienced consultants, and these may be used as resources for other projects and Districts to build on.

8.2.2 *Participatory M&E methods*

Many projects now employ a variety of participatory tools, and there is a substantial pool of in-country expertise available from NGOs, consultants and others. The Secretariat will need to coordinate the documentation and sharing of the most effective experiences, and help project designers and implementers access the expertise.

8.2.3 *Information systems*

The greater use computers in information handling will be a key to improving M&E particularly in local government. Districts are generally poorly equipped in this regard, and yet IT systems are becoming cheaper and more robust, and their use will grow rapidly across the country. A co-ordinated programme of IT development must be undertaken in the first three years of ASDP, in order for Districts to meet the challenge of their greater responsibility for monitoring their own services and reporting.

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Appendix 1

Notes on M&E Capacity and Skills within the Agriculture Sector Lead Ministries

(To be completed)

Appendix 1

Notes on M&E Capacity and Skills within MAFS[28].

Despite the fact that a considerable number of qualified and experienced staff have left MAFS in the past ten years, the average level of professional qualifications in the Units dealing with M&E in MAFS is high compared to other government agencies. Several staff have also undertaken specific short-term training in M&E. A few sections are specifically called M&E, and in several places the staff are effectively assigned certain M&E responsibilities.

Many of the departed staff work in donor-funded projects on a contracted or seconded-basis, while others now work for donor or NGO partners. Others now operate as consultants and/or academics. The DPP has proved a very fertile ground for the growth of M&E skills over the years, and the result is the availability of a considerable pool of expertise in Tanzania to provide services in one way or another to the sector.

SMIU has two Experts, one with an M.A. (development studies) and one with an M.Sc. in agricultural economics. The head of the unit attended a 3-months course in agricultural development management in 1994. The second attended a one-month M&E course in August 2001. SMIU have concentrated on ASPSI progress reporting in the recent past, and are likely to continue this work for ASPSII.

The **ASU** has 19 approved positions of experts, excluding secretarial staff. The current staff complement is 12, i.e. 7 positions are still vacant. 6 of the staff have at least a Bachelor's degree or equivalent, 2 of them have a Masters degree. All the staff have been given relevant training in specific skill needs related to M&E, including: survey design (4), data entry (4), statistical analysis (5), computer skills (9), MIS (3) and report writing (8).

The Extension Service Section under the Crop Dept. has got only 3 staffing positions involved in M&E functions. The officers have M.A. (1) and M.Sc. (2) in agricultural economics. One of them attended a short course in M&E in rural development projects. Their main work has revolved around the M&E of NAEPII.

EACU has three staff. All have M.Sc. degrees: in agricultural economics. None has been exposed to specific M&E training. Nonetheless, they have acquired skills on the job in capital budgeting, MIS and report writing. With ASPSI support, a project database was set up for the Unit to manage, with design and training provided by a local software company. This database however has not been maintained, and is very incomplete, with only 48 projects entered so far[29]. The Unit has not received further funding to collect data.

The **PMEU** in **DRD** has six officers, one of them with a Ph.D. in Economics and four with masters degrees in either economics or agricultural economics, and one with a B.Sc. in engineering. Three have attended relevant short courses in skills: three in agricultural project management and one in project monitoring.

The **Irrigation section** has one expert with M.Sc. Agricultural economics. He has not received M&E training.

[28] Staffing details have been updated from Annex 6 of D.Poate and D.Mutalemwa, Results-based Monitoring and Evaluation in Tanzania, World Bank, 2001

[29] See the Concept Paper for the Completion of the Agricultural Sector Support Database, FAOTANZ, December 2002.

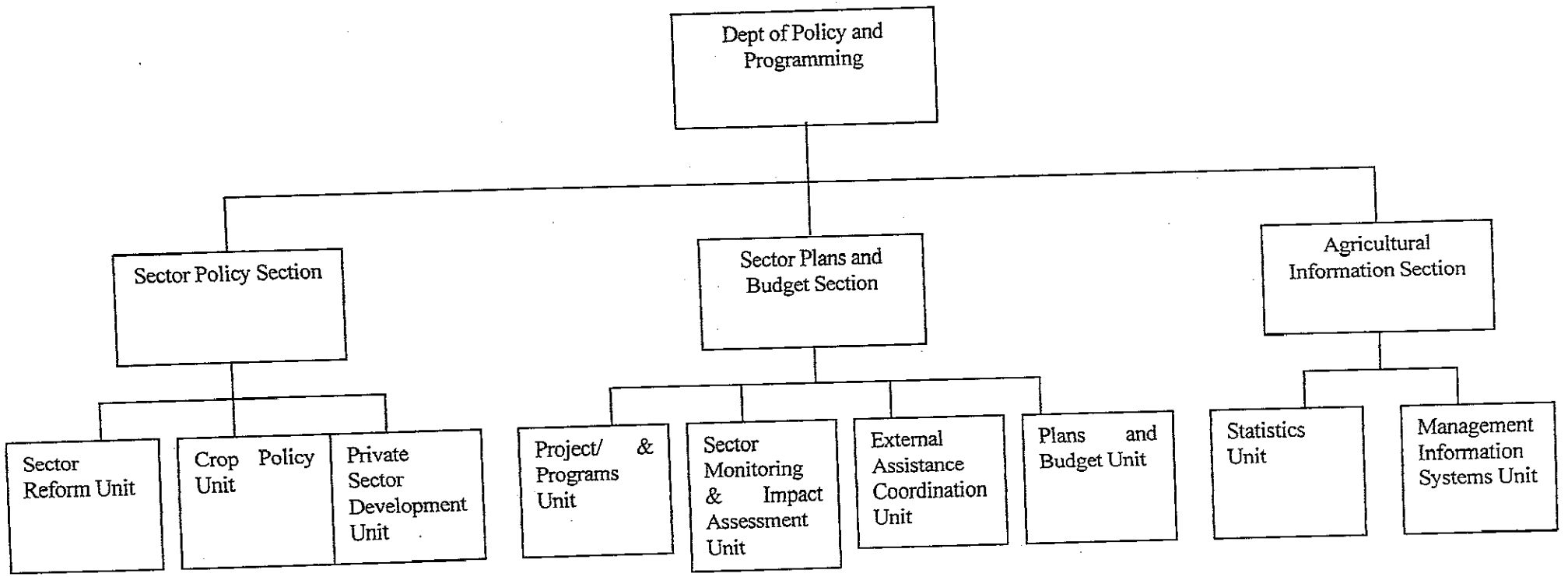
MWLD
To be completed

MCM
To be completed,

PO-RALG
To be completed .

(But see Poate and Mutalemwa's paper for the status in 2001).

Organisational Chart for the Policy and Programming Unit in the Ministry of Agriculture and Food Supply (MAFS)



Appendix 2

Improving the ASDS/ ASDP intervention logic

Appendix 2

A Critique of the ASDS intervention logic

Given that ASDS provides the framework for the ASDP, it is relevant to examine the intervention logic of the ASDS log-frame, in order that its operational tool, the ASDP, also makes sense and is evaluable. The ASDS log-frame (in Annex 3 of the ASDS document) has the following goal, purpose and objectives:

Goal: "Contribute to overall GDP growth, national and household incomes and growth in export earnings".	• Real agricultural GDP growth from 3.6 per cent p.a. to 5.0 per cent p.a. by 2005/07
Purpose: "To stimulate and facilitate agricultural sector growth and reduce rural poverty".	• Population below poverty line from 48 percent to 24 percent by year 2010. • Rural population below basic poverty reduced from 57 percent to 29 percent by year 2010. • Reducing proportion of food poor from 27 percent to 14 percent by year 2010.
Strategic Objectives: 1. " To create an enabling and favourable environment for improving productivity and profitability of the agricultural sector"; and 2. " To increase farm incomes in order to reduce rural poverty and ensure households food security".	? ?
Outputs and interventions by Strategic Area	

A 'purpose' in a log-frame context should be achieved by the end of the ASDS time-frame. What is this time-frame: 5 years or 25 years? The indicators given are measured in 2010 – or 8 years from now.

The Purpose indicators given relate to reductions in rural poverty. No indicator is given for the growth element of the purpose – this is found in the overall goal

There are no indicators given for either of the strategic objectives. What then is the status of these objectives – are they to be assessed and if so how?

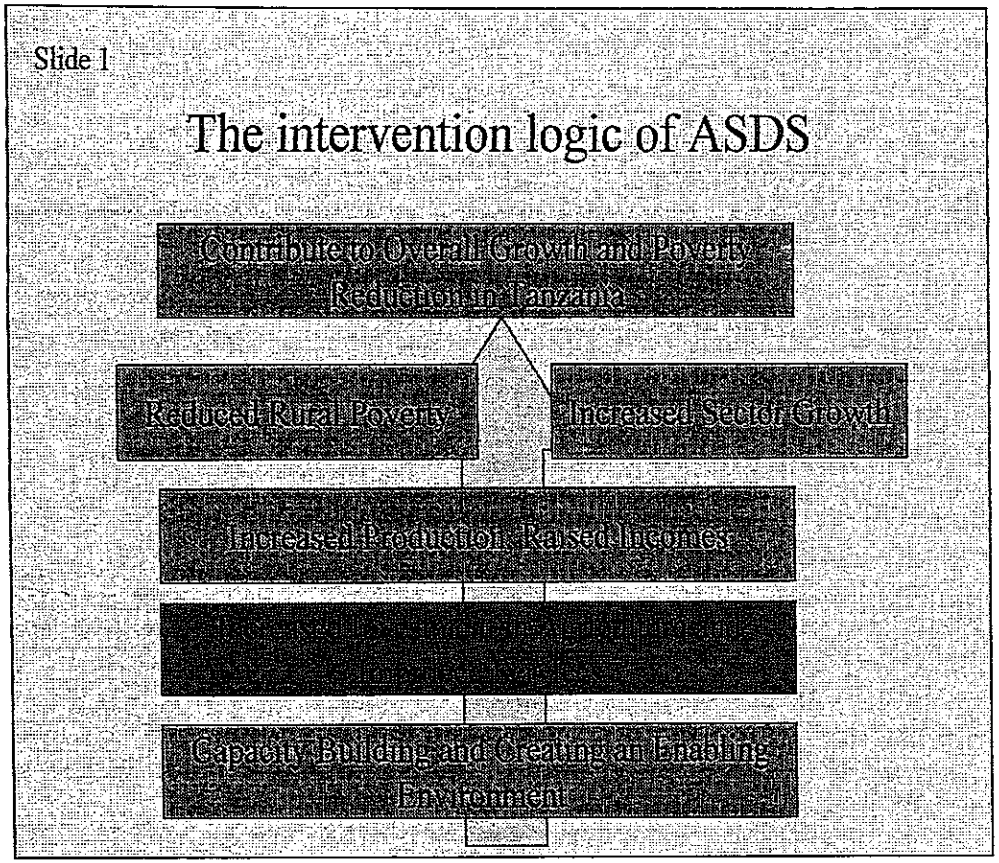
The two Strategic Objectives are contrasting, and indeed it could be argued that the second follows from the first

Nearly all of the Output level interventions contribute to only the first strategic objective. Only a few of the specified actions refer to productive investments that lead to farm income growth (livestock disease prevention (3.5.3), improved use of mechanization (3.8.1).

Some Outputs that are stated as enhancing institutional activities have indicators that do not measure these, but instead jump to the next level of changes in production (for example outputs 4.7.1,2,3 are not measured by the suggested indicators.

Improving the ASDS/ ASDP intervention logic

A reformulation of the ASDS log-frame is required in order to clarify the logic and then set appropriate indicators. Slide 1 illustrates how this logic may be improved. The red bar introduces the missing link – that of increased investment in agriculture and better agricultural services occurring – so that production and incomes can rise.



The ASDS intervention logic may be refined as follows:

'*through enhancing the institutional and regulatory framework* (activities), *increased investment and better public services will occur* (outputs) *that will in turn lead to greater production and profitability* (purpose), *higher incomes and so sector growth and reduced rural poverty* (goal)'.

This is then elaborated in Slide 2 to show the intervention logic of the ASDS with the purpose set to be achieved by 2010 as rural poverty reduced by agricultural sector growth.

It would then be appropriate to set the ASDP intervention logic within the ASDS, but with a *shorter time-frame* and with a *more modest objective.* In a 3-5 year time frame (the initial ASDP period), the measurable purpose of the ASDP may be conceived as the 'output' of the ASDS: i.e. increased (private sector) investment in agriculture and better (more efficient and cost-effective) public services. This is illustrated in Slide 3

For future phases of ASDP, as implementation is underway and the planned reforms begin to take effect, the immediate objective could be raised to match the ASDS objective.

Since the ASDP places greater stress on investments on district level productive activities (with an indicative 70% of funding), the outputs of the productive activities will need to be identified and indicators defined. However, many of these will only be identified once the DADPs have been formulated

Slide 2

Revising the ASDS Log-frame

Goal
The agricultural sector contributes to overall growth, national household income and export earnings

Purpose
Rural poverty reduced as a result of agricultural sector growth

Results
Increased productive investment in agriculture through higher private sector involvement and more efficient public service delivery

Activities
Enabling environment for agriculture at local and national level:
- Policy, regulatory framework
- Research, advisory services
- Incentives, markets, finance etc.

Inputs

Slide 3

Developing an **ASDP** Log-frame

Goal
Rural poverty reduced as a result of agricultural sector growth (by 2010)

Purpose
Increased productive investment in agriculture through higher private sector involvement and more efficient public service delivery (by 2005: 3 years away) 2003-2007

Results
Environment for agriculture at local and national level enabled:
- Policy, regulatory framework
- Research, advisory services
- Incentives, markets, finance

Activities

Inputs

Appendix 3

ASDP Logical Framework (Draft)

Appendix 3

A Logical Framework for ASDP

(First Time Slice 2003/4 –2005/6; Second Time Slice 2005/6 – 2007/8)

The logframe on the following pages draws on the earlier logframes prepared in the RDS, ASDS and PER. Because the ASDP is envisaged as a three year rolling investment programme, in line with the MTEF, it distinguishes between a shorter-term (2005) and a medium-term purpose (2007).

Setting objectives

The shorter term objective identified is increased investment in agriculture. This would be the specific and measurable objective to be reached within the next three years i.e. by end of FY 2005/6. The changes introduced by the different sub-programmes in creating an enabling environment, increasing commercial attractiveness and improving services to agriculture should all lead this outcome. The MTEF targets that have been set for the sector (Total ASDP funding of TShs billion 93, 107 and 121 over next 3 years can be used for the present as indicators. However, this only reflects government and donor funding. The true level of investment would have to capture private sector investment as well : not any easy task, but one that needs to be attempted by sector economists.

The medium term purpose is for production and profitability to rise and produce higher incomes in the sector. Various sources of data would be used to measure these, but their accuracy will need to improve if reliable national estimates are to be obtained. Strengthening of the different surveys and routine data systems will take place over the next 2-3 years so that by the MTR (expected in 2005/6) and then by 2007/8, sound estimates will be available.

Defining Indicators

In line with the PER logframe, two types of indicators are identified: those relevant for annual measurement and reporting, and those that may only be measured affordably on a periodic basis or by the mid-term stage of the ASDP.

The annual indicators (Column 2) concentrate on the inputs, activities and processes of the ASDP sub-programmes. Many of these would also be reported on a quarterly basis where available.

The periodic indicators (Column 3) would be those typically measuring outputs and outcomes. The cost of collecting these would be higher and would require new methods/approaches to be adopted by Districts and projects.

The responsibility for working out detailed targets and responsibilities will fall to the Task Forces during sub-programme formulation. The Task Forces defined so far (three) are identified for each sub-programme. Indicators for sub-programme 5 (on Cross-Cutting aspects) still need elaboration.

Logical Framework Agricultural Sector Development Programme : First Time Slice 2003-2005, Second Time Slice 2005 – 2007

Narrative	Annual Inputs / Activities	Outputs / Outcome	MOV
Goal (to be achieved by 2010) Rural poverty reduced as a result of faster agricultural sector growth		• Population below poverty line from 48 percent to 24 percent by year 2010. • Rural population below basic poverty reduced from 57 percent to 29 percent by year 20 • Reducing proportion of food poor from 27 percent to 14 percent by year 2010.	National surveys conducted within the PMMP
ASDP Purpose (to be achieved by 2007) Greater agricultural production and profitability, higher farm incomes	• Government MTEF /PER targets for the sector are met: (617 TShs billion total over next 5 years for ASDP)	• Real agricultural GDP growth from 3.6 per cent p.a. to 5.0 per cent p.a. by 2005/07 • Growth in production, profit and income (levels to be defined by various sub-programmes / projects but which are sufficient to achieve the GDP growth target above)	National economic reports: PER. Planning Commission Agricultural Survey 2003, 2008; Crop Monitoring and Early Warning Unit, MAFS, Agric. Stats Units MAFS and MWLD. Ad hoc studies
ASDP Purpose (to be achieved by 2005) Increased productive investment in agriculture (through higher private sector involvement and improved public service delivery)	• Total ASDP funding of 93, 107 and 121 TShs billion over next 3 years	• Private sector investment levels rise (targets to be set commensurate with achieving the growth in production required above) • Access to, Use of and Satisfaction with agricultural public and private services	MTEF/PER reports TCAL / TCCIA / TIC reports Mid term review in 2005, supplemented by periodic surveys

Narrative	Annual Inputs and Activities	Mid Term Review 2005 / Periodic Surveys of Outputs	MOV
Sub-Programme 1. Strengthening institutional and regulatory framework [Components A2 and B1 : Task Force 2]			
1.1 ASDS coordination framework established	• ASDP and PER prepared and operational on time • Guidelines for DADP published • Number of districts preparing operational DADPs • Annual Conference of stakeholders held • No. of CSOs representing rural poor at ACS • Proportion of rural poor represented at ACS • Special education programmes on roles and responsibilities of actors implemented	• No of DADPs rated as acceptable • No. of DADPs where expenditure matches budget • Funding targets met	LGA Reports, Regional Sec. reports ASLM Reports
1.2 Capacity of lead ministries strengthened	• No. of staff trained in policy formulation and analysis, strategic planning and management • No. of staff trained in poverty alleviation policy formulation and implementation*	• No of staff retained and satisfied • Adherence to standards of quality, grading, measures and labelling for inputs and outputs	ASLM Reports
1.3 Capacity of Regional Secretariats strengthened	• Additional technical staff deployed. • Logistical support increased	• Quality of Regional support raised • Rate of turnover for professional staff and number of unfilled vacancies • DADP indicators as above	LGAs ASLM Reports
1.4 LGAs' capacity strengthened	• Number of field staff retrained in technical, managerial entrepreneurial and regulatory skills • Participatory planning sessions at village, ward, district level • Equipment, offices and transport	• Legal empowerment for LGAs to enforce regulation and standards in place. • DADPs prepared and operational • Village Land Use Plans	LGA Reports. PO-RALG Reports. Village Registers

	upgraded • Increased use of NGOs, CSOs, private sector	prepared	
1.5 Farmers' organisations promoted	• Number of registered members in grassroots farmer organisation*s • Capital contribution by members • Number of organisations with audited accounts	• Financial sustainability of farmer organisations.	
1.6 Capacity of the private sector improved	• Favourable legal environment (see 2.0) • Training conducted • Number of public/private sector meetings and planning sessions for the sector	• Number of business start-ups in different categories – e.g. production, transport, processing, input supply • Number of private professionals – e.g. vets, extension staff, land surveyors	LGA Reports ASLM Reports (Privatisation Units, PASS) TCAL/TCCIA Reports.
1.7 Capacity of CSOs improved	• Training events conducted • Number of meetings and planning sessions held between CSOs and public sector for agriculture • Number of partnership arrangements between CSOs and LGAs for the delivery of support services to the agricultural sector	• Quantity of services delivered by CSOs by category: participatory training, studies, campaigns	LGA Reports ASLM Reports
1.8 Improved media coverage	• Number of articles on agricultural sector and rural development issues appearing in media	• Greater readership amongst poorer sections of rural community	Press cutting services
1.9 Effective Land Survey Service in place	• Reports of studies completed • Government agricultural land survey services reorganized / rationalized	• Uptake of land survey services by smallholder farmers	
Sub-Programme 2. Creating a favourable environment for commercial activities [Components A4 and B3: Task Forces 2 and 4]			
2.1 Sustaining macro-economic stability	• Trend in lending interest rates for agricultural investment. • Inflation rate. • Exchange rate	• Review of agricultural tax regime and appropriate actions to reduce incidence especially on rural poor undertaken by 2005/07.	BOT reports National economic surveys Annual Budgets Report

2.2 Agricultural sector legislation reviewed, harmonised and publicised	• Number of Acts reviewed and enacted by Parliament to improve legal framework.	• Public compliance to legislation as manifested by quality of inputs and outputs, disease incidence, labelling, ethical marketing and health standard.	Bills, Acts by Parliament. Publications on the reviewed legislations to farmers. Radio programs on reviewed legislation. LGAs reports
2.3 Legislation of collaborating sectors reviewed, harmonised, and publicised **[Sub-Programme C]**	• Number of Acts reviewed and enacted in Parliament		Bills, Acts by Parliament. Publications on the reviewed legislations to farmers. Radio programs on reviewed legislation. LGAs reports
2.4 Legal empowerment of stakeholders to be involved in the management of Commodity Boards		• Number of restructured Commodity Boards with full autonomy and managed by stakeholders.	ASLM reports
2.5 Cross-border trade legalised and promoted	• Barriers to cross-border trade removed.	• Cross-border trade increased.	Government statement to remove barriers to cross border trade. TRA reports.
2.6 Food Security Policy formulated and implemented.	• Food security policy formulated and discussed	• Food security policy in place and implemented. • Guidelines on food security issues provided	MAFS/MWLD reports
Sub-Programme 3. Public and private roles sector roles adjusted to improve supporting services [Components B2 and A3: Task Force 3]			
3.1 Client-oriented and collaborative agricultural research institutionalised	• Number of unfilled research posts • Number of private institutions funding commodity research • Annual increase in budgetary allocations for collaborative research • Modalities / guidelines for cost-sharing in place • Framework in place for stakeholder cost-sharing arrangement	• % of research activities jointly-funded by users • % research designed and managed by users • Number of innovations released and adopted	M&E administrative reports from LGAs, Zonal Research Centres and COSTECH
3.2 Demand-driven agricultural extension in place	• Mechanisms for contracting out extension in place. • Operational National Extension Fund. • Number of extension providers accessing the National Extension Fund.	• Perceived effectiveness by clients • Adoption rate of technology packages. • Number of farmer	M&E reports for DADPs, LGAs, PO-RALG MAFS and MWLD reports

	• Framework for monitoring and evaluating the number, performance and effectiveness of extension providers in place. • Studies conducted of ways of increasing access of the rural poor to extension services • Number of field extension workers, numbers of farmers contacted, frequency of contacts,	organizations with formal outgrower /contract farming schemes • Trend in real cost per contact • No. of female farmer associations receiving support from extension services	
3.3 Demand-driven agricultural training strengthened	• Number of curricula reviewed • Capacity utilization of agricultural training institutions • Number of applicants for agricultural training programs	• Effectiveness of training in reaching poor, in meeting client needs and in delivering skills	MATI and LITI reports
3.4 Regulatory services strengthened	• Number of Regulatory Services trained staff placed at district, ward and village levels.	• Disease and pests incidences. • Adherence to standards of quality of inputs and outputs grading, measures and labelling. • Scrutiny of regulatory services to ensure that undue hardship is not imposed on rural poor	MAFS and MWLD reports
3.5 Animal health and crop protection services improved.	• Animal health law review published • Staff capacity and facilities improved • Dips, stock control facilities maintained • Real price of animal health drugs and agro-chemicals • Number of rural stockists of animal health drugs and pesticides/herbicides* • DFZ programme/budget in place.	• Disease incidences • Sales of agro-chemicals • Losses of crops and livestock products due to pests and diseases	LGA reports MWLD reports
3.6 Management of rangelands improved	• No. of LGAs with educational programmes • Extent of demarcation and allocation of permanent grazing land	• Extent of use of improved management systems and services • Productivity performance including: calving, mortality and growth rates	LGA reports NBS surveys MWLD reports
3.7 Management and utilisation of land and water resources improved	• District land use maps available. • National Irrigation Master-Plan	• Adoption rate of integrated soil and water management	LGA reports MWLD reports

	prepared. • Farmers and staff trained • Small-scale community-based irrigation schemes established	practices	MAFS reports. NGO reports
3.8 Agricultural mechanisation strengthened	• Variety of labour-saving technologies available. • Number of private operational machinery hire centres. • Number of technologies for agro-mechanization and agro-processing developed and disseminated	• Number of households adopting labour-saving technologies. • Number of agro-mechanization and agro-processing technologies adopted by users	NBS surveys LGA reports
3.9 Comprehensive agricultural information system in place	• Agriculture Information System in place at central and district levels.	• Access and use of available information.	Village registers LGAs NBS surveys ASLM reports
3.10 Micro-finance institutions and grassroots promoted and strengthened	• Level of promotional activities • Number of operating grassroots MFIs. • Membership in grassroots MFIs. • Numbers of MFIs with formal links to the Formal Financial Institutions	• Level of savings made in the MFIs. • Loan portfolio obtained through MFIs and Community Banks	BOT reports MCM reports Reports by LGAs, MFIs and Community Banks. Financial Statements of MFIs
3.11 Institutional arrangement for investment finance established	• Agro-Investment Institutions operational.	• Level of finance raised and invested	BOT reports
Sub-Programme 4. Strengthening marketing efficiency for inputs and outputs [Component B3 and A4]			
4.1 Private Agribusiness Sector Support Unit	• Modalities/Guidelines for PASS operations established.	• Number of clients seeking support from PASS	PASS reports
4.2 Agro-processing and rural industrialisation promoted	• Incentive mechanisms for rural industrialisation established.	• Increase in agro-processing activities. • Number of local CSOs engaged in agro-processing • Increase in processed products for internal and external markets • Value-added in agro-processing	MIT/LGA reports. TRA/NBS reports National income statistics

4.3 Increasing access to inputs in rural areas	• Tour of relevant schemes made • Pilot schemes in place • Level of CSO/ private investment	• Increased number of rural stockists • Distance to input stockists • Sales of agricultural inputs	NBS surveys LGA reports
4.4 Market information collection and dissemination strengthened	• Market research and promotion unit in MCM established and operational. • System for marketing information collection and dissemination in place. • Databases at MCM and LGAs established. • Information on internal and external markets regularly disseminated to stakeholders.	• Number of clients requesting and obtaining information from MCM	MCM Reports LGA Reports Commodity Boards reports.
4.5 Rural infrastructure for marketing of agricultural inputs and outputs improved.	• Infrastructures improved/rehabilitated	• Volume/quantity of inputs/outputs handled/processed	LGA Reports
4.6 Partnerships between smallholder farmers and agribusiness promoted	• Promotional activities completed	• Number of operating formalized outgrower/contract schemes in place.	
4.7 Incentive mechanisms for agricultural investment in place	• Incentive schemes published • Changes in tax regimes and tariffs in support of agricultural investment	• Growth in private agricultural investments. • Growth in private agro-processing investments.	
Sub-Programme 5. Mainstreaming planning for agricultural development in other sectors			
5.1 Rural infrastructure improved (under RDS)	To be elaborated based on ASDS log-frame		
5.2 Rural electrification and communication improved			
5.3 Spread and inpact of HIV/AIDS and malaria minimised			
5.4 Gender issues mainstreamed in agricultural development plans			

5.5 Youth empowered			
5.6 Environmental management strengthened			

Appendix 4

Agricultural Sector Performance Indicators

Appendix 4

Agricultural Sector Performance Indicators

Introduction

At the heart of the work on identifying agricultural sector performance indicators to meet the needs of the PRSP lie the Routine Data and the Census and Surveys Working Groups that form part of the Poverty Monitoring Master Plan (PMMP). These two groups are responsible for selecting indicators, agreeing measurement standards, and coordinating collection.

The Working Groups meet regularly to discuss methodological and support issues. Work on identifying indicators and the means of collection have proceeded fastest in the education and health sectors. The most recent PRS Progress Report[30] recognizes that a gap exists for agricultural performance monitoring in terms of its relation to poverty reduction. The latest Public Expenditure Review (PER) for Agriculture notes that:

"the lead Ministries have little experience of developing effective output and outcome indicators and, even more importantly, they have no experience of measuring the impact of agricultural development on poverty reduction."[31]

The PER further proposes that outcome level indicators will come from the poverty reduction framework, so that under the ASDP, the focus should be on output and input indicators for the different sub-programmes.

There are no easily available and reliable outcome level agricultural sector indicators (for example production, yields and farm incomes), other than through periodic national surveys (Household Budget Survey and Agricultural Census). Routine data systems are being challenged, however, to find ways to provide more reliable and timely estimates[32]. Whether they will succeed, however, is a moot point given that data collection is likely to remain in the hands of poorly equipped and often inexperienced extension staff who have to make qualitative judgments about production, mortality and yields.

On the other hand, the ASDP should rightly focus (as noted in Appendix 2) on measuring **capacity improvement, service delivery and use** (efficiency and effectiveness) and **investment growth**, since in the medium term, these will be the critical output parameters for the success of the sector programme.

Different indicator sets

A number of descriptive sector indicators have been proposed by the local government reform team, the PMMP, MAFS and the other ASLMs. The indicators that have been identified and by whom is documented in this Appendix. Through the continuing formulation work on the ASDP, and in particular as specific sub-programmes and projects are designed, specific indicators and targets for the sector will emerge.

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[30] Poverty Reduction Strategy Progress Report, 2001-2, VPO, November 2002.

[31] Public Expenditure Review for the Financial Year 2002 the Agricultural Sector, 30 June 2002 Govt. of Tanzania, p.70

[32] A workshop on routine data collection was held on 2-3 December 2002, and sector statisticians discussed routine agricultural data needs with LGA officials.

There are a number of different sources of indicators for agricultural performance circulating in Tanzania. These may be grouped into five types :

1. Resource mobilisation measures (funds raised / used for agriculture)
2. Process/ Activity measures (meeting work plan deadlines, budget compliance)
3. Service Performance measure (extension/farmer ratio)
4. Service Use measures (meetings attended, demonstrations held, inputs / credit used)
5. Generic descriptive 'impact' measures of crops, livestock and other factors (crop areas, livestock numbers, yields, mortality)

1. Local Government Reform Programme

(numbering is taken from the agency concerned)

Indicator	Resource mobilisation	Service Delivery	Service Use	'Impact'
A1: Extension officer/Farmers ratio.		✓		
A2: Cow mortality rate.				✓
A3: Crop yield (ton/ha).				✓
A4: Tractor/farmers ratio.		✓		
A5: % of farmers using fertilizer.			✓	
A6: Presence of demonstration plots in the village.		✓		
A7: % of farmers attending agricultural advisory meetings.			✓	
P1: Average number of cows per household.				✓
P2: Average number of hectares per household.				✓
P6: % of households owning a tractor.		(✓)		✓
P7: % of households owning oxen plough.		(✓)		✓
G1: % of council's funds used for development projects at village/mitaa levels.	✓			
G2: % of locally generated revenue spent on development projects.	✓			
G3: % of villages/mtaa with development plans.		✓		

The above have been taken and applied to the pilot local government monitoring system database[33]

2. LGRP Monitoring System Database (piloted through UAPP)

Indicator		Resource mob.	Service delivery	Service use	'Impact'
Ward level					
A01	Estimated number of households who depend on agriculture in the WARD				✓
A02	Number of farming households who are resident in the WARD who have received advice on improved agriculture this year		✓		
A03	Number of improved agricultural demonstration farms or plots in the WARD		✓		
A04	Number of consultative meetings on improved agriculture held in the WARD by extension officers this year.		✓		
A05	Estimated total area of cultivated farmland in the WARD this year (in hectares).				✓
A06	Food crop production target for the year in the WARD (in tons).				✓

[33] Manual for the Pilot Local Government Monitoring System database, Urban Authorities Partnership Project, DFID, Test version 3.00, 15th March 2002 N. Chalmers

A07	Estimated Actual production of food crops in the Ward for the year (in tons).				✓
A08	Estimated Number of working tractors in the WARD		(✓)		✓
A09	Estimated Number of oxen ploughs in the WARD		(✓)		✓
A10	Name of main food crops in the WARD				✓
A11	Estimated yield obtained for the main food crop in the WARD (in Kilograms per hectare)				✓
A12	Estimated total number of cattle reared in the WARD				✓
A13	Estimated number of cattle that died from sickness during the year in the WARD recorded from diseases, not old age.				✓
A14	Number of extension officers serving the WARD		✓		
	Village				
V02	Number of farming households in the village/mtaa				✓
V26	Amount of village revenue collected and used on development projects	✓			
V31	Number of oxen ploughs in the village/mtaa				✓
V32	Number of cattle reared in the village/mtaa				✓
	District				
D01	Total revenue of the Council collected from own sources (in shillings)	✓			
D02	Total expenditure by council from own sources (in shillings)	✓			
D03	Expenditures from own sources spent on development projects implemented in village/mtaa (in shillings)	✓			

3. Agricultural Sector Development Strategy

See ASDS Document, and Appendix 2 for a full list of indicators.

Goal

- Real agricultural GDP growth from 3.6 per cent p.a. to 5.0 per cent p.a. by 2005/07.

Purpose

- Population below poverty line from 48 percent to 24 percent by year 2010.
- Rural population below basic poverty reduced from 57 percent to 29 percent by year 2010.
- Reducing proportion of food poor from 27 percent to 14 percent by year 2010.

'Intermediate' indicators are missed:

Outputs:
Detailed indicators are provided under each Strategic Area and Output. These are detailed and revised in Appendix 2.

4. Rural Development Strategy:

The following are selected agricultural indicators used inthe Logical Framework of the RDS, Appendix II:

Indicator	Resource mobilisation	Service Delivery	Service Use	'Impact'
Improved promotion of markets for agriculture				
• Trade volume				✓
• Agricultural and livestock export share to total exports				✓
• Agricultural and livestock export earnings				✓
• Number of investments				✓
• Number of loans issued			✓	
Rationalised support services				
• Number of revived research institutions		✓		
• Number of demand driven research activities		✓		
• Number of private investors in provision of support services		✓		✓
• Volume of Private investment				✓
Facilitate the private sector				
• Number of private sector businesses offered contracts			✓	
• Number of land title deeds and water rights issued based on new legislation			✓	
• Amount of credit flow to the agriculture sector			✓	
• Number of registered agro-businesses			✓	
Encourage nomadic pastoralists to raise livestock in demarcated areas				
• Number of land title deeds issued		✓		
• Area demarcated for grazing land		✓		
• Proportion of nomadic and other pastoralists resettled.				✓
• Area demarcated and title deeds issued			✓	
• Proportion of livestock keepers beneficit from water and cattle dip infrastructure			✓	
• Status of health incidences on livestock				✓
Promote profitable irrigation and horticulture				
• Volume of output from irrigation				✓
• Number of women groups participating			✓	
Horticulture products				✓
Number and size of areas for horticulture irrigation				✓

Various other indicators are provided for other sectors relevant to rural development : Natural Resource Management, Forestry, Fishery, Governance plus Cross-cutting themes (Gender, SME, Tourism, environment, health, education, water, housing, roads, telecomms., energy

e.g.

- Increasing reduction in the number of ownership disputes
- Increased willingness of NGO and private sector to participate in natural resource management
- Number of conflicts reduced substantially.
- Villagers participate in natural resources conservation.

5. Poverty Monitoring Master Plan / PRSP:

There are very few agricultural indicators mentioned in the PMMP / PRSP.

The PRSP mentions four under the set of indicators for income poverty reduction,[34]:

- Head count ratio : food poverty line
- GDP growth of agriculture per annum (National accounts)
- Growth in value-added agriculture
- Seasonal production of key food and cash crops

6. MAFS list of indicators for TSED

The MAFS Statistical Unit is aiming to supply the Tanzania Socio-Economic Database of the NBS with a set of sector indicators for the Agricultural Module (Code 08)
Most of these could be classed in the generic descriptive 'impact' measures of crops and livestock.

Weather patterns
Agro-ecological zones
Rainfall patterns

Crop Production
Contribution of agriculture to GDP
Total Land Area
Total Arable Land
Agricultural land
Total Number of Smallholdings
Average Farm Size
Use of Agric. Inputs
Ag. Implements and machinery by type
Food Assessment/Expected harvest
Agricultural production indices
Food Imports

Livestock (from MWLD)
Milk Production (in litres)
Diseases (in cases)
Marketing ($)

7. ASPS II

The ASPS II preparation document has a detailed list of proposed output and outcome indicators for each of the four component (Private Agricultural Sector Support, On-Farm Seed Production Component, Support for Policy and Regulatory Reforms and District Agricultural Development Support) and for the overall programme[35].

[34] Poverty Reduction Strategy Paper, Ch.VI
[35] Programme Manual for ASPS II, Final Draft, Dec. 2002.Min of Finance, URT, and Min of For. Affairs, Denmark.

Appendix 5

ASDP Reporting Formats

(Under Preparation)

Appendix 5

ASDP Reporting Formats

Quarterly Progress
Outline to be prepared

Annual Performance
Prepared from 1st July on, and requires contributions from all Districts, Regions and Projects. Will provide the basis for the Annual Review to be held with ACS

ASDP Annual Report Outline

1. Summary
2. Introduction
3. Overall Status of ASDP implementation
4. Overall progress
5. Status of the Secretariat
6. Progress on Programme Formulation and Task Forces
7. Progress on Financing
8. Implementation status by Sub-Programme:
   - Process / Activity
   - Outputs

   A. Agricultural Support at District and Field Level
   B. Agricultural Support at National Level
   C. Cross-cutting and cross- sectoral issues
9. PRSP

Annexes

1. Expenditure Tables
2. Project Pipeline status: list of all projects in pipeline, funding requirement and preparation status
3. Ongoing Projects status: entered in Sector Support Database
4. ASDP Logframe

Table formats to be prepared

Appendix 6

Terms of Reference for M&E Specialist in the ASDP Secretariat

Duties and Responsibilities

Under the overall direction and guidance from the ASDP Coordinator, the M&E Specialist will be responsible for the following tasks:

- Coordinating the elaboration of a monitoring & evaluation framework (guidelines, core indicators, timeframes, responsibilities) for use by ASDP implementers;
- Providing support to District and Regional Planners, and other ASDP implementing units, for improving project design, including quality support for logframes and M&E data collection systems.
- Assisting in the review of annual work plans and budgets;
- Consolidating progress reports (quarterly and annual) and make appropriate recommendations to NSC, ICC, ASAC, ASC and AFC;
- Oversee the development and maintenance of the agricultural sector support database
- Facilitating the undertaking of the mid-term review exercise and the implementation of the recommendations;
- Commissioning impact (including beneficiaries) assessment studies and reviewing their implementation.

Minimum Qualifications and Experience Required

- An advanced degree in Agriculture, Agricultural Economics, Economics, Statistics or related fields;
- Additional training in MIS or data processing or surveys highly desirable;
- At least 10 years experience in project/programme management and implementation, monitoring and evaluation of projects and programmes, impact assessment, project formulation, design and update of databases.
- Ability to use word processing, spreadsheets and database software.

In Phase 2 of ASDP formulation, a number of follow-up tasks will be undertaken relating to elaboration of the M&E framework. These will include (i) a review of existing M&E systems and capacity in the sector in order to identify best practice and training needs; (ii) a review of the different sector-related indicator sets (see §9.6); (iii) drafting of TORs for M&E roles within the ASDP Secretariat plus others; (iv) a study on information management needs for the agricultural sector in order to propose rationalisation / strengthening of the existing MIS in ASLMs; and (v) work to complete the database on sector support activities (and link with PO-RALG's inventory of programmes).