

Terms of Reference

5. The broad objectives of the mission are as follows:

- Review progress on the background preparatory work of TF-3 working groups;
- agree on the scope of a possible agricultural services programme to reform and develop agricultural services, particularly research, extension and training, in support of ASDS and ASDP; identify what would and what would not be included (e.g. need to draw the line towards technical services); through a logical framework, agree on the programme objectives and components; and prepare and agree on a corresponding concept note;
- start identifying necessary prerequisite milestones for program implementation (effectiveness) and for the first years/phase of implementation;
- agree with Government and donors on suitable financing mechanisms, including basket funding (modalities/options/likelihood of embedding this in the consolidated budget);
- identify the key gaps/questions which still need to be addressed on each of the proposed components, and agree with TF-3 and the National Formulation Team³ (NFT) on the follow-up action plan; timetable for work to be complete by the NFT, local consultants and external missions; and the budget and financing for next steps in formulation, pre-appraisal and appraisal;
- identify linkages with other Task Forces' components/interventions and interface with ongoing programmes (e.g. District Agricultural Development Plans - DADPs);
- clarify the institutional arrangements/organizational aspects of an agricultural services programme implementation in a decentralised environment and multiple ministries; and
- clarify whether Zanzibar would be included, and if appropriate, agree on modalities.

6. The team will work under the overall guidance of Dr J. Haki, Chairman of TF-3, and closely with the NFT. During the first week of the mission, the Government will call a TF-3 meeting to brief development partners on the programme formulation process. The November mission time will be divided as follows (tentative):

- 4 days: Dar es Salaam: meetings with Government officials, selected TF-3 members, donor representatives (including full FASWOG meeting) and other stakeholders (17 to 20 November);
- 2 days: Bagamoyo: two-day retreat of NFT and International Team to review working group and study reports; and, through a logical framework, agree on the tentative programme objectives and components (21-22 November), and outline of a programme concept note;
- 4 days: Field visits: to answer specific questions/concerns/feasibility about aspects of programme design based on the tentative programme components agreed in Bagamoyo and identify the key gaps which still need to be addressed during formulation. The team will visit the Eastern Zone to review research, extension and training services (SUA, Ilonga, LITI - Morogoro) and Central Zone (PO-RALG). (23 to 26 November);

³ The NFT will be composed of Mr George Sempeho, Team Leader; and (to be completed)

- 5 days: Dar es Salaam: brainstorming session of the findings of the field trip (27 - 1 December), preparation of Concept Note, refining the programme objectives and components discussed in Bagamoyo, the Aide Mémoire, follow-up action plan.
- 2 days: Dar es Salaam: Presentation of draft concept note and Aide Mémoire to TF3 (2 December) and wrap-up meeting with the Government (3 December);

7. Team members will review all the recent documentation prepared by ASDP and TF-3 Working Groups⁴, focusing on those most relevant to their specific expertise. The reviews should focus on programme design and implementation relevance, and assist in identifying relevant questions/concerns for follow up during the field trip and in determining the additional studies/work and follow-up requirements. These requirements can then be included in the action plan for the formulation period.

8. The main tasks of the mission members may be adjusted following initial discussions with the TF-3 and NFT, and as needs may arise (see also Summary Table attached). The mission members will work closely with the NFT on these tasks:

9. **Guy Evers, Agriculturist, Formulation Team Leader (FAO)**: will be responsible for the overall coordination of the mission with the NFT leader and will liaise with the ASDP Inter-ministerial Coordinating Committee and Secretariat, and development partners on the agricultural services programme. In addition, he will provide support to identifying approaches to improve research-extension linkage incentives; to clarifying the road map for institutional reforms at national and zonal level for agricultural research and extension; and to agreeing on the programme management and implementation modalities. He will coordinate inputs, with the NFT, into the Aide Mémoire and the programme Concept Note.

10. **Robert Townsend, Economist (World Bank)**: will be responsible for linking with the Ministry of Finance and the Agricultural Sector Working Group undertaking the Public Expenditure Review (PER) for FY04, to examine options for streamlining the proposed programme within the future Government budgeting processes, in particular the Medium-Term Expenditure Frameworks (MTEFs). He will work to ensure consistency of the proposed programme with the Poverty Reduction Strategy Paper (PRSP), which is currently being updated. He will also link with the PO-RALG, together with other team members, to ensure consistency of the agricultural services reforms with the ongoing local government reforms; he will also explore possible programme funding arrangements (e.g. basket funding) with Ministry of Finance and other development partners and corresponding support instruments. In addition, he will take a leading role in developing research and extension financing/incentive mechanisms at national, zonal and local level. Finally, he will review the World Bank requirements for addressing safeguard policies.

11. **Ladisy Chengula, Rural Development Specialist, linkages between TF-1 and TF-2 (World Bank)**: will review the recommendations on empowerment and extension presented in the reports of the WG-FE&O and WG-EX and their support studies; he will contribute to developing a proposal for institutional reform related to extension, in particular to assess the extent and speed of reforms, and the policy and legal implications, and contribute to the development of a corresponding road map. In addition, he will clarify the linkages between agricultural services with investment (i.e. with TF-1), and policy (i.e. with TF-2); he will review

⁴ Reports from WG-EX, WG-FE&G, WG-RE and WG-IC, and the reports of four complementary studies, namely: (i) privatization and demand driven extension services; (ii) institutional arrangements for extension service delivery; (iii) review of the Client-Oriented Research Management Approach (CORMA); and (iv) review of the Zonal Agricultural Research Fund (ZARF) and related funding mechanisms.

the current status of DADPs, their adequateness for funding agricultural services and propose adjustments to DADPs as appropriate; In addition, he will contribute to reviewing the World Bank requirements for addressing safeguard policies. Finally, he will be responsible for clarifying whether Zanzibar will be included in the proposed programme, and as appropriate, seek agreement with the Government on suitable formulation arrangements for Zanzibar.

12. **Esbern-Friis Hansen, Empowerment and Extension Specialist - IFAD Programme Development (IFAD):** will review the recommendations on empowerment and extension presented in the reports of WG-FE&O and WG-EX and their support studies; he will assist in defining interventions required to ensure adequate clients' empowerment and for reforming extension services (road map, phasing, milestones, implementation processes), including the development of modalities for contracting private service providers. In addition, he will guide the formulation team in ensuring that suitable targeting and implementation arrangements are in place to address the respective type of beneficiaries. Together with other team members, he will ensure compatibility between with local Government reforms and the proposed extension service reforms. Finally, he will be responsible for ensuring that IFAD requirements for programme development are adequately considered, in particular modalities for joining a multi-donor programme, as well as IFAD-specific follow-up action requirements.

13. **Nick Chapman, M&E and Programme Economist (IFAD):** will link the proposed programme with the ASDS/ASDP draft logical framework; he will facilitate, through the preparation of an agricultural services programme logical framework, the identification of the programme development objectives and components; he will also provide guidance to the international and NFT for future costing and activity development; he will liaise with the ASDP Secretariat and the FAO Field Representative to ensure that the planned FAO/TCP-funded course on COSTAB benefits the formulation; he will take a leading role in developing initial M&E, outcome/impact indicators, and in identifying milestones for program implementation (effectiveness) and for the first years/phase of implementation. In addition he will assist Mr Friis Hansen in ensuring that IFAD requirements for programme development are adequately considered, in particular modalities for joining a multi-donor programme, as well as IFAD-specific follow-up action requirements.

14. **Jacob Kampen, Agricultural Services / Research (World Bank):** he will review the recommendations on research presented in the NARS Medium-Term Plan, and the reports of the WG-RE and support studies on the Zonal Agricultural Research Funds (ZARFs) and the Client-Oriented Research Management Approach (CORMA). He will contribute to developing and phasing the proposed reforms for research with essential milestones; assist in identifying modalities and criteria for research priority setting at national and local levels; and procedures and scope for contracting out research. In addition he will contribute to developing the extension reform process (road map) at national, zonal and local level, focusing also on research-extension linkages and the Participatory Technology Development approaches. In addition he will take the lead with the NFT in identifying the needs for capacity building; Finally, he will ensure that the proposed service delivery mechanisms (e.g. contracting out to private service providers) can accommodate short-term and long-term challenges, in particular with respect to natural resource/land management issues.

15. **Sizye Lugeye, Agriculture & Natural Resources Adviser (Development Cooperation Ireland):** will contribute to the review of the recommendations on research, in particular from the NARS MTP, and reports of WG-EX and of WG-IC; he will also contribute to defining the extension reform at district level and below, and identify possible information gaps which would require complementary background work. He will also assist in proposing modalities for privatizing extension services. In addition, he will ensure that the experience acquired under the Eastern Zone Client-Oriented Research and Extension Project (EZCORE) be

considered and that activities be streamlined and scaled up as appropriate within the new programme. He will contribute in identifying capacity building requirements. Finally, he will be responsible for ensuring that Ireland Aid requirements for programme development are adequately considered, in particular modalities for joining a multi-donor programme, as well as specific follow-up action requirements.

16. **Arnoud Braun, Empowerment / Information-Communication (IFAD):** will review the recommendation on Empowerment and Information-Communication presented in the report of WG-FE&O and WG-IC and on relevant support studies. Together with Mr Friis Hansen, he will contribute to defining interventions required for ensuring adequate clients' empowerment (road map, phasing, milestones, implementation processes), including for developing modalities for contracting private extension service providers. He will review the current status and requirements for assistance of farmers' networking and organizations at local and national level, and identify possible needs for complementary background work. Based on relevant district experiences, including Bukoba, he will assist in the preparation of a preliminary description of a district-based module for empowerment (capacity building, training of trainers, contracting modalities, costing, phasing). In addition, he will be responsible for drawing recommendations aimed at integrating the proposals made by the Information-Communication team within the programme.

17. The main outputs of the mission will include: (i) Mission Aide Mémoire; (ii) a draft Programme Logical Framework and Concept Note; (iii) a detailed follow-up Action Plan and budget for completing formulation; and (iv) short working papers on the proposed components, sub-components and interventions (to be agreed upon at the end of the mission and prepared during December 2003).

TANZANIA: Agricultural Services Programme - November 2003 Mission: Provisional Summary TOR for the International Team
(Draft)

Team (tentative)		Improving Demand			Improving Supply			Financing (incentives)			OTHER	Comments – additional focus
Main Qualification	Agency	Name	Empowerment	Res.	Ext.	Info-Com	Capacity building	Program.	Res.	Ext.		
Agriculturist – Team Coordinator	FAO	Guy Evers	X	X	X	X	X	X	X	X	XXX	mission coordination, lead for preparing Aide Mémoire and Concept Note.
Economist	WB	Robert Townsend	X	X	X		X	XXX	XX	XX	XX	Link with PRSP, PER/MTEF, LGRP, take lead for preparing follow-up action plan; WB APL and safeguards
Rural Development	WB	Ladisy Chengula	XX	XX	XX		XX	XX	X	X	XX	Link with TF-1 and DADPs WB APL and safeguards Zanzibar
Agricultural Services / Research	WB	Jacob Kampen	XX	XXX	XX	X	XXX	X	XXX	XX		Institutional reforms at national and zonal level Farmers-research-extension linkages / PTD
Extension and Empowerment	IFAD	Esbern Friis-Hansen	XXX	X	XXX	X	XXX	XX	X	XXX	XXX	Institutional reform at district and below level IFAD Programme Development; IFAD-related follow-up
M&E – Economist	IFAD	Nicholas Chapman	X	X	X	X	X	XX	X	X	XXX	Prepare Log-frame; launch costing process;
Empowerment Information / Communication	IFAD	Arnoud Braun	XXX	X	XX	XXX	XX		X	XX	X	Develop a district-based empowerment implementation module (for costing); Farmers Networking;
Extension / Institution	Ireland	Sizye Lugeye	X	X	XX	XX	XX	XX	XXX	XXX	X	Streamlining of EZCORE Ireland Aid Programme Development aspects;

Note: **X** to **XXX** = level of responsibility for a task.

TANZANIA
AGRICULTURAL SECTOR DEVELOPMENT PROGRAMME (ASDP)

AGRICULTURAL SERVICES SUPPORT PROGRAMME¹

Draft Concept Note – Version 5

1st December 2003

for Discussion at TF-3 meeting on 2nd December 2003

¹ Provisional programme name, or possibly 'Programme For The Reform Of Service Provision To Agriculture' (PROSPA).

1. INTRODUCTION

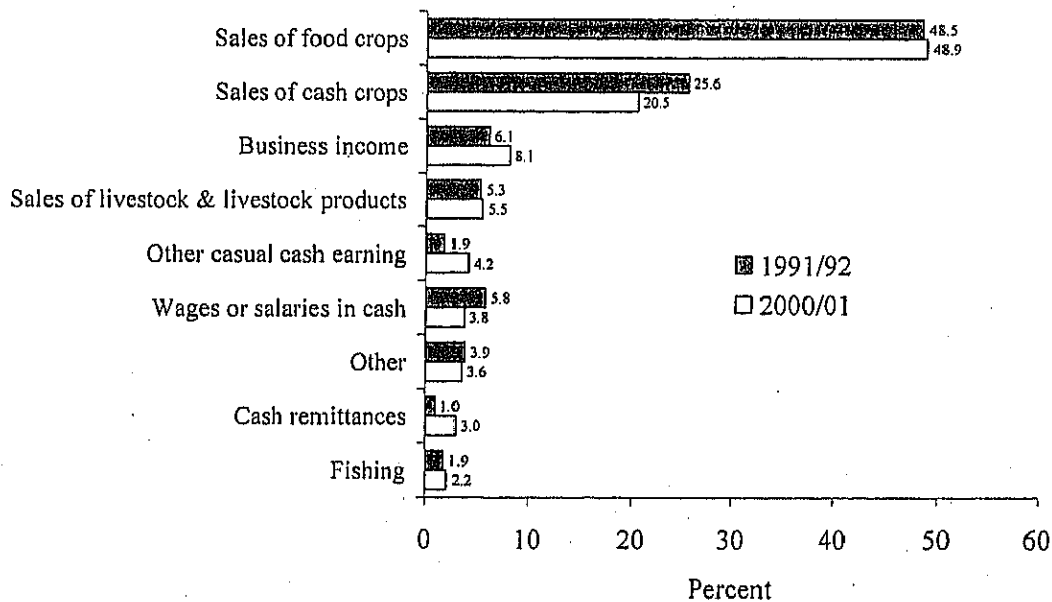
1 This Draft Note outlines a possible Government programme to support agricultural services reforms and operations within the framework of the Agricultural Sector Development Strategy (ASDS) and its implementation Programme (ASDP)². The note draws on the findings of the Task Force 3 on Agricultural Services, its support Working Groups and studies³. It has been prepared by the Formulation Team working in Tanzania from 17th Nov – 3rd December, the team consisting of both national and development partners representatives. It will be reviewed by the Task Force and Development Partners in early December 2003.

2. BACKGROUND

2.1 Macro Setting

2 Poverty in Tanzania has declined but remains widespread, particularly in rural areas. Since 1990 poverty has declined both in urban and rural areas. About 17 million people – half the population – lives below the poverty line of US\$0.65 per day. Eighty eight percent of the poor live in rural areas where about 70 percent of the population lives (Government of Tanzania, 2001). From 1991/92 to 2000/01 overall food poverty declined from 22 to 19 percent while basic needs poverty declined from 39 to 36 percent. Poverty declines were most rapid in Dar es Salaam (from 28 to 18 percent) and least rapid in rural areas (from 41 to 39 percent). Despite progress, Tanzania is lagging its poverty reduction and Millennium Development Goal target of halving poverty by 2010.

Rural Household Income Source



² ASDS, October 2001; ASDP Framework and Process Document, Final Draft, April 2003.

³ Including Working Groups on Research, Extension, Farmers Empowerment and Organizations, and Information and Communication; and support studies on Privatization and Demand-driven Extension Services, Institutional Arrangement and Capacity Assessment of Public Sector Agricultural Extension, and

3 Achievement of the broad set of Millennium Development Goals will require an acceleration of growth and greater equality in growth and service delivery. Meeting the specific MDG of halving poverty by 2010, will require annual GDP growth of at least 6-7 percent. In addition, this will require further acceleration in rural economic opportunities – both farm and non-farm – and management of Tanzania's rich natural resource base. The required rate of GDP growth is substantially higher than was achieved over the last 15 years when growth averaged about 3.8 percent, although in 2002 is attained 5.2%.

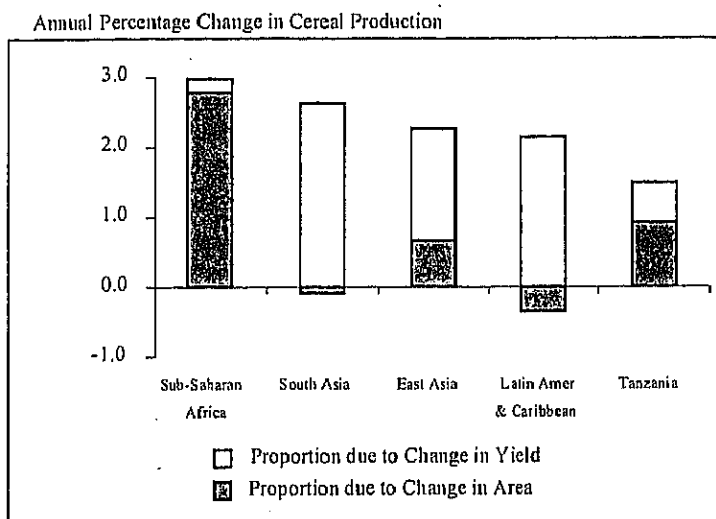
4 Agricultural growth has increased but not yet to a level and composition to significantly reduce rural poverty. Agriculture remains the largest sector in the economy and hence its performance has a significant effect on output and corresponding income and poverty levels. The sector accounts for about half of GDP and exports, and its importance is amplified through backward and forward linkage effects. However, over the 1990s agricultural growth – at 3.6 percent – was not high enough to significantly reduce rural poverty (a poverty decline from 41 to 39 percent), despite being higher than in the 1970s and 1980s when annual agricultural growth averaged 2.9 and 2.1 percent respectively. Over the 1990s, agricultural exports grew at an annual rate of over 7 percent per year, although this rate has slowed in recent years due to declining world market prices. Food crops have grown at about the rate of population growth and account for about 65 percent of agricultural GDP with cash crops accounting for only about 10 percent. The sale of food and cash crops account for about 70 percent of rural incomes (illustrated above). The Government's annual agricultural growth target is 5 percent.

5 Raising growth and accelerating poverty reduction, particularly in rural areas, requires a consolidation and continuation of the long term reform programme, particularly with respect to markets, institutions and investment. The challenge facing higher growth efforts will be creating an environment conducive to higher value agricultural production and off farm economic opportunity. Recovery of economic growth in the late 1980s and 1990s was largely based on restoration of macro-economic fundamentals. With reduced scope for further significant gains in macro-economic performance, rural economic development in the next decade will require greater emphasis on improved institutional functioning and service delivery, technology adoption, infrastructure development and greater commercialization among smallholders.

6 With the reduced space for further macro-economic policy improvements, agricultural sectoral policy and investment has and will continue to play a more significant role in determining agricultural incentives and growth. Following the start of general economic reforms (1986-95 compared to 1976-86), macro-economic adjustments contributed significantly to improving agricultural incentives, through depreciation of the real exchange rate, offsetting the adverse effect of the significant general decline in world commodity prices. While macroeconomic policy had a large positive effect on prices, the producer's share of the border price declined for some key export crops (tobacco, tea and cotton) indicating that sectoral policy did little to improve export price incentives over the late 1980s and 1990s. Changes in product quality did not have a significant effect, except for tobacco where it declined significantly between the two periods. During the mid-1990s there were significant changes to marketing institutions for major export crops (coffee, cashews, cotton, tea, and tobacco). More favourable world export crop prices (on average) were somewhat offset by the significant appreciation of the real exchange rate, resulting in lower real producer prices. During this latter period, sectoral policy has played a more positive role in improving incentives. The producer is receiving a higher share of the export price for the major export crops increasing from an average of 54 percent during 1988-94 to an average of 63 percent during 1994-99, although this varies by crop. In addition to policy improvements, additional investment will be required to enhance productivity and competitiveness.

the Reviews of the Client Oriented Management Approach and the Zonal agricultural Research Fund in Tanzania.

7 Agricultural productivity has improved but not yet to levels to achieve Tanzania's agricultural growth targets. While agricultural (land) productivity growth⁴ in Tanzania has been higher than sub-Saharan Africa in aggregate, it lags other world regions. This regional difference has eroded competitiveness and profitability of African [including Tanzanian] agriculture. The sustained decline in real world agricultural prices resulting from the technology revolution has had a major negative impact on the competitiveness of agriculture and on the incomes of farmers⁵.



8 Investments in greater efficiency and relevance of technology generation and use can yield extremely attractive productivity returns⁶. Much of the past growth in agriculture was the result of area expansion and improvements in the incentive regime. Raising farm productivity and product value require better management of agricultural (natural) resources, in particular land and water, and access to improved technologies and know-how. Improving the efficiency, relevance and effectiveness of the process of technology generation and transfer (agricultural research and extension/advisory services) is advocated as a key priority for continued public support in the government ASDP, but a greater role for private sector provision is also envisaged. While there are ongoing programs for research and extension, there needs to be closer interaction between research and extension; and with farmers. Research priorities should be driven increasingly by farmers needs, through greater farmer empowerment (thereby improving relevance of "informed" demand), participation and partnerships in technology development and greater effectiveness in technology transfer, leading to greater use and adaptation of market-oriented technologies. Better advice, improved technology and adoption will help raise overall profitability of crop and livestock production.

2.2 Overall Government Strategy

9 The Government of Tanzania is undertaking a number of broad reforms in various sectors that seek to meet the 2025 Development Vision, which envisages raising the standard of living of Tanzanians to those of a typical medium-income country through ensuring food security, improving incomes and increasing export earnings. Within the Rural Development Strategy (2001), the government is committed to: (i) decentralisation, (ii) liberalisation of markets and removal of state monopolies, (iii) relying on the private sector for production and marketing,

⁴ Using a crude measure of cereal yields.

⁵ Note that the use of the term 'farmer' in this document is used to refer to all categories of agricultural producer (livestock owners, fisher folk, apiarists, horticulturalists etc.).

⁶ A recently completed study on the impact of research-led agricultural productivity growth on poverty reduction in Africa, Asia and Latin America shows that there is substantial impact compared to productivity growth from industry and services. The study indicates that investment in agricultural research raises agricultural value-added sufficient to give rates of economic return of 22%. A 1% increase in agricultural yields was shown to reduce the number of people living on under \$1/day by 6.25 million with 95% of these living in Africa and Asia. Thirtle, C., Lin, L, and Piesse, J. (2003). The Impact of Research-Led Agricultural Productivity Growth on Poverty Reduction in Africa, Asia and Latin America. *World Development*, 31(12):1959-1975

while (iv) stressing food security at national and household level. These aspects have been underpinned by the implementation of a structural adjustment programme since the mid-1980s, that has re-defined the role of government (retaining responsibility only for policy, regulation and public-good services) and sought economic transformation through removal of subsidies, price controls and government monopolies. More recently, the Poverty Reduction Strategy Paper (2000) has raised the importance of poverty reduction as a challenge for all sectors and provides the focus for using the government's local and foreign resources. The Medium Term Expenditure Framework (MTEF) is the principal budgetary instrument in the fight to halve poverty levels by 2010, and aims to achieve this through high economic growth (6-8% p.a.) and substantial social support measures.

10 The Local Government Reform Programme (LGRP), which aims at improving the delivery of quality services to the public, is a key aspect of the decentralization thrust of the government. It implies shifting from centrally planned to locally planned agricultural development, and to improved and locally customise information systems for reporting on services. Given the weak capacity in many Local Government Authorities (LGAs), the reform process has been tough, especially as responsibility for government services has been transferred while resource mobilisation has remained largely under the control of central government.

11 The Public Service Reform Programme (PSRP) is an important vehicle for streamlining and improving performance within the civil service⁷, and contains measures to raise the level of service packages to compete more equally with the private sector. The recruitment, retention and motivation of government staff at all levels is set to improve once the reforms bite. However sectors such as agriculture are a particularly challenging part of this process, given the size of the staff complement, its predominantly non-urban location and specialist skill requirements.

12 The reform process is not without serious challenges. Rigidities within the system have slowed the process, as vested interests and an unwillingness to accept change have acted against reform measures. Unintended negative consequences of some reforms have made the production environment more rather than less difficult. For example, as a consequence of liberalisation, agricultural input use declined as private trade has yet to full the vacuum left by government and collapsed co-operatives (prices remain uneconomic for key inputs such as fertilizer and machinery), while the bargaining power of smallholder producers has weakened.

2.3 Agricultural Sector Strategy

13 The Agricultural Sector Development Strategy (ASDS) which targets an annual 5% agricultural growth rate, was approved by the Government in August, 2001, and envisages an agricultural sector that, by 2025, is "modernized, commercial, highly productive and profitable, utilizes natural resources in a sustainable manner". The ASDS has identified five strategic issues: (i) strengthening the institutional framework; (ii) creating a favourable environment for commercial activities; (iii) clarifying public and private⁸ sector roles in improving support services; (iv) strengthening marketing efficiency for inputs and outputs, and (v) mainstreaming planning for agricultural development in other sectors.

14 The Agricultural Sector Development Programme (ASDP) is the tool for implementing the ASDS and provides the government, especially the four Agricultural Sector Lead Ministries (including the three sector line ministries: the Ministry of Agricultural and Food Security (MAFS), Ministry of Water and Livestock Development (MWLD) and Ministry of Co-operatives and

⁷ The Client Service Charters is another tool introduced by the Government for improving service delivery.

⁸ The term "Private Sector" encompasses agri-business, national and international NGOs, CBOs, etc.

Marketing (MCM) with the President's Office – Regional Administration and Local Government (PO-RALG)) with a sector-wide framework for overseeing the institutional reforms and investment priorities. The ASDP seeks to clarify public and private roles in improving support services including agricultural research, extension, training, regulation, technical services and finance⁹. The private sector is envisaged to increase its role in providing a wide range of demand-driven support services to farmers. The public sector will gradually - but increasingly - limit its role to financing the provision of public goods and services, and target poverty interventions. The ASDP has three broad pillars: (i) support at local level; (ii) support at national level; and (iii) support for cross-cutting and cross- sectoral issues.

15 In April 2003, the government appointed three stakeholder Task Forces to oversee the detailed formulation of priority ASDP interventions areas. These relate to investments at District and Field Level (TF-1); policy, regulatory and institutional framework (TF-2) and Task Force 3 (TF-3) which seeks to design and cost a programme to reorganise and strengthen agricultural services¹⁰, including research, extension¹¹, training, information and communication, and technical services¹². To achieve this end, TF-3 has established Working Groups and commissioned studies, for which reports were submitted in November 2003. The Task Force and Working Groups have been guided in their work by the Government's overall policy and strategic framework (ASDS), as well as by the Agricultural Extension Vision (2000) and the recently completed agricultural research Medium Term Plan (final draft MTP). This background work feeds into the design of the proposed programme.

2.4 Agricultural Services

16 During the 1990s, agricultural services consisted primarily of centralized supply-driven public services through the then Ministry of Agriculture and Cooperatives (MAC). The technology transfer model, inherent in the Training and Visit (T&V) system, was most prominent in extension service delivery. Adopted systems and approaches barely took into account farmers' concerns and needs and their involvement. The majority of the farmers, as a result, did not access the services or often found them irrelevant. The situation worsened largely due to government dominance in the management of extension, while coordination with the private sector, church-based organizations and other NGOs as well as farmer-led initiatives was often minimal. Crop and livestock services were integrated, and organised around three main domains, namely research, training and extension. Technical services were handled separately. Decentralisation of research was initiated in the early 1990s with the establishment of seven agricultural research zones, however the linkages between the zones and the clients remained weak. Increasingly, the Farming Systems Approach was adopted in research operations.

17 From the late 1990s, changes in policy environment created room for private sector participation in the provision of agricultural services. Extension services were decentralised along the lines of the local government reform programme now administratively under PO-RALG. In line with private sector participation, some research was privatised (e.g. tea and coffee), but the sub-sector continues to depend primarily on public funds. The split of MAC in 2001 into three ministries (MAFS, MWLD, MCM) has resulted in diluting already limited human and budget

⁹ See ASDP Framework and Process Document, Final Draft (March 2003).

¹⁰ Task Force 1 focuses on investments at the field level and Task Force 2 on improving the policy and regulatory environment.

¹¹ The term "Extension Services" in this context is synonymous with Advisory Services. Agricultural Services also include all other services : research, technical services, training, information and communication.

¹² Technical services: such as seed production, animal multiplication, animal health/veterinary investigation centres, irrigation development service centres, agricultural mechanisation, crop protection, marketing etc.

resources, while increasing the complexity of coordination and funding, thus threatening the advocated integrated approach (along the lines of farming systems approach), and increasing significantly the overhead cost of public services. Figure 1 on p.エラー! ブックマークが定義されていません。 illustrates the current framework. It also contradicts the Government policy to reduce or limit the role of public sector to policy/regulatory functions, which could have been adequately handled under one single ministry.

18 Besides the government institutional set-up, other major constraints to improving agricultural service provision are well recognised and include: the large geographical and scattered distribution of most clients¹³, access to whom is hampered by the poor transport and communication infrastructure; the weak marketing systems and limited bargaining power of individual producers that acts to dampen demand for services and technology; the limited access to finance for rural producers; the generally weak private sector presence in input supply, production and marketing, especially for food crops; and the restrictive legal and fiscal environment, although the 2003 budget introduced more simplified tax arrangements for producers. Some of these constraints are or will be addressed by other ASDP components (marketing, rural finance, and cross-cutting and cross-sectoral e.g. rural roads), however the constraints affecting improved demand for services and more efficient supply of services remain unaddressed.

19 At the same time, there are a number of achievements and opportunities in the agricultural services sector that will support the proposed agricultural services reform programme. The increasing engagement of NGOs in agricultural service provision, particularly in empowerment and networking, will be a vital building block in the programme. MVIWATA, the country's main farmer group network, has built an impressive organisation up to national level that could provide an important platform for the programme. Both for empowerment and technology generation and transfer, the spreading success of the Farmer Field School (FFS) approach in areas such as Kagera and Morogoro shows considerable promise.

20 A number of development initiatives have demonstrated how to link investment with group-based management using contracts and other funding control mechanisms that give the clients greater control over planning, execution and monitoring and evaluation¹⁴. The testing of ward facilitation teams has achieved success under ASPs-I, and indicates the appropriateness of focusing service delivery at this level of local government. Finally, many projects in recent years have invested heavily in building capacity of government cadres in the services sector, and the upgrading to diploma, graduate and post-graduate level of many staff will be a valuable resource in the future, whether retained in the public sector or given the opportunity to move into the private sector.

21 Under research, the evolution of the Client Oriented Research Management Approach (CORMA) and the setting up of Zonal Agricultural Research Funds (ZARF) point the direction for future reform. Both emphasise the leading role of farmers in setting the research agenda and in resource use.

¹³ Clients is used a broad term to cover producers, processors, traders, exporters, and local service providers.

¹⁴ PIDP for irrigation, MARA-FIP, KAEMP and PADEP for a range of interventions covering IPM, processing and animal health, and EZCORE.

3. THE PROPOSED REFORM OF AGRICULTURAL SERVICES

3.1 Justification

22 Past methods to improve service provision (such as the T&V) have not stimulated sufficient agricultural production to meet poverty reduction needs. Services have generally focused on increasing production through short-term technical packages, without paying attention to farmers' circumstances, markets and long-term sustainability. Despite various attempts, the linkages between research, extension and training and between public and private partners have not been effective.

23 The current institutional framework was designed for these supply-driven approaches, with large field staffing levels (SMS, WEOs, VEOs) with accompanying high support costs, and is not well-suited to respond to a client-oriented approach, now emerging through various interventions illustrated above. Farmers / clients are only marginally involved in the planning and provision of the services which are intended to support them. Currently agricultural services also fail to address the important needs of women and vulnerable groups, who form the majority of the farmer population. In addition, frequent institutional changes resulting from ministerial reorganisations as well as inadequate funding and staff incentives have further reduced the capacity to adjust to new approaches.

24 International evidence is strong that a reform of public agricultural service provision built around demand-based approaches, and which typically requires significant institutional change, can lead to significant productivity and poverty reduction returns¹⁵. These reforms stress, amongst other things, changing the role of extension agents from advisor to facilitator; increasing control of farmers though, for example, cost sharing; increasing use of contracted services; and stressing knowledge provision and not only technical advice. Recent experiences in Tanzania suggest that such approaches could have significant results, but require major institutional reform to be scaled up through a national investment programme.

25 One of the major grounds for giving priority to reforming service provision in agriculture is the potential that it has for broad coverage compared to productive investments, due to the lower per capita cost and multiplier effects. For example, research interventions typically focus on farming systems or major crop problems which have wider applicability than individual farm or area-based investments. *(Give other examples....)*

26 Government policy is to divest from activities which can be better implemented by the private sector and to increasingly transfer public-good operations to commercial and service agencies (including where feasible research and extension), leaving to the line ministries the planning, regulatory and policy functions. Therefore, organisational and management reform of public research and extension services is urgently needed to assign new roles and responsibilities that reflect current policies, as well as to facilitate farmer empowerment and the efficient provision of public and private demand-driven services.

¹⁵ Refer to Common Framework on Agricultural Extension, Neuchatel Group, 1999; and Thirtle et al (footnote 6)

3.2 Guiding Principles

27 National, zonal and local institutions should be reviewed and adjusted to reflect the ASDS, LGRP and PSRP, as well as the new paradigm of doing business differently, in particular clients' empowerment and effective participation in the processes. However, the reform of services should not consist of a one-off, across the country change; rather, the reform should be phased so as to: (i) effectively achieve client/local level empowerment; (ii) ensure that public and private institutional capacity can respond to reforms; and (iii) avoid disruption of services during the reform. There need to be clear national strategies that articulate a long-term vision and national policies, plans, and objectives for agricultural services to ensure consistency in reform. Consequently, the reform should be designed along the following "Guiding Principles":

- **Client Empowerment:** through knowledge, control of funds, their influence on organizations, and institutional change, farmers should acquire the capacity to analyse their constraints and identify opportunities, exchange knowledge, access the services they need, become active partners, and improve their bargaining power.
- **Targeting:** through focus on specific groups, especially accounting for gender, poverty, HIV/AIDS and youth develop appropriate methodologies, knowledge and technologies.
- **Farmers organizations:** farmers' or community-based organizations and networks should be promoted and strengthened to become key development partners.
- **Client-oriented, demand-driven and market-led services:** through empowerment, farmers should select, test, compare and adapt appropriate technological, service and market options.
- **Integration:** closer integration and unification should drive the reform process, including for the integration of research and extension services, and of the various components of farming/production systems, such as agriculture, livestock and marketing.
- **Plurality:** a plurality of participatory methodologies, processes and funding, as well as service providers should be supported, with successful experiences gradually scaled-up.
- **Subsidiarity:** devolution should be explored to ensure that technology generation and dissemination be funded and executed at the lowest feasible level. This implies that lower level organizations should be able to contract most suitable service providers.
- **Sustainability:** the reform should be aimed at achieving financial, environmental, social and cultural sustainability.
- **Information and communication:** new systems should be designed to enhance the capacity of service providers and farmers to access information on technology options, market information etc.
- **Increased role of the private sector:** private service providers will be increasingly needed, but they may not be adequately available yet. Future interventions should support the emergence of private service providers (including pro-profit companies, NGOs and community-based service providers), and remove possible constraints to their emergence.
- **Transparency and accountability:** Farmers' access to information about rights and responsibility of different stakeholders and about the availability and use of funds is a condition for farmer empowerment and may contribute to ensuring good governance.
- **Feedback and quality:** a system for providing farmers' feedback on services should be established, together with quality assurance procedures for the delivery of services.
- **Focus on management:** agricultural services should give greater emphasis to addressing farm management and natural resource management constraints.
- **Health (HIV/AIDS and Malaria):** agricultural services should contribute to mitigating the negative impact of major pandemics.

3.3 Provisional Reform Elements

28 Based on TF-3 recommendations, government policies and the guiding principles, provisional reform elements for agricultural services have been drafted. A major underlying principle is the importance of greater availability and use of agricultural technology and knowledge as a means to raise or sustain productivity levels, improve food security and so contribute to poverty reduction. The proposed reforms at national, zonal and local level are outlined in Box 1 and shown in Figure 2, p.24. These will enable devolution of responsibilities advocated by the Local Government Reform. It would also allow effective participation of farmers/clients, through their respective organizations and fora, in the planning and management of agricultural services resources and activities. The salient features of the reforms include: (i) at national and zonal level, the creation of a National Agricultural Services Support Agency (NASSA), and resulting adjustments in the mandate of sectors ministries; (ii) at local level, initiation of village and ward level empowerment activities leading to farmer groups and networks, establishment of Ward Farmer Fora (WFF) and District Farmer Fora (DFF), establishment of Ward Agricultural Resource Centres (WARC) and institutional transformation of district agricultural department adjusting core functions and mode of operation. Box 2 (to be prepared) outlines the main changes of the proposed reform ~ how business will be done differently.

Box 1: Provisional Reform Elements

National and Zonal Level Reforms

- Establish a National Agricultural Support Services Agency (NASSA)
 - Governing Board oversees Agency and co-ordinates NARS, extension and training
 - Co-ordination and support for research, extension, information/communication, training, technical services and empowerment
 - Organized around one Headquarters and Zones
 - Managed along the lines of CORDEMA
- Tea, Coffee and Tobacco remain private research agencies; other export crops (sugar cane, sisal, cotton, cashew, pyrethrum, etc.) likely to remain under NASSA but co-financed by the industry
- Academic and other NARS Institutions provide services, e.g. empowerment, research, extension & training
- Line Ministries oversee policy, regulatory, planning functions; merging of extension, research and training)
- Private sector to provide part of technical services
- Clients/farmers, represented through their respective organizations, are increasingly in control of decision making (national Farmers' Fora, NASSA Board, IPR, ZTCs, ZECs, ZARDEFs, etc.)
- Financing:
 - Sources: government budget, donors, levies/cess, retention schemes, fees
 - Mechanisms – district block grants, core funding, TAGREF, ZARDEFs
 - Clients control part of funding of ZARDEF (through "farming/production systems' committees")

Regional Level

- Backstopping and processing and supporting DADPs and other planning and reporting activities

Local Level Reform – Districts

- Districts have their Agricultural Development Strategy and DADP
- District office (DALDO, Coop., Natural Resources, etc.), core functions may include:
 - Coordination and resource management (human, physical, budget)
 - Stakeholder forum (and NGO forum where appropriate)
 - Information and communication for public and private service providers, including liaison with knowledge centres (technology, markets, etc.)
 - Regulatory functions (e.g. quarantine, crop protection, animal health, ...)
 - Facilitation of the formulation and implementation of DADPs
 - Licensing of service providers and quality control
 - Monitoring and evaluation, statistics
 - Cross-cutting and cross-sectoral issues
 - Supporting conducive business environment for agricultural private service providers
- District Agricultural Sector Office Team:
 - staffing reviewed to form a core team of generalists (phased with strengthening of ward centres);
 - incremental needs emerging from DADPs contracted to service providers (training, investment)
- Clients/Farmer Forum:
 - Secretariat answerable to the forum
 - Informs members on markets, technologies, environment, etc.
 - Enhances bargaining power, negotiation skills, relation with partners
 - Capacity to facilitate clients' empowerment and services contracting (advisory, investment, etc.)

Local Level Reform – Ward and Village

- Farmers organized into groups and empowered to articulate demand for advisory and development services
- Farmer Fora established at ward level comprising representatives of farmer groups
- Ward Agricultural Resource Centres
 - Managed by Farmers' Fora
 - Information & Communication
 - Capacity to facilitate clients empowerment and contracting for services (advisory, investment, etc.)
- Ward Development Committee links with Farmers Fora
 - Ward agricultural team strengthened through establishment of multi-disciplinary team of extension officers (plus facilitation) to provide core functions, process WADP (to feed into DADPs).
- Farmer Fora/groups contract service providers for advisory services
- Village Extension Officers terms of reference and distribution reviewed

4. THE PROPOSED PROGRAMME

4.1 Programme Rationale

29 **The challenge:** The reform is proposing a significant change in approach to agricultural services (business unusual). This will ensure that service provision has greater *relevance* to the needs of farmers through empowerment measures. It will also improve *efficiency* of resource use by mobilizing both public and private sources of funding, and by reducing transaction costs through, for example, concentrating on assisting empowered groups rather than individuals. Finally, it will increase *effectiveness* and *accountability* in the delivery and use of relevant technology by supporting closer linkages and service agreements between producer needs, technology generation and use, markets and financing.

30 **Under-funding of agricultural services.** Globally, past interventions in research and extension have yielded high returns, both through productivity gains and poverty reduction. Median rate of return estimates for Africa are about 35 percent¹⁶. In addition research-led technological change can generate sufficient productivity gains to reduce poverty, as reiterated by a recent study on Africa, Asia and Latin America¹⁷. In Tanzania, current expenditure on research is low with a research intensity¹⁸ of 0.3%, which is less than half the Africa region average of about 0.75%. As in other developing countries, the public sector funds most agricultural research activities in Tanzania. Under the New Partnership for African Development (NEPAD), as agreed under the Maputo Declaration in early 2003¹⁹, African countries have committed to increase their support to agricultural development to at least 10% of national budgetary resources, and to spend at least 1% of the agricultural GDP on research. The ASDP estimates that resource allocation for agricultural services should increase by 20% per year over the next five years. Increased funding of research and extension activities is a key element for poverty reduction efforts in Tanzania.

31 **Funding gap.** Development partners continue to finance a large portion of Government expenditures to fill the financing gap of public programs. Development partners have provided financing for research and extension projects, however the major ones close over the next six months. NAEP II closes on December 31, 2003, while TARP II closes on June 30, 2004, after which overall development expenditures for these two areas are projected to dramatically decline; hence resulting in a financing gap for ongoing research and extension activities for which additional financing is required.

32 The implementation of the proposed reform and the need for increasing significantly - and sustaining - budget allocations for agricultural services constitute a challenge that requires intensive efforts throughout the transition process, from government, development partners and stakeholders. It will also require the building of partnerships within the country and with other countries and organizations in the region and elsewhere, and to call for national and international technical support. To accompany the reform and meet challenges, there is a need to group the proposed interventions

¹⁶ "Agricultural Investment Source Book on Good Practices", Byerlee et al, World Bank, 2003 in print.; Evenson, R.E. (2002). "Economic Impact Studies of Agricultural Research and Extension." In *Handbook of Agricultural Economics*.

¹⁷ refer Thirtle et al. footnote 6.

¹⁸ Expenditure of agricultural R&D as a proportion of agricultural GDP.

¹⁹ Declaration on agriculture and food security in Africa, NEPAD, 2nd Ordinary Session of African Union Assembly, July 2003.

within a single coherent programme, with clear deliverables, funding mechanisms, implementation modalities and attributable impact.

4.2 Programme Design Considerations

33 **Complementarity with other ASDP Interventions:** Support to reform of agricultural services and farmer empowerment should complement as well as increase the effectiveness of investments made in other ASDP interventions. The programme should provide a critical input into the realisation of economic benefits that, for example, will flow from productive investments arising under ASDP Task Force 1 recommendations, and to improvements related to parallel investments in marketing and rural finance.

34 **Targeting of beneficiaries:** the programme should respond to particular group needs in the respective areas. Services need to be inclusive in principle, and cover the needs of all clients. At the same time, agriculture is a key element of the PRS and the programme must ensure access to improved services to the most resource-poor. For the demand side, group approaches are likely to be the most effective in this regard, providing that criteria for membership are flexible enough for the resource-poor to participate (or targeted groups for poor, gender, HIV/AIDS etc.). For the supply-side, the design of technology generation processes should emphasise low-cost, low-labour technologies that contain the potential for income-generation or food security.

35 **Increasing resource control by beneficiaries:** should be a critical feature of the programme interventions. Therefore farmers should have significant control over the allocation and use of research and extension expenditures. This requires development of new mechanisms, including direct contracting of services.

36 **Publicly funded services with greater private provision:** Lessons from past research and extension programmes suggest that to become more relevant and effective, there needs to be greater private sector involvement in provision of these services. This requires a greater de-linking of public financing and provision with greater public contracting of private agricultural service providers (ASPs) in the proposed programme.

37 **Phasing:** The pace of introduction of reforms must take account the funding availability, as well as the readiness to start reform (politically, conceptually and practically). In areas where reform may not occur for some time, yet where impact is needed, further funding will be required; while at the same time a sufficient level of resources must be committed in order to kick start the reform process effectively. The programme will therefore aim to ensure a minimum base flow of resources across the country, while providing intensive support for those districts and services which qualify for early reform.

38 **Budget support versus a 'basket funded' programme:** While the long term vision is to shift more development partner support directly through the budget, lessons from Tanzania and other countries suggest that there are several pre-requisites which determine the speed with which the shift occurs. A critical challenge is the strengthening of the budget process, i.e. the public expenditure review (PER) and the MTEF, to ensure that agreed priorities are adequately accommodated in the planning process and implemented accordingly. Providing budget support essentially means funding all the agricultural sector line ministries' (ASLM) expenditures, but there remains a disconnect between the recommendations of the PERs and actual expenditures. As an alternative, 'basket funding' is a shift towards budget support and, through detailed design of the programme, ensures that this part of the ASLMs budget is used effectively. This approach could be used over time to gradually expand coverage to more ASLMs expenditures. Efforts should be made to ensure that the 'basket' abides by the principles of the budget process to ensure

greater sustainability of the programme. This approach is also used in both the health and education sectors.

39 **Separate research and extension projects versus an integrated programme:** The separation of research and extension, as in past projects, has not been conducive to strengthening linkages between these activities and hence raising the returns to these individual expenditures. In addition, multiple development partners funding separate projects resulted in fragmented and uncoordinated donor support leading to high transaction costs. To address these two issues, the new programme should be integrated at two levels: (i) combining research and extension programmes; and (ii) joint donor financing. This approach should also strengthen the research-extension linkages and reduce the transaction costs of donor support.

4.3 Programme Objectives, Scope and Phasing

40 **Sector Related Goal:** The programme would contribute to the ASDP objective of greater agricultural production, profitability and farm incomes that would be commensurate with achieving an increase in agricultural growth from the current 3.6% p.a. to 5% p.a. by 2007 (consistent with the PRS and ASDS targets). The contribution of the programme to this ASDP objective is through improved relevance and responsiveness of agricultural advice and technology development, and the adoption of more productive and economically rewarding practices by large numbers of farmers. In so doing, this programme would operationalise the agricultural services component of the ASDP.

41 **Development Objectives:** The programme objective is for farmers / clients (especially the rural poor and women) to have better access to and use of relevant agricultural knowledge and technologies, which, through sustained partnerships with ASPs, enhance their productivity and profitability.

42 This programme development objective would be achieved through a set of complementary interventions aimed at:

- a) improving clients' capacity, especially for women and vulnerable groups, to more clearly articulate demand for agricultural services, and build partnerships with service providers;
- b) reforming and improving capacity of both public and private ASPs to respond to demand and provide appropriate technologies; and
- c) providing mechanisms to ensure coordination and quality control.

43 **Scope:** The overall programme would support, in an integrated manner, a wide range of agricultural services including client empowerment, research, extension, information and communication, and - in line with a reform process to be elaborated in the first year of the programme - other services including training and technical services. The programme would not include support for agricultural financial, input supply and marketing services and facilities; these would instead be handled under separate but complementary ASDP components.

44 **Phasing:** The programme would last for 10-15 years, with a first phase of about four years that would focus on: client empowerment, improved services, institutional reforms, and capacity building of public and private partners, including services providers. The following phases would focus on completing the implementation of institutional reforms, scaling up of operations initiated in the first phase, including the financing mechanisms, and translating the improved knowledge and service delivery into higher productivity and profitability on an increasing geographical scale. The spatial coverage of the programme will be determined during programme preparation, but is

likely to focus initially on (i) districts where key reforms to service provision have been initiated and (ii) districts where poverty levels are high and service capacity is low.

45 During the first phase, operational support would continue to be extended to existing effective agricultural services at local, zonal and national level so as to ensure continuity while reforms are being implemented. The programme would also be aimed at linking with, and internalising, relevant ASDP cross-cutting and cross-sectoral issues (see ASDP Framework and Process Document). As the programme moves to subsequent phases, the level of support to government-based agricultural services would be scaled down commensurate with the need to retain certain services in the public domain, while increasing the role of private sector agencies in domains where they can attain commercial viability. At local level, criteria would be agreed upon to phase reform implementation to eventually cover all districts (e.g. based on capacity, agricultural potential, infrastructure, ongoing donor support etc.).

46 Tentatively, the first phase of the programme would have three major components, namely:

- a) **Clients' Empowerment** (from grassroot farmer groups to national rural producer organizations), strengthening demand for agricultural services through knowledge and organisational empowerment, leading to partnerships with ASPs and improved bargaining power;
- b) **Reform and Capacity Building of Public and Private Sector Services:** this would involve actions at local, zonal and national level such as: implementing a reform programme for public services to agriculture and building consensus around this programme; initiating and deepening the reform process already underway in key service areas; building capacity to respond to client demands; and improving the efficiency and effectiveness of public and private ASPs;
- c) **Coordination and Quality Control** to ensure that the planning, implementation and monitoring and evaluation of the programme is conducted in an integrated and sound manner, and that high standards (technical, financial, legal and others) are maintained.

4.4 Programme Component Description

Component 1: Farmer Empowerment – Improving Demand

47 Farmer empowerment²⁰ is a pre-condition to successful partnerships between the farmers and public, private and community-based ASPs. Without such empowerment, farmers would not be able to effectively articulate demand for relevant agricultural knowledge, technologies and information to improve productivity, profitability and technology development and contribute to alleviate rural poverty. Farmer empowerment is also essential for ensuring their adequate and effective participation in the formulation and implementation of District Agricultural Development Plans (DADPs) and their related investments, including donor-supported interventions such as ASPs II, PADEP, PIDP, SPFS, etc., as well as enhancing partnerships with non-public stakeholders. Farmer empowerment would need to be institutionalized to ensure farmer demand and control over the use of resources for agricultural services. This component

²⁰ Farmer empowerment is attained when farmers, through groups, networks of groups and fora, acquire the ability to determine their own destiny and assume the authority, resources and capabilities to hold accountable and influence the content of public and private agricultural services, such as extension, research, training, information, investment and marketing.

would have two sub-components: Farmer knowledge and organizational empowerment, and institutional and financial empowerment.

48 **Farmer knowledge and organizational empowerment:** to empower individual farmers, provide catalytic support to start and sustain group formation processes, enhance farmers' knowledge, decision-making capacity and capability of interacting with ASPs, enable farmers as members of sustainable groups²¹, support formation of networks of groups and farmer associations to articulate their agricultural needs and priorities for advisory services, as informed demands to ASPs at Ward and District level²².

49 This sub-component would finance:

- a. the undertaking of a District-based participatory diagnostic assessment to provide a clearer understanding of farmers' characteristics (e.g. social differentiation, gender, vulnerability, part-time farming, etc.), stakeholder analysis and study of site-specific problems, needs and opportunities. The results would form the technology entry points for establishing/supporting farmer groups, and for ensuring that proposed interventions are poverty and gender inclusive. They would also assist implementation of other components of the programme, and provide valuable input to the M&E system; and
- b. contracting service providers (either from the Government, NGOs or private sector) with experience in empowerment and participatory planning methodologies (FFS and similar approaches) to facilitate new and existing farmer groups in: (i) enhancing their decision-making skills through an adult education learning process of observation, analysis, presentation and synthesis/debate; (ii) identifying problems and understanding their nature, and identifying, analyzing and selecting potential solutions; (iii) identify, analyze and effectively articulate short and long term priorities (e.g. short-term needs for seasonal crop production, and longer-term needs of land and water management) to ASPs; including ensuring access to useable information (e.g on market opportunities); and (iv) enhance their capabilities to engage in technology adaptation processes.

50 Farmer groups supported under the proposed intervention would serve the dual purpose of: (i) providing an opportunity for farmers to engage in experiential learning that enables farmers to acquire a better understanding of causes and effects of their agricultural problems, and identifying and testing solutions (using FFS principles and similar approaches); and (ii) provide farmers with a space and organisational structure within which they can build trust in each other and in service provision, and thus enable them to jointly express informed demands.

51 **Institutional and financial empowerment:** to legitimate farmer associations and networks, and producer organisations at ward, district and national level, and institutionalise their role in the planning and management of publicly-funded ASP. Farmer fora at ward and district level (WFF and DFF)²³ would control the use of funds for agricultural services. At national and zonal level, farmers would be increasingly in control of decision-making, represented through

²¹ Refer for example to what is happening in Mbinga district, where FFS are sustained after phasing out of the development project assistance.

²² See for example the experience of Kagera Region (Bukoba and Muleba districts) where the FFS approach has been used to empower farmers, with field schools operated by government staff and the farmers themselves

²³ Ward farmer fora would be constituted of representatives from farmer groups, selected through an open and transparent elective process among farmer groups, networks of groups and farmer associations, ensuring representation from all villages, different types of groups, including especially groups comprising disadvantaged farmers, women and youth. District farmer fora would constitute representatives elected from among ward farmer fora members. The umbrella farmer forum at national level would draw representatives from the district farmer fora.

their respective organisations (e.g. National Farmer Forum, Zonal Technical Committees, Zonal Executive Committees, ZARDEFs, NASSA Board, etc.). To achieve these outputs, this sub-component would support:

- a. effective networking and management of farmer organization at local and national level (e.g. through MVIWATA), including (i) training and technical assistance to farmer groups, organizations and local farmer networks (e.g. on leadership/management), (ii) aggregation of farmer group demands at ward and district level, and (iv) M&E of service provision.
- b. Farmer groups and fora to effectively control the use of public and group funds for agricultural services and investment up to district level, including contracting and procurement, hence ensuring it is more client-driven.
- c. The linking of local networks with national level organisations in order to strengthen farmers' voice in policy formulation processes.
- d. enhancing the legal and policy environments so that they are conducive to the emergence of farmer organization

52 This component would not need to await completion of all envisaged institutional reforms and would therefore start during the first year. It would build on existing farmer empowerment initiatives across the country and be phased to gradually cover the whole country and, where feasible, precede participatory planning processes of future investments activities (such as channeled through KAEMP, SPFS, PADEP and ASPs), while complementing on-going initiatives. Criteria for prioritisation of the empowerment component would comprise: (i) poverty targeting; (ii) balanced geographical distribution; (iii) existing levels of empowerment; as well as (iv) where there is likely to be a high return to investment.

Component 2: Institutional Reforms, Capacity Building and Operations: Improving Supply

53 In order to effectively and efficiently respond to empowered client demand, the proposed programme includes a component with the objective to reform and improve the capacity and delivery of public and private service provision; there would be three sub-components: (i) institutional reform; (ii) capacity building and (iii) provision of services.

54 **Institutional reform:** In line with ASDS, prevailing Government policy, the research MTP and TF-3 recommendations, public services at national and zonal level for research, extension and training would be transferred to the proposed NASSA; line ministries would retain the policy, regulatory and M&E functions. At local level, reform would be aimed at integrating public agricultural services within local governments, and to develop demand-driven services (public and private) with clients increasingly managing and participating in service delivery. The pace of institutional empowerment of farmers over research, extension and training activities would be linked to a given district's fulfilment of the criteria set in the overall decentralisation reform. Through the implementation of farmer empowerment under Component 1, extension officers would have new roles, focusing on their role as facilitator in a process of technology and knowledge generation.

55 At national and zonal level, institutional reform would include: (i) support to TF-3 to prepare for and complete additional reforms; (ii) NASSA establishment; (iii) institutionalising CORDEMA²⁴; (iv) reform and enforcement of policy and legal issues and of regulatory mechanisms; (v) making research, extension and training, and their interaction more responsive to

²⁴ Client Oriented Research and Development Management Approach.

demands by empowered farmers and other clients; and, (vi) setting up effective inter-active information and communications systems. At local level this would similarly involve: (i) establishment of DFF with an associated secretariat located adjacent to but administratively independent of LGA; (ii) establishment of WFF and associated WARC; (iii) establishing WARCs reporting to DFF and providing services to district agricultural sector team, private and community-based ASPs and WARCs.

56 The sub-component would support the process of, and finance required investments for:

- a. support for finalising the agreed reform programme with respect to technical services and training.
- b. undertaking a review of public institutions, including a functional analysis at national, zonal and local level (for research, extension, training, information/communication and technical services) to clarify the present and potential roles of private and public partners;
- c. developing an integrated institutional framework and ensuring that central and zonal institutions are responsive to demands for supporting local development processes, hence establishing clear linkages;
- d. developing appropriate coordination bodies and financing mechanisms (e.g. NASSA);
- e. addressing policy and legal issues, and regulatory mechanisms necessary to implement the institutional reforms; and,
- f. implementation of National and zonal reforms and deepening local government reform concerning agricultural services, including human resource and staff development aspects.

57 **Capacity building:** This sub-component would comprise: (i) sustainable rationalization and strengthening of human and physical resources of public ASPs including of the Universities; (ii) strengthening private and community sector ASPs; (iii) focusing the LGA agricultural staff towards demand-driven approaches; and, (iv) improving training capacity of public and private ASPs. The sub-component would aim at maintaining and strengthening capacity of the reform programme by:

- a. strengthening human resources, including the managerial capacity of government bodies (whether ministries or public agencies);
- b. mainstreaming academic and other relevant research into the NARS (based on SUA experience);
- c. re-enforcing management systems of reformed institutions (e.g. through CORDEMA);
- d. strengthening of reformed DALDOs, e.g. by contracted teams to temporarily assist district reform and capacity building;
- e. strengthening public and private training capacity (including at the LITIs and MATIs) to meet the programme requirements;
- f. funding new investments, such as for developing information and communication capacity to meet clients needs at zonal and local levels;
- g. financing infrastructure rehabilitation, provision of equipment and mobility; and,
- h. promotion and development of private ASP capacity (CBOs, NGOs, etc).

58 **Provision of Services:** The programme would help farmers to design and develop effective mechanisms to identify relevant technology and knowledge (e.g. improved seed, IPM/IPN, farm implements and post harvest facilities etc.) that are gender specific (e.g. labour saving technologies and practices to help women to undertake on and off farm activities efficiently) and a framework for participation of private sector in funding and managing technology development and spread consistent with the demands and priorities of small, marginal and women headed households.

59 At national/zonal level this would comprise: (i) financing for TAGREF and the ZARDEFs and making these institutions operational; and, (ii) generating suitable (biological and "non-biological")²⁵ technologies and making these accessible and available to clients. At local level this would comprise: (i) making the block grant system for demand-driven agricultural services operational; (ii) the ASPs delivering relevant services which are being contracted by farmer fora and groups; and, (iii) the generation, adaptation and use of relevant technology and knowledge. This would involve the following.

At national level:

- a. funding activities of the concerned line Ministries (DRD, DLRT, including training) and of the management of the support programme;
- b. financing of NASSA HQ investment and operating costs; and,
- c. funding incremental operating costs of concerned Ministries to undertake required regulatory and policy functions.

At zonal level:

- a. core funding for ZARDI operating costs conditional on zones establishing significantly increased client control in resource allocation²⁶, especially for the zonal Information/Communications and Research-Extension-Training Liaison Units;
- b. funding of applied and adaptive research (and on a pilot basis of extension) increasingly through competitive grant instruments open to all suitable (i.e. licensed) ASPs; and,
- c. sustained financing of priority national and strategic research through "core" Government (and donor) funding.

At local level:

- a. funding costs of reformed (i.e. substantially client-controlled and capacitated) public extension services;
- b. finance block grants for DFF and WFF to: (i) employ support staff; (ii) acquire advisory services and PTD support from private and community-based ASPs, VEOs and NGOs (initially on a pilot basis to test contracting arrangements); (iii) establish and manage DARC and WARC; (iv) implementing empowerment activities (allocating FFS grants, etc.); and (v) undertake M&E activities;²⁷;
- c. funding of cost-sharing arrangements in the acquisition/provision of agricultural services, initially on a pilot basis with provisions for scaling up as appropriate.²⁸
- d. funding for district agricultural mandatory operations that remain after the functional analysis (see above) and for at least one Information/Communication centre per district.

60 Establishment of NASSA would take place some time after programme effectiveness; similarly farmer fora would take time to emerge. However, this would not delay core elements of reform to go forward, For example, CORDEMA and ZARDEF would be introduced as capacity permits. Effective farmer representation in bodies such as ZECs and ZARDEF management bodies would be implemented early on. Interaction and collaboration between research, extension, training and farmers at district and ward level would be enhanced through district-level liaison units.

²⁵ Especially in (socio)-economics and marketing.

²⁶ For example by re-constituting "Zonal Executive Committees" and the ZARDEF management bodies to establish greater real client empowerment in deciding research priorities and the allocation of resources.

²⁷ The principle of subsidiarity would be applied as capacity allows in order to shift responsibility for contracting from district to wards and villages with increasing control over resource allocation by the beneficiaries So-called "joint contracts", i.e. bidding by joint teams of public and private researchers or extensionists might be encouraged.

²⁸ For example along the lines of the "Farmer Field School" experience.

Component 3: Programme Coordination and Quality Control

61 This component will support entities at both national and district level that shall co-ordinate and administer the programme. The component will have three sub-components: (i) coordination and partnerships; (ii) monitoring and evaluation; and (iii) quality control of service delivery.

62 **Co-ordination and partnerships:** NASSA will be operationalized with broad stakeholder representation. Support will be provided for information and communication, policy analysis and formulation; stakeholder consultation; and legal affairs. Additional coordination activities to be funded would include: oversight and assistance with the planning process; and training and capacity building of farmer representatives and staff. Support will be provided to annual planning and stakeholder consultation from ward to national level, including clients, public and private ASPs, broader Government staff and donors.

63 **Monitoring and Evaluation:** The programme design will be refined through progressive improvements to the draft logframe (Figure 3, p.26). The logframe will summarise the indicators and measurement tools to be used and funded, and to guide a set of performance milestones (Figure 4). Key elements are likely to include :

- a. Baseline survey: this will derive benchmark measures for current levels of farmer technology use and knowledge, organisational capacity, and access to and use of services. The survey will consist of three data collection exercises: (i) it would extract results from the ongoing National Sample Census of Agriculture (NCSA), (ii) it would design and conduct a Rapid Agricultural Service Survey (RASS) possibly based on the CWIQ instrument²⁹, and (iii) it would use results from the planned LG inventory of ASPs in target districts;
- b. A participatory approach to monitoring and evaluation that would provide the opportunity for farmer groups and fora at village, ward and district level to assess progress and results against criteria defined by members themselves. This would include such tools as participatory logframe analysis;
- c. A progress reporting system at district level that would provide management at district, zonal and national level with key summary measures of performance; and
- d. Periodic surveys to assess emerging effects and impact through periodic surveys, including a bi-annual RASS and a repeat but scaled down NCSA every 5 years (to be linked with ASDP needs).

64 **Quality control of service delivery: *Setting standards and regulation:*** Quality assurance standards for service delivery will be developed for all categories of ASPs (both public and private), across a range of criteria (legal, governance, participatory, technical, environment). Approaches, methodologies and tools will be developed for measuring standards and quality services. These methodologies will be tested and refined over time. At National and zonal Level, standards and regulations will be developed and issued for ASPs as well as developing a registration scheme for approved service providers to be used at the zonal, district and ward level. Districts will maintain a register of approved ASPs within the district.

65 ***Technical auditing of service providers:*** Districts will conduct routine audits of the standards of ASPs. Farmers will set their own criteria for quality assurance and provide critical information for performance assessment.

²⁹ Core Welfare Indicator Questionnaire, a WB tool used by NBS and TASAF.

66 *Targeting:* In assuring quality of service provision, poverty and gender criteria will be set and incorporated, with monitoring and evaluation standards set, based on these criteria.

5. IMPLEMENTATION ARRANGEMENTS

67 The agricultural services programme implementation would be done at three different levels - national, zonal and local (district/ward) levels. The modality will be governed by the principle of greater control by farmers in cooperation with public and private sector ASPs, NGOs and civil society. The roles and responsibilities of each implementing agency are briefly described below.

5.1 Institutional

68 **National level.** The ASDP Steering Committee would provide overall policy guidance on how to implement the programme, based on ASDP principles and sector priorities, including providing links to investment and implementation (TF-1), as well as policy, institution and regulatory programmes (TF-2).

69 The Agricultural Sector Lead Ministries (ASLMs) would continue to provide technical backstopping, and the legal and regulatory framework for the agricultural services programme. A temporary programme implementation team, located in MAFS, and comprising members from the ASLMs would initially be responsible for implementing the programme components until NASSA is operational. The TF-3 would continue to provide technical guidance to this team during the programme implementation period.

70 To facilitate the institutional reforms, leading to the establishment of the NASSA, a core Executive Agency Implementation Team (EAIT), comprising senior staff of relevant departments of ASLM, ZARDIs and districts would be established. The EAIT, also located in MAFS, would be solely responsible for planning and managing processes of establishing the NASSA. Upon its commissioning, NASSA would take over the technical and operational backstopping and programme implementation activities, while the ASLMs would remain with legal, policy and regulatory functions.

71 **Zonal Level.** Agricultural services would be provided based on the agro-ecological zones. Research, extension, farmer empowerment, and information and communication services would be farming/production system-specific. The Zonal Research and Extension Liaison Units (ZRELUs) and the Regional Agricultural Advisors (RAAs) would provide the require research-extension-training-farmer linkages. In addition, zones would be free to contract licensed private ASPs, universities and research institutions to deliver research, information and communication and other services.

72 **District/Ward level.** When established, DFF would be responsible for implementing the program at district level and WFF at ward, village and group level. In essence, these independent representative farmer organizations would be responsible for contracting and otherwise acquire district and ward specific agricultural services, managing DARC and WARC, and supporting on-going farmer empowerment process (managing revolving funds for FFS, etc.)

5.2 Financing

73 **Linkages with the Government budget process:** The overall resources for the programme would be part of the consolidated budget of the Government and would abide by the principles of the budget process. The programme expansion would endeavour to create more discipline within the budget prioritisation process for the sector as a whole, and provide a phased approach to a broader sector programme.

74 **Donor financing arrangements:** Resources would be made available through a pooling of donor resources (currently IFAD, IDA, possibly Ireland Aid and any others interested). The pooling arrangements would be governed by a Joint Donor Memorandum of Understanding. Disbursements for all expenditures would be based on the submission of acceptable quarterly Programme Management Reports (PRMs). The flow of funds to zonal and district levels would follow GOT mechanisms for inter-government transfers as closely as possible.

6. ISSUES FOR DISCUSSION / FOLLOW-UP

to be completed

Figure 1: Tanzania (Mainland): Current Agricultural Services Framework

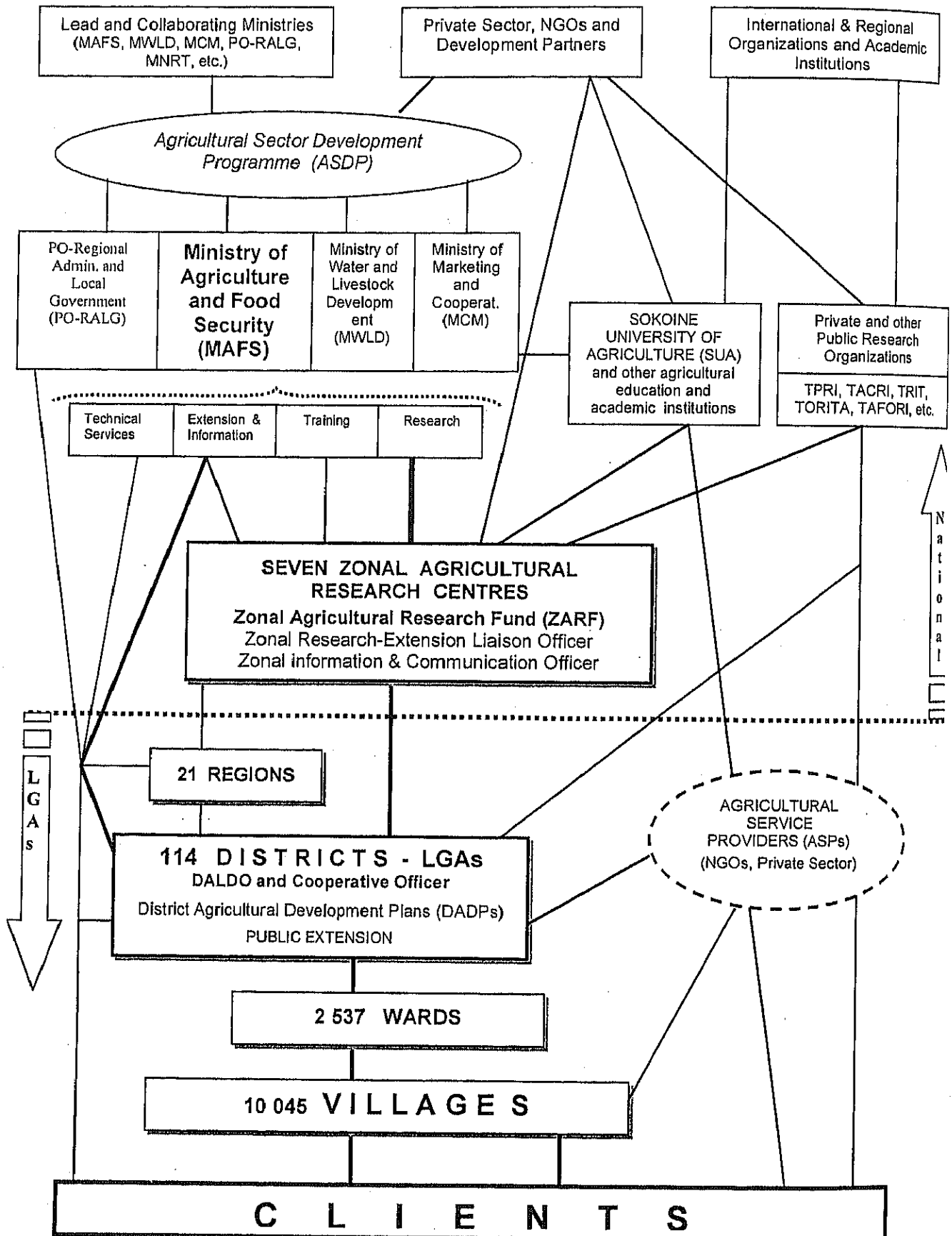


Figure 2: Tanzania (Mainland) - Proposed Agricultural Services Framework

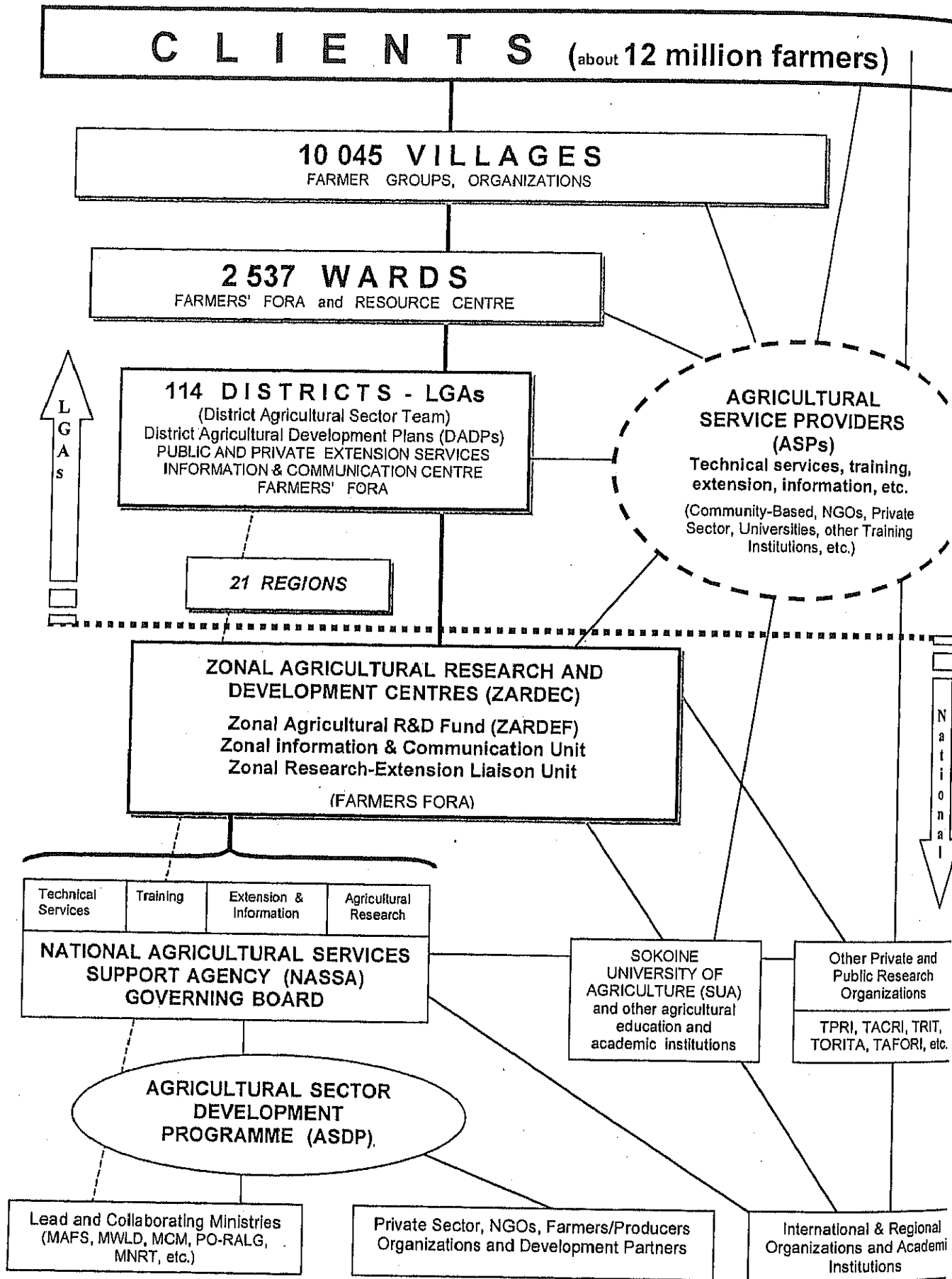


Figure 3. Draft Logframe

Narrative	Indicators	Means of Verification	Assu
<p>Goal</p> <p>Poverty reduction (PRSP Goal)</p> <p>Greater productivity, profitability, higher farm incomes (ASDP PDO)</p> <p>Increased productive investment in agriculture (through higher private sector involvement and improved public service delivery)</p>	<ul style="list-style-type: none"> - Proportion of those below poverty line reduced from 48% to 24% by 2010 - Real agricultural GDP growth rises from 3.6% to 5% p.a. by 2007 - Private sector investment levels rise commensurate with achieving the growth in GDP required 	<p>PMMP and associated surveys and research</p> <p>PER and MTEF reports</p>	
<p>Programme Objective</p> <p>Rural Producers (especially the rural poor and women), have better access to and use of relevant agricultural knowledge and technologies, which, through sustained partnerships with service providers, enhance their productivity and profitability.</p>	<ul style="list-style-type: none"> - Measures of access to, use of and satisfaction with agricultural public and private services - > 50% of farmer-ASP partnerships in place and active for than 2 years - Measurable, selected indicators of productivity and profitability 	<p>Rapid Agric Services Survey</p> <p>National Sample Census of Agriculture; Case Studies and Farmer Fora reports</p>	<p>Input and n system respo highema</p> <p>Other inves throu creat for techn and n</p>
<p>Component 1 Objective ('Demand side')</p> <p>Client capacity improved to articulate demand and to contract agricultural services (through empowerment and enhanced partnerships) built around participatory technology development</p>			
<p>Outputs</p> <p>Sub-Component 1.1 Farmer Knowledge & Organisational empowerment</p> <ol style="list-style-type: none"> 1. Information on site specific problems, needs & opportunities gathered for entry points 2. Enhanced farmer knowledge & decision-making 3. Farmer groups operational and sustained 4. Farmer group networks functional at different levels <p>Sub Component 1.2 Institutional and Financial Empowerment</p> <ol style="list-style-type: none"> 1. Farmer fora functional (advocacy, contract mgt.) 2. Farming/production systems committees and ZARDEFs operational 3. Research and (pilot) Advisory Service contracts issued by farmer fora / groups 4. Financial management of groups/fora 	<p>No of groups formed against target</p> <p>No of networks formed against target</p>	<p>Group and fora reports</p>	<p>Cond NGO</p> <p>Finar instit impr availi produ</p>

improved			
<p>Activities</p> <p>Sub-Comp 1.1</p> <ol style="list-style-type: none"> 1. Conduct participatory diagnoses 2. Field activities to form Farmer Groups 3. Activities to set up farmer group networks <p>Sub-Comp 1.2</p> <ol style="list-style-type: none"> 1. Field activities to create Farmer Fora 2. Field activities to create farming systems committees & to empower farmers in ZTCs/ZECs 3. Activities to bring producers into managing ZARDEFs 			<p>Farmers have trust and confidence in service providers</p>
<p>Component 2 Objective 'Supply Side'</p> <p>Reformed and improved capacity and delivery of public and private sector service provision</p>	<p>Cost of extension agent per farmer falls by 50% by 2008</p> <p>No of service contracts satisfactorily completed</p>		
<p>Outputs</p> <p>Sub-Component 2.1 Institutional Reform</p> <p><u>National /Zonal</u></p> <ol style="list-style-type: none"> 1. ASP Reform Strategy 2. NASSA established (Phase 1) 3. CORDEMA principles institutionalised 4. Policy and legal issues and regulatory mechanisms reformed and enforced 5. Research-extension-training linkages more effective resulting from empowerment 6. Inter-active information & communication systems effective <p><u>Local</u></p> <ol style="list-style-type: none"> 1. LGA bodies established with purpose of coordinating and supporting Farmer Fora 2. Local research-extension-training linkages effective resulting from empowerment 3. Inter-active information & communication systems effective at local level <p>Sub-Component 2.2 Capacity Building</p> <ol style="list-style-type: none"> 1. Human & physical resources of public ASPs strengthened, rationalised and sustained 2. Strengthened private & community sector ASPs 3. LGA agricultural staff mindset focused towards a demand-driven approach 4. Training capacity improved 	<p>- Strategy document adopted by Government</p> <p>- By 2007</p> <p>- No. of ZEC/ZTCs operational by date</p>		<p>Reforms external to the project are implemented successfully</p>

<p>Sub-Component 2.3 Efficient and Effective Operations</p> <p><u>National / Zonal</u></p> <ol style="list-style-type: none"> 1. TAGREF / ZARDEFs funded & operational 2. Suitable technologies / knowledge generated and available (biological and non-biological) <p><u>Local</u></p> <ol style="list-style-type: none"> 1. Block grant system for demand-driven services operational 2. ASP deliver relevant services contracted by Farmer Fora and groups 3. Relevant technologies and knowledge generated & adopted 			
<p>Activities</p> <ol style="list-style-type: none"> 1. Establishing ZARDEFs and TAGREF 2. 			
<p>Component 3 Objective</p> <p><u>Programme Coordination and Quality Control</u></p> <p>Integrated programme plans are implemented on time, with quality and to budget</p>			
<p>Outputs</p> <p>3.1 Coordination & Partnerships</p> <ol style="list-style-type: none"> 1. Programme adjusted to and links with other ASDP Sub-Programmes & Task Forces 2. (Phase 1) Management achieves timely, coordinated, integrated programme implementation 3. NASSA (Phase 2) effectively coordinates agricultural services 4. Multi-stakeholder partnership is enhanced 5. Incremental resources mobilised 			
<p>3.2 Programme Monitoring & Evaluation</p> <ol style="list-style-type: none"> 1. Programme adjusted in line with M&E outputs <p>3.3 Quality Control of Service Delivery</p> <ol style="list-style-type: none"> 1. High quality of services in legal, governance, participatory, technical, environmental terms assured 2. Targeting of special groups addressed (poverty, gender, HIV/AIDS, etc.) 			
<p>Activities</p>			

Figure 4. Draft Key Performance Milestones

Indicators	Phase 1			Phase 2			Phase 3								
	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
1 ASDP Govt															
Reduction in % rural population below poverty line									29%						
Reduction in % of food poor									14%						
2 ASDP Objective															
Real Agricultural GDP Growth	57%														
Private sector investment in agriculture rises	27%														
ASDP Investment	3.5%														
GOT / Donor investment in ag. services as % of GDP	?														
	84.5	93	107	121											
	Rob figures?														
3 Agric Services Programme Objective															
Productivity rises (indicators to be defined)															
Profitability rises (indicators to be defined)															
Cost of extension agent per farmer falls															
Use, access and satisfaction with services															
% of Sustained Partnerships > 2 yrs old															
4 Component 1: Demand for services															
Extension agents per farmer group															
No of groups formed / registered															
No of networks formed / registered															
No of MOUs/contracts made with ASPs															
No of groups with yearly accounts available															
Volume of ZARDEF funds released															
5 Component 2: Supply of services															
Development of ASP Reform strategy															
MASSA established															
No of ZECs / ZICs established															
% of service contracts satisfactorily completed															
Adoption rates															
6 Component 3: Coordination and Control															
Actual disbursements 100% of planned															
MASSA coordination															
Unqualified audits															
M&E: Baseline Report															
M&E: Joint Gov/Donors End of Phase Reviews															
Public Service Delivery (Client Charter)															
Examples:															
MAAFS															
Red locust control															
Supplying breeders seed															
IMWLD															
Registration of vet. Practices															
Provision of least cost ration formulation to livestock keepers															
MCM															
Registering a co-operative															
Disseminate market information (food crops)															

MOV: Means of Verification
 PER: Public Expenditure Review
 PMMP: Poverty Monitoring Master Plan
 NSCA: National Sample Census of Agriculture
 RASS: Rapid Agricultural Services Survey (survey method to be developed, using Core Welfare Indicator Questionnaire (CWIQ) model)
 DALDO / FF: District Agricultural and Livestock Officer and District Farmer For Reports (but using Ward Resource Team and Ward Farmer For results)
 /1 NSCA repeated but using smaller sample and simplified questionnaire

FASWOG 会合議事録

日時： 2003年12月3日（金）午前10時15分～11時30分
 場所： 農業省 II 会議室
 出席者： 議長：Muro 次官代理（MAFS）
TARP II プログラム・コーディネーター：Simpeho 博士
タンザニア政府（MAFS、MWLD、MCM）：10 数名
ASDP 事務局：Chacha Nyakimori、Philip Mbogera
ミッション：Guy Evers (FAO-IC)、Robert Townsend (WB)、Ladisy Chengula (WB)、Nick Chapman (IFAD)、Jacob Kampen (WB)、Arnoud Braun (IFAD)
FAO-Tanzania：P. Gence、J.K. Kabyemera
EU：Ria Ketting
Denmark Embassy：Anne-Marie Rosenlund
日本大使館：伊藤書記官
JICA タンザニア事務所：花谷企画調査員、松下所員、成田アフリカ課員（当地出張中）
JICA-RADAG：林（文責）

今月初旬に開催された前回の FASWOG 会合において来訪が認められた本 TF3 プロファイ・ミッションの現地ドナーに対するラップ・アップ会合。本会合の主な目的は、プロファイ・ミッション作成のコンセプト・ノート（別添1）の共有および現地ドナーとの意見交換であった。TARP II プログラム・コーディネーターであった Simpeho 博士が、随時ミッションのリーダーである Guy Evers に代わり、説明を行った。会合におけるポイントについては以下のとおり。

- ・ National Agricultural Support Services Agency (NASSA) の創設は、今回のミッションの目的である農業サービス改革実現のためには必要不可欠なものである。また、この創設は、現在政府主導で進められている地方分権化の流れに沿うものであると考える。(Simpeho)
- ・ 疑問点として 2 点挙げたい。(1) 換金作物のリサーチがどのように扱われるか、(2) 既に Zonal Research Trust Fund なる基金（中央政府、県政府、組合等で構成される Agricultural Association が資金を拠出）が存在しているが、その活動と NASSA の活動をどのようにして統一する考えなのか。(Ria Ketting)
- ・ 疑問点として 3 点挙げたい。(1) 農業普及における最大の問題は、その資金不足にあると理解している。コンセプト・ノートにもその旨記載されているが（12 ペー

ジ)、これにどのように対応しようとしているのか明確ではない、(2) NASSA の設置は、設置法の成立まで話を持っていかねばならず、また人員の異動も含むため、かなり大掛かりな作業となる。関係者の理解を深めるためには、NASSA の設置のメリット・デメリットについて明確にされる必要がある、(3) 農民に対するエンパワーメントの重要性は理解出来るが、グループ化すればすぐに普及サービスの有効な「需要家」になれるわけではないだろう。ウガンダで行われたような農民グループに対する普及サービス受給券の配付のような、何らかのファンディングが想定されているのか。(花谷企画調査員)

- ・ (花谷企画調査員からの質問を受ける形で) (1) 農業サービス部門に対する資金不足の問題についてはチャレンジングな課題だと考えている、(2) NASSA の創設については引き続き議論していくつもりだ、(3) 農民に対するエンパワーメントとは、農民がどのようにしたら農産物をメディアに宣伝できるようになるか、またどうやったら農民が活動資金にアクセスできるようになるか、またその資金をどのようにすれば有効的に管理することが可能になるかといったことが挙げられる。(Robert Townsend)
- ・ 今後タスク・フォース 1 および 3 のコーディネーションがより必要かつ重要になると考える。(Guy Evers)
- ・ 今回のこのコンセプト・ノートはファースト・ステップに過ぎない。(Guy Evers)
- ・ コンセプト・ノートに挙げられたような、こうした問題に気付くことが重要なのだ。(Robert Townsend)
- ・ このコンセプト・ノートは、現在のこのチームの考えを示しているものだ。(Ladisy Chengula)
- ・ 全体的にこのコンセプト・ノートに記載されていることを支持したい。これは良いステップである。(Muro)

以上

Tanzania: Agricultural Sector Development Programme
Task Force No 3 on Agricultural Services Formulation Mission
Aide Mémoire
Final Draft - 3rd December 2003

1. Introduction

1. Following the October 6, 2003 invitation letter from Government to initiate the formulation of an agricultural service programme, a joint Government-Development Partner Team¹, so-called the Team, began the formulation process from 17 November to 3 December, 2003. The main objectives of the mission were to²: (i) review progress on the background preparatory work of TF-3 working groups; (ii) agree on the scope of a possible programme to reform and strengthen agricultural services; (iii) agree on the programme objectives and components; (iv) prepare and agree on a corresponding logical framework and concept note; (v) clarify the institutional arrangements and organizational aspects of the programme implementation; (vi) agree on suitable financing mechanisms, including basket funding; (vii) identify the key gaps/questions which still need to be addressed on the proposed components, and agree on follow-up actions; (viii) identify linkages with other Task Forces' proposed interventions and interface with ongoing programmes; and (ix) clarify whether Zanzibar would be included, and if appropriate, agree on modalities.

2. The mission was launched by Mr W. Ngirwa, Permanent Secretary of the Ministry of Agriculture and Food Security (MAFS) and the Team worked under the overall guidance of Dr Haki, Chairman of TF-3 and closely with the Agricultural Sector Development Programme (ASDP) Secretariat. Two two-day retreats were held, one at the end of the first week (Bagamoyo), and one upon completion of the field visits (Morogoro) in order to integrate recommendations drawn by the respective TF-3 Working Groups; refine the vision for the agricultural services reform, and develop a programme logical framework and concept note. The Team visited a few districts (Dodoma rural, Mvomero, Kongwa, Mpwapwa, Morogoro Rural) and two Zonal Research and Development Centres (Ilonga and Mpwapwa) with a view to cross-check information and address questions raised during the reform vision discussions. The team met the Permanent Secretaries of the Ministry of Finance (MoF), the Ministry of Cooperative and Marketing (MCM), the Ministry of Livestock and Water Development (MoWLD) and the Deputy Permanent Secretaries of the President's Office-Regional Administration and Local Governments' (PO-RALG) and the Ministry of Finance. The Team also held discussions with development partners, senior management and staff from the Agricultural Sector Lead Ministries (ASLMs), the Local Government Reform Programme (LGRP), NGOs, and farmers' organizations (MVIWATA).

¹ The National Formulation Team (NFT) is composed of Messrs: G. Sempeho, Team Leader (MAFS); A. Nalitolela, Empowerment Specialist (MAFS); D. Sendalo, Livestock Research Specialist (MWLD); F. Magayane, Extension Specialist (SUA); L. Mataba, Empowerment Specialist (Cooperative College); J. Madaha, Decentralisation Specialist (PO-RALG); S. Ramadhani, M&E Specialist/Economist (ASDP Secretariat); B. Kapange Information-Communication Specialist (MAFS); and Ms P. Makwaia, Training Specialist (MAFS).

The Development Partner Team (DPT) is composed of Messrs: G. Evers, Team Leader (FAO Investment Centre); R. Townsend, Economist, Agricultural Services Programme Task Team Leader (World Bank); L. Chengula, Rural Development Specialist (World Bank); N. Chapman, Monitoring and Evaluation (M&E) Specialist / Economist (IFAD Consultant); J. Kampen, Agricultural Services Specialist (World Bank Consultant); and A. Braun, Empowerment/Information-Communication Specialist (IFAD consultant); and on part-time basis Messrs: E. Friis-Hansen, Extension/Empowerment Specialist (IFAD Consultant); and S. Lugeye, Agriculture and Natural Resources Adviser (Development Cooperation Ireland). Mr M. Faisal, Country Portfolio Manager (IFAD), joined the Team from 28 November 2003.

² See Terms of Reference endorsed by TF-3 on 11 November 2003.

3. At the launch of the mission, the Team was informed that Zanzibar would also be included in the proposed agricultural services programme. The ASDP Secretariat invited a representative from the Ministry of Agriculture, Natural Resources and Cooperatives (MANREC) of Zanzibar to join the Bagamoyo retreat to learn on TF-3 progress and programme formulation plans, and to discuss modalities for formulating a Zanzibar component.

4. The draft Agricultural Services Support Programme Concept Note (see Attachment) was presented to TF-3 and ASLM senior management on 2nd December 2003 who endorsed it in principle. The Concept Note was also presented to, and well received by, the joint Government-Development Partner Food and Agriculture Sector Working Group (FASWOG) on 3rd December 2003. This final draft Aide-Mémoire was presented and endorsed at the Wrap-Up Meeting chaired by Mr S. Muro, acting Permanent Secretary of MAFS, on 3rd December 2003. The final version of the Aide Mémoire will be issued within two weeks, after final approval by the Government and participating Development Partners. The Team is most grateful for the hospitality and cooperation it received.

2. Background to the Agricultural Services Support Programme

5. Consistent with the Agricultural Sector Development Strategy (ASDS) and its operationalisation Programme (ASDP), a methodology for undertaking the detailed formulation of new ASDP interventions was developed in early 2003. The process is based on broad task forces, thematic working groups and investment-specific formulation teams. Four Task Forces have been launched: Task Force 1 (TF-1): Investment and Implementation at District and Field Level; Task Force 2 (TF-2): Policy, Regulatory and Institutional Framework; Task Force 3 (TF-3): Agricultural Research, Extension, Information, Training, Technical Services and Empowerment³; and Task Force 4 (TF-4): Cross-cutting and Cross-sectoral issues.

6. The development partners are working closely with TF-3 to develop a strategy and implementation plan to strengthen agricultural services, in support of the ASDP. In June 2003, Working Groups on Extension (WG-EX) and on Farmers' Empowerment and Organizations (WG-FE&O) were launched. The Research Working Group (WG-RE) was launched in September, and the Working Group on Information/Communication (WG-IC) in October. Support studies for the Working groups on extension and empowerment, and on research were launched in September and October respectively. During its last meeting in early November, the Task Force recommended that the proposed programme: (i) ensures close integration of the various elements of agricultural services, in particular research, extension, training, and information/communication; and (ii) be based on a unified strategy encompassing agriculture⁴ and livestock services.

3. Status of Support Studies

7. TF-3 was established in April 2003 to oversee the strategic planning for introducing agricultural services reforms and the formulation of detailed interventions for agricultural services in support of the ASDP. TF-3 launched four working groups and commissioned four studies on empowerment, research, extension and information/communication to support the formulation process. The review of training and technical services has not yet been initiated. Significant progress was achieved in advancing the preparatory/background work, which led the TF-3 to call the captioned formulation mission. The status of working groups and studies is as follows:

1. **WG-EX and WG-FE&O:** submitted their draft reports to TF-3 in early October, 2003. Following review by TF-3, the final draft report of WG-FE&O was cleared and well received by TF-3 in early November, and the final draft for WG-EX has been submitted. Draft reports

³ Empowerment being common to TF-1 and TF-3

⁴ The term 'agriculture' throughout the document includes livestock.

for the two studies on privatization of agricultural services and demand driven extension services, and on institutional arrangements for extension service delivery were reviewed by TF-3, and final drafts are awaited (due 20 November 2003).

2. **WG-RE:** was launched at the end of August 2003, its draft report was reviewed and generally endorsed by TF-3 in early November with final reports expected in December 2003. The review of the Client-Oriented Research Management (CORMA) approach and the Zonal Agricultural Research Funds (ZARFs) were jointly launched in mid-October, and one draft consolidated report submitted in mid-November for review by TF-3.
3. **WG-IC:** was launched in October, submitted a preliminary draft report in November which was generally endorsed by TF-3; the final draft is expected by mid-December 2003 (to streamline recommendations within the Concept Note Framework).

8. Since its inception, TF-3 has been meeting on a regular basis to oversee the process and review the output of the Working Groups and studies. Overall, the documentation reviewed by the Formulation Team contains useful background information and provides strategic orientations for programme design. At this stage, the progress of WG-RE is more advanced, as it benefited from various background studies, including the NARS Medium Term Plan. The recommendations on programme formulation follow-up requirements are presented in Section 8 and Annex 1. The Team commends the work of the TF-3 and its Working Groups. However, the current reports generally do not include a description of the operationalisation of the recommendations. The integration of the various recommendations to develop the country's vision for agricultural services had not yet been completed.

9. It is apparent that there has been insufficient communication and coordination between the various Working Groups of TF-3 with other task forces, in particular TF-1, and with the Local Government Reform Programme (LGRP). The Team recommends that the ASDP Secretariat circulates (including on the ASDP web-site) all relevant information between and within the respective Task Forces, and plays a pro-active role in the coordination of TF activities⁵. Regarding cross-cutting and cross-sectoral issues, the recently created TF-4 has not yet interacted with TF-3 and its Working Groups⁶. In the absence of a clear description of the integration of various recommendations into the vision for agricultural services, although not anticipated in its original terms of reference, the Team made a first attempt to develop a draft vision/elements of reform for agricultural services.

4. Agricultural Services Reform Elements

10. The provisional elements of reform include actions at National and Zonal Level; and at District and Ward Level. A major underlying principle is the importance of greater availability and use of agricultural technology and knowledge as a means to raise or sustain productivity levels, improve food security and so contribute to poverty reduction. The proposed reforms at national, zonal and local level are outlined in Box 1 and shown in Figure 2 of the attached Concept Note. These will enable devolution of responsibilities advocated by the Local Government Reform. It would also allow effective participation of farmers/clients, through their respective organizations and fora, in the planning and management of agricultural services resources and activities. The salient features of the reforms include: (i) at national and zonal level, the creation of a "National Agricultural Services Support Agency" (NASSA), and resulting adjustments in the mandate of sector ministries; (ii) at local level, initiation of village and ward level empowerment activities leading to farmer groups and networks, establishment of Ward Farmer Fora (WFF) and District Farmer Fora (DFF), setting up

⁵ For example on funding mechanisms, functional analysis, DADP, linkage with LGRP, etc.

⁶ The current set-up of TF-4, gathering all cross-cutting and cross-sectoral issues (and imposing a quorum of 50% of its members to validate meetings) may not be practical and cost effective to assisting task forces in internalising and/or addressing these issues. It is recommended that more flexible arrangements be sought, based on small support groups (help desks) as originally planned.

farmer-owned and managed, small Ward Agricultural Resource Centres (WARCs), and institutional transformation of the district agricultural departments by adjusting core functions and mode of operation consistent with the LGRP.

5. Scope, Objective and Components of the Proposed Programme

11. The reform is proposing a significant change in approach to agricultural services (business unusual). This will ensure that service provision has greater relevance to the needs of farmers through empowerment measures. It will also improve efficiency of resource use by mobilizing both public and private sources of funding, and by reducing transaction costs through, for example, concentrating on assisting empowered groups rather than individuals. Finally, it will increase effectiveness and accountability in the delivery and use of relevant technology by supporting closer linkages and service agreements between producer needs, technology generation and use. It is anticipated that it will also have an impact on group access to markets and financing through better organisation and stronger bargaining power.

12. **Programme Development Objectives:** The programme objective is for farmers / clients (especially the rural poor and women) to enhance their productivity and profitability from better access to and use of relevant agricultural knowledge and technologies, and through sustained partnerships with service providers.

13. This programme development objective would be achieved through a set of complementary interventions through three components (see Concept Note):

- (i) **Farmer / Client Empowerment – Improving Demand:** from grass-root farmer groups to national rural producer organizations, strengthening demand for agricultural services through knowledge, organisational, institutional and financial empowerment, leading to partnerships with service providers (e.g. for technology development and adaptation) and improved bargaining power;
- (ii) **Reform and Capacity Building of Public and Private Sector Services – Improving Supply:** this would involve actions at local, zonal and national level, such as implementing a reform programme for public services to agriculture; initiating and deepening the reform process already underway in key service areas; building capacity to respond to client demands; and improving the efficiency and effectiveness of public and private agricultural service providers; and
- (iii) **Coordination and Quality Control:** to ensure that the planning, implementation and monitoring and evaluation of the programme is conducted in an integrated and sound manner, and that high standards (technical, financial, legal and others) are maintained.

14. **Scope:** The overall programme would support, in an integrated manner, a wide range of agricultural services including client empowerment, research, extension, information and communication, and - in line with a reform process to be elaborated in the first year of the programme - other services including training and technical services⁷. The programme would not include support for agricultural financial, input supply and marketing services and facilities; these would instead be handled under separate but complementary – existing and future - ASDP interventions.

15. **Design considerations:** Several design considerations are reflected in the concept note related to: complementarity with other ASDP interventions; targeting of beneficiaries; increasing control of resources by beneficiaries; increasing private sector provision (but with public funding); a basket-funded programme versus budget support; and an integrated versus fragmented programme. The

⁷ Technical services: such as seed production, animal multiplication, animal health/veterinary investigation centres, irrigation development service centres, agricultural mechanisation, crop protection, marketing etc.

proposed programme is for a single integrated programme, with common funding arrangements for development partner support.

16. **Implementing Arrangements.** The programme would, as a matter of principle and as far as possible in practice, maximise the role of farmers in programme planning, operation and use of resources. The ASDP National Steering Committee (SC) would provide overall policy guidance on how to implement the programme, based on ASDP principles and sector priorities, and provide links to investment and implementation (TF-1), as well as policy, institution and regulatory programmes (TF-2).

17. The ASLMs would continue to provide technical backstopping, and the legal and regulatory framework for the agricultural services programme. Until NASSA establishment (see below), a Programme Implementation Team (PIT), located in MAFS, and comprising members from the ASLMs would temporarily be responsible for implementing the programme components. The TF-3 would continue to provide technical guidance to the PIT during the initial programme implementation period.

18. To facilitate the institutional reforms, leading to the establishment of the NASSA, a core Executive Agency Implementation Team (EAIT), comprising senior staff of relevant departments of the ASLMs, Zonal Agricultural Centres and Districts would be established. The EAIT, also located in MAFS, would be solely responsible for planning and managing processes of establishing the NASSA. Upon its commissioning, NASSA would take over the technical and operational backstopping and programme implementation activities, while the ASLMs would remain with legal, policy and regulatory functions⁸.

6. Tentative Programme Financing Requirements

19. **Indicative Programme Cost:** The PRS advocates for an increase in both operating costs and development expenditures for research and extension as PRS priority activities. The ASDP document estimates expenditures on these two activities at about US\$ 6.5million and US\$ 9.4 million respectively for 2002/03 (including both government and all development partners expenditures) and advocates for a 20 percent per year annual expenditure increase over the next five years, which translates into an annual development expenditure of about US\$40 million. Extending this increase over seven years suggest a cumulative indicative development expenditure cost in the range of US\$200 - 250 million⁹.

20. **Basket Funding:** For the future agricultural services support programme a basket funding arrangement is proposed (pooling development partner resources). The proposed basket funding mechanism would constitute a gradual shift towards eventual direct budget support. Efforts would be made to ensure that the basket abides by the principles of the budget process to ensure greater sustainability of the programme.

21. **Financing Gap in Next Budget:** Two significant development partner financed projects will close over the next six months, the National Agriculture Extension Project (NAEPII) on December 31, 2003, and the Tanzania Agricultural Research Project (TARPII) on June 30, 2004. As an immediate

⁸ If an early consensus on NASSA establishment can be reached, it may be possible to "jump start" the process in advance of the proposed programme effectiveness, by using either existing available resources (e.g. under TARP II) or new financing (e.g. through a programme preparation facility, or specifically provided by a donor).

⁹ The Agricultural Research and Agricultural Advisory Services MTEF ceilings for 2003/4 are US\$ 3.0 million and US\$ 2.7 million respectively, accounting for about 10% of the MTEF ceiling for agriculture [see Guidelines for the Preparation of Medium Term Plan and Budget Framework for 2003/4 to 2005/6]. The ASDP (\$6.5 and \$9.4 million) and budget guidelines estimates (\$3 and 2.7 million) need to be reconciled.

need, there is a projected funding gap for ongoing operations of about US\$2 million until the next fiscal year (primarily due to the closing of NAEPII).

How will the programme lead to greater impact?

The ASDP advocates doing "business un-usual", requiring a fundamental change in approaches and institutions both at district and national levels to ensure that future agricultural support programmes have greater impact than past efforts. The shift in focus from central, supply-driven programmes to a decentralized demand-driven system is particularly relevant for research and extension to ensure that advice and technology development are relevant to farmer needs, and hence lead to wider adoption, and higher productivity and profitability.

This proposed programme will do several things differently:

- Farmers will be empowered with knowledge and enhanced decision-making skills.
- Farmers will have effective representation and financial control over the type of public services provided to ensure relevance.
- Priorities in adaptive research will be determined by farmers.
- Extension officers will evolve to facilitators/knowledge-brokers/advisers on demand.
- The private sector will play a greater role in service provision.
- Provision of agricultural services will be devolved to the lowest levels (district and wards), commensurate with cost effectiveness (subsidiarity).
- Activities will recognize and build on existing capacities of farmers and farmer groups.

The anticipated benefits of this new way of doing business are:

- Service delivery will be targeted and customised to needs, and hence will be more cost-effective.
- The spread of technology and knowledge will be faster and more far-reaching because of the strong multiplier effects linked to group-based approaches and farmer-to-farmer information exchange; and
- Targeting women will reach a major client-base, whose service provision needs have not been adequately met.

With stronger technology awareness and adaptation/adoption by the farmers, considerable response in terms of raised and sustained productivity can be expected. A significant proportion of these productivity gains will be of a low-cost nature, and do not require large additional on-farm investments, for example benefits relating to labour-saving technology, improved soil productivity, reduced losses and/or improved marketability. The overall impact of these improvements will be derived from an aggregation of smallholder farmers' increases in productivity and profitability spread over a large population of farmers during the course of the programme implementation period.

The effective upscaling of these benefits will, nevertheless, also depend on the complementarity between the proposed programme and other ongoing and anticipated investments under ASDP, as well as other cross-sectoral investments (marketing, finance, roads etc.). These other investments will themselves also provide returns to this programme, and vice versa.

7. Zanzibar Component

22. The Ministry of Finance (MoF) confirmed MAFS desire to include Zanzibar from the early stages of agricultural services programme formulation. In this regard, the Zanzibar Government was invited to send a representative from MANREC to join the NFT. A senior staff member of MANREC attended the two-day retreat to develop the mainland agricultural services support programme concept note held in Bagamoyo and the TF-3 meeting on 2nd December 2003. Following the attendance of the member from Zanzibar, a preliminary concept note was presented with draft modalities for the formulation of the Zanzibar component.

23. The Team was informed that Zanzibar, with financial support from BADEA, was in a process of developing its own Agricultural Sector Development Strategy/Programme. The Team was further informed that a team of consultants preparing the agricultural strategy/programme for Zanzibar visited the ASDP Secretariat to learn more about the mainland agricultural sector programme, and collect reference materials. This sharing of information and experiences is highly encouraged, since it would enable Zanzibar to build on the mainland ASDP processes, and reduce the time required to complete its programme document. Cognizant of the late start for Zanzibar, the mission was informed that MANREC recommends that Zanzibar establishes working teams, assisted if required by members from the mainland NFT, for completing the concept note and formulating a Zanzibar-specific programme component. These would be reviewed by the DPT during the preparation mission in February, 2004. Depending on the progress made, further milestones for completing the Zanzibar component would be agreed at that time.

24. Given the size of the Zanzibar economy, the scope of the programme will be designed in accordance with absorption capacity for development assistance. In view of this, DPT recommends that MANREC should take stock of all existing donor-funded projects and programmes in the agricultural sector. In addition, MANREC should also provide a list of pipeline projects and programmes in the sector, and show their likely linkages to the agricultural services programme. This information would also be reviewed during the February mission, and would be critical in determining the allocation of agricultural sector development assistance to Zanzibar.

8. Key Follow-up Actions and Next Steps

25. **Formulation Process:** the formulation process will be undertaken jointly by the NFT and the DPT, supported as required by the TF-3 Working Groups, national and international consultants, and contracted studies. The formulation process will continue to be overseen by TF-3 who will report to the ASDP Inter-ministerial Coordinating Committee, as per established procedure. The ASDP Secretariat will facilitate and coordinate the process.

26. **Consultation:** during the formulation process, close consultation with the main stakeholder group fora will be maintained (farmer/producer organizations, government, NGOs, development partners). In addition, a validation workshop is proposed to be held during pre-appraisal (see Figure 1)

27. **National Formulation Team:** In early November, TF-3 appointed the NFT, composed of 9 who participated in this first mission. The core mandate of the NFT is to translate TF-3 recommendations into a fully costed programme, which requires that its members have specific project/programme formulation experience. The NFT is also expected to prepare the government Programme Formulation Document. In the future, the NFT would therefore be reduced to a small group that has the required experience.

28. **Formulation Timetable:** At the mission launching and during follow-up discussions with the Permanent Secretaries of the ASLMs, the Team was urged to develop an action plan for ensuring early completion of the formulation process. The proposed timetable for formulation is presented below. The proposal is based on TF-3 progress achieved so far, further programme design requirements, and

Government and Development Partners needs (at this stage IFAD, WB and Ireland Aid) (see para. 32). It may be further adjusted to accommodate other development partners who would join the process. The detailed timetable is presented in Figure 1 and in Table 1.

Figure 1. Agricultural Services Programme Preparation Timetable

Task	Responsibility	2003			2004								2005						
		nov	dec	jan	feb	mar	apr	may	jun	jul	aug	sep	oct	nov	dec	jan	feb	mar	
Formulation	Dev Pttrs / Govt	■																	
Concept Note Review	Dev Pttrs / Govt		■	■															
Endorsement of Note	Dev Pttrs / Govt			■															
Preparation mission	Dev Pttrs / Govt				■														
Input for 04/05 GOT Budget	Dev Pttrs / Govt					■													
Stakeholder consultation	Task Force 3 + Team				■														
Programme Design Validation	Stakeholders						▲												
Follow up support	Dev Pttrs / Govt					■	■												
Pre-Appraisal mission	Dev Pttrs / Govt						■												
Prog. Implementation Plan	Govt							■	■										
Appraisal	Dev Pttrs / Govt								■	■									
Appraisal Report available	Dev Pttrs										■								
Operational Guidelines	Task Force 3				■	■	■												
Environmental Assessment	"				■	■	■												
Finance & Account Manual	"				■	■	■												
Baseline	"									■	■	■							
Board presentation	Dev Pttrs													■					
Effectiveness	Dev Pttrs																★		
Start Up Workshop	Stakeholders																	◎	

Table 1. Preparation TIMETABLE

First formulation/identification	Dev.Pttrs / Govt	November/December 2003
Concept Note Review (GoT/DPT)	Dev.Pttrs / Govt	December/January 2004
Endorsement of Concept Note and Timetable	Dev.Pttrs / Govt	early-January 2004
Preparation mission	NFT / DPT	February 2004
Input for 04/05 Budget (MTEF)	NFT / DPT	February/March 2004
Stakeholders Consultation	Stakeholders	From January 2004
Programme design validation	Stakeholders	April 2004
Pre-Appraisal	Dev.Pttrs / Govt	April 2004
Follow-up support missions	Dev.Pttrs / Govt	May-June 2004
Appraisal	Dev.Pttrs / Govt	July 2004
Negotiations (IFAD and WB)	Dev.Pttrs / Govt	October 2004
Board (IFAD and WB)	Dev.Pttrs	November/December 2004
Effectiveness	Dev.Pttrs / Govt	December 2004
Start up workshop	Dev.Pttrs / Govt	January 2005

29. **Zanzibar Formulation:** Zanzibar would prepare a comprehensive concept note for the joint formulation team, and the proposed February mission will visit Zanzibar to review progress and agree on modalities for further programme formulation.

30. **Programme Preparation Resources:** by the end of 2003, once the Government has endorsed the Concept Note, the work plan and budget for completing formulation will be finalised and co-financing arrangements agreed upon. At this stage, it is anticipated that funding would be provided by the Government (including TARP II and possibly PPF), IFAD, World Bank, FAO, Ireland AID and the ASDP Secretariat.

31. **Programme Formulation Requirements:** at this stage, a number of follow-up actions required for programme formulation have been identified for the respective components and related interventions. Terms of reference for the respective actions will be prepared as soon as broad agreement has been reached on the Concept Note. The details are contained in Annex 1.

32. **Requirements before appraisal:** These include documentation required on management, legal and disbursement for clearance before the appraisal of the programme. This will include a Programme Implementation Plan, a Draft Letter of Sector Policy, and Safeguards (see Annex 1). The terms of reference for these studies should be cleared by end-December 2003, and studies commissioned by February 2004.

33. **Requirements for effectiveness:** These are documents which guide the implementation of the programme. Draft reports would be required at appraisal and final documents would be submitted before programme effectiveness. The key documents include the Financial Management and Accounting Manual, Procurement Manual, Programme Operations Manual and the Baseline Survey (see Annex 1).

9. Conclusions

34. Building on the TF-3 and its Working Groups, and within the ASDP framework, this formulation mission has made a first step towards outlining the background, rationale, justification, objectives and components of the proposed agricultural services support programme. A good start has been made in building collaboration between the development partners, the government and non-government stakeholders. Given the extent of the institutional reforms anticipated, a sustained and broad consensus on the direction and the pace of change will be critical to the programme preparation process. Furthermore, in the spirit of the new approach which the programme supports, the design of the programme itself should include widespread consultation and validation.

35. Before the February Preparation mission, the NFT and DPT will continue to interact to finalise the follow-up action requirements for formulation (see Annex 1, part 1), develop their terms of reference and, where appropriate, identify suitable expertise.

Annex 1

Detailed Follow-Up Requirements¹⁰ (Mainland)

A. Programme Formulation Requirements

General

1. *Lessons learned*: Undertake final independent evaluation of NAEP II pilot initiatives; and initiate final evaluation of TARP II, as planned in first six months of 2004.
2. *Finalization of background studies*: Complete the remaining tasks under the TORs of the WG-RE especially the harmonization with the outcomes of other the WGs and specifics on the required physical, human and financial resources.
3. *Agricultural Services Vision*: Consolidate and reach consensus on the Agricultural Services Vision.

Component 1: Farmer / Client Empowerment – Improving Demand:

1. *Legal options regarding farmer group / fora formation and operation*: Various modalities for group formation are currently possible in Tanzania (e.g. NGO, cooperative and association, company, trusts, etc.), which have advantages and disadvantages in terms of how groups can become established, manage their affairs and undertake contracts. There is a need to review these options, and in particular the implications in terms of contracting.
2. *Contracting mechanisms for empowerment (private sector) service provision*: In order to further develop contracting mechanisms for empowerment service provision; there is a need to review existing contracting mechanisms (such as used in the IFAD Marketing Programme, PADEP, etc.).
3. *Contracting for (private sector) advisory service provision*: Current approaches to contracting need to be reviewed (such as is used in EZCORE), to further develop mechanisms for advisory service provision. This should include determining level of aggregation of needs, size and formality of contracts, financial and technical quality control.
4. *Prepare an inventory of empowerment experiences and methodologies in Tanzania and in the Region*.
5. *Farmer control over research resource allocation*: Review the current Zonal delineation (and numbers if appropriate), and within each zone, identify options for establishing stakeholders' farming/production systems committees to control ZARDEF allocations. This will include determining the number (reflecting appropriate aggregation of research priorities), composition, mandate, and status (to facilitate contracting) of these committees. The mandate of ZTCs may have to be accordingly.
6. *Training*: Assessment of training needs of extension staff and other service providers for empowerment
7. *Farmer organizations/fora*: Assess and review existing mechanisms for representation in farmer organisations / fora (at national, district and ward level), and representation of farmers / clients in national ZCCs, ZTCs, future NASSA, etc.

¹⁰ Work in progress, to be completed and prioritized by end-January, with terms of reference prepared for each recommended action.

Component 2: Reform and Capacity Building of Public and Private Sector Services – Improving Supply

1. *National Agricultural Services Support Agency*: Once an initial consensus is reached on "NASSA", develop a time-bound and budgeted proposal for early establishment.
2. *Zonal Agricultural Research and Development Funds*: Determining how ZARDEFs will be expanded to all ZARDIs and what the financial implications are.
3. *CORDEMA*: Develop a detailed phasing-in of the CORDEMA principles and the corresponding resource requirements
4. *Prioritization of core research*: Arranging for an updating of the national and zonal research priorities including the split between core and contracted research.
5. *Training needs*: Based on program needs determine who needs training (farmers groups, private service providers, and public service extension and research staff), what training should be provided, and who should provide the training. This includes making initial estimates of the likely requirements for programme support for human resource development (long-term MSc, and PhD. training) for the proposed NASSA.
6. *Government Extension Staff*: Finalisation of the inventory/review of Government extension staff. This should build on the inventory already established by one of the extension working papers and reconcile the difference between the Ministries of Agriculture data and PO-RALG. Determine the current qualifications; length of service and numbers retiring over the next five years.
7. *Functional analysis*: Co-ordinate with other related activities, in particular the sector wide functional analysis proposed to be funded by Danida.
8. *Build on and streamline EZORE within the proposed program.*

Component 3 – Coordination and quality control

1. Development of criteria for district prioritization for phasing in the programme
2. Further elaboration of the logframe and M&E arrangements.
3. Development of quality control standards and tools

Across Components:

1. *Local Government Reform Programme*: Maintain and deepen LGRP dialogue and coordination.
2. *Linkages with TF-1*: In particular for empowerment and DADPs.
3. *Inventory of Development Partner Support by District*: Co-ordinate with district sector support database (planned under ASDP/EU/FAO support project).
4. *Inventory at district level of service providers*: Including for empowerment; advisory; research, by NGOs; CBOs and farmer organisations / associations (including review of their experiences regarding group formation, organization, performance, independence and sustainability)

B. Requirements for Appraisal

1. *Programme Implementation Plan (PIP)*: the government would be required to prepare a PIP summarizing the programme components, proposed interventions, timing of their implementation and estimated costs. The PIP would help the government determine the programme cost and forecast the financial requirements for each year. Based on the PIP, the government would also be required to prepare a general Procurement Plan (PP) for the duration of the programme, and a detailed first year PP. The latter would show proposed procurement methods, steps required for each contract, estimated costs and elapse time.

2. *Draft Letter of Sector Policy (LSP)*: the government would also be required to prepare a draft letter of sector policy detailing the on-going and intended sector reforms and policy environment that would enable the programme achieve its set development objectives and have a positive impact on agricultural productivity, profitability and poverty reduction. A letter of sector policy would be finalized and signed at negotiations.
3. *Safeguards*: the Borrowers to prepare safeguard documents, cleared with its Safeguards Department and disclosed them in country and at the World Bank Infoshop prior to programme appraisal. Safeguards likely to be triggered by this programme include the Environmental and Social Impact and the Pest Management. As a result, the government of Tanzania would be required to prepare an Environmental and Social Impact Assessment (ESIA) and an Integrated Pest Management Plan (IPMP). Other safeguards may be triggered depending on the nature of programme activities.

C. Requirements for Effectiveness

1. *Financial Management System and Accounting Manual (FMS & AM)*: A programme financial management system and accounting manual describing the accounting procedures, internal controls, chart of accounts and roles and responsibilities of the various implementing agencies in financial management needs to be prepared. The FMS should have the capacity to prepare annual budgets, Financial Monitoring Reports (FMRs) and financial statements.
2. *Procurement Manual (PM)*: The PM document would provide detailed explanation of step-by-step procurement processes and procedures for goods, civil works and consulting services to be financed under the agricultural services programme.
3. *Programme Operations Manual (POM)*: The POM document would provide guidance to the implementation of the programme activities. The manual would guide implementing agencies on programme operations, by components, at national, zonal and local (district/ward) levels.
4. *Baseline Survey*: The report would provide data and information on the current situation in terms of agricultural services demand and delivery system and performance. The baseline data would be used as benchmarks for measuring the programme performance.

添付資料 7

**Comments and Questions on
Agricultural Services Support Programme: Draft Concept Note - Version 5
for Discussion at TF-3 Meeting on 2nd December 2003**

Objective of this Paper

This paper tries to highlight concerns and makes suggestions towards the Agricultural Services Support Programme: Draft Concept Note - Version 5 in the light of principals of ASDP formulation and implementation. The Concept Note is acknowledged as a major output of ASDP Taskforce 3 and the hard work the Taskforce members have put is for praise. However, several aspects in this Note have been noticed as potential cause of disruption to the process of ASDP. Though major comments and questions in respect of the Note's content is described afterwards, the followings must be noted as fundamental concerns in order to keep the Concept Note in track with the philosophy and basic rules of sector programming process.

- Ignoring lessons learnt by the others: The Note proposes a programme to empower the various actors in the scene of actual agriculture activities. The proposition is based on the assumption that production level in agriculture does not reach a certain level since the actors, especially farmers, have yet to gain proper knowledge to increase yield and profitability. Have not this issue already been cleared by various other projects or programmes that focused their activities in empowerment? Grouping farmers, inviting them to seminars and trainings and making them tell their demand may have already been practiced in numbers and is still being conducted in a wide range. And the results of those activities must already be familiar among experts. Learning from and consulting with the others is one of the important components of sector programming and this aspect should always be considered.

- Ignoring the Risks of Duplication: The above concern has raised since the Note shows little interest in the on-going projects or programmes that are part of the ASDP. For example, many activities proposed may be implemented as a part of the DADP formulation and implementation. Monitoring and evaluation related activities could overlap with activities planned in the Social Economic Database project that is under the Local Government Reform Programme. WHY try doing things that are already been or going to be implemented by others. Duplication is against the spirit of sector programming and shall be costly for all the stakeholders in the agricultural sector. Again, the Note must take more consideration in the aspect of harmonisation and respect the ASDP in a more careful manner.

Major Comments:

- 1) The program should be formulated based on lessons learned from TARP II and NAEP II, as well as from other projects and programs related to agricultural services.
- 2) It should be explored whether agricultural services at local level could be supported within the framework of DADP formulation and implementation.
- 3) Existing organizations should be utilized for agricultural service provision, rather than

spending time and resources on setting up new ones. In particular, the establishment of NASSA should be further examined in terms of its necessity, functions, feasibility, sustainability, impact and so forth.

Explanations for these comments are included in the following sections.

3.1 Justification

22/26 It is not clear how to induce the private sector to become an active service provider in rural areas. Would the proposed program "subsidize" the activities of potential private service providers? Studies conducted by JICA-RADAG indicate that NGOs that have some types of research, extension and training activities (e.g., introduction of new crops/varieties and farming techniques, training farmers for SACCOs management, etc.) in rural areas are often financially supported for their recurrent costs (staff salaries, transport, etc.) by their parent organizations, donors and somebody else. In developed countries, private agribusiness companies operate in rural areas because farmers can afford their services and goods and the business is sufficiently profitable. In Tanzania, however, the situation is different. Most smallholder farmers cannot afford modern inputs due to lower output prices and subsidy removal in recent years. The costs for providing services in rural areas, especially transport, are also high, though the services might be less expensive and more efficient if provided by the private sector.

It should also be noted that to our knowledge, no district involved the private sector in the first-year DADP formulation process even though I&I said, "4. Planning and implementation should involve both public and private sector service providers."

23/24 Demand-driven services may be more efficient, but it is unlikely that farmers could effectively identify their "demand" in research, extension and training unless they were equipped with adequate knowledge and information on domestic and international markets of agricultural products. If the activities did not lead to productivity and/or profitability increases, it would become even more expensive to conduct "demand-based/client-oriented" research and extension. In addition to farmer empowerment, it seems essential for the public sector to provide proper guidance and information on how they could benefit from the investment (assuming that the services are provided on a cost-sharing basis), especially to women and other vulnerable groups. A review of the first-year DADP process shows that the lower the level of public administration, the less information was available (the farmers interviewed by JICA-RADAG were even not aware of the ASDS/ASDP and DADPs). What kind of device would the proposed program include to improve farmers' access to guidance and information?

25 Research interventions have *potentially* "wider applicability than individual farm or area-based investments," but previous experiences in Tanzania and elsewhere have demonstrated that they are not always fully applied on farms and do not bring about the expected results due to lack of physical and institutional infrastructure. How much TARP II has achieved in terms of coverage or application with a project cost of more than US\$20 million, which would be even larger if including NALRP and NAEP II? More farmers may benefit from area-based investments in terms of productivity and profitability improvement.

3.2 Guiding Principles

- 27 With respect to extension services, there exists the Agricultural Extension Reform: A Vision and Strategy Outline to Year 2010, formulated in December 2000 by MAC, based on the suggestion by the Mid-Term Review of NAEP II. Has the Formulation Team reviewed it?

NAEP II and TARP II already included in their components most of the proposed Guiding Principles, such as client empowerment, focus on gender and poverty, farmers organizations, client-oriented and demand-driven services, research-extension-farmer linkages, sustainability, information and communication, increased role of the private sector, transparency and accountability, and focus on management. Have they brought about positive impacts on agricultural service provision? If not, what are the reasons? The agricultural services funded by these and other projects following similar principles have not necessarily yielded results to meet poverty reduction needs as implied in the Concept Note. It is probably because the assumptions made for their approaches did not sufficiently reflect the reality of rural Tanzania. Lessons learned from NAEP II and TARP II should be carefully reviewed.

Questions about the proposed Guiding Principles include: Are there so many "market options" available to smallholder farmers in rural areas? Would smallholder farmers willing to spend time on "selecting, testing, comparing and adapting appropriate technological and service options" when output prices are generally low? Would pro-profit companies be willing to provide more efficient services to farmers at lower costs than the expenditures currently spent on public agricultural services?

3.3 Provisional Reform Elements

- 28 While "the importance of greater availability and use of agricultural technology and knowledge as a means to raise or sustain productivity levels, improve food security and so contribute to poverty reduction" is undeniable, the reality is that most smallholder farmers cannot afford modern inputs, especially for food crops but also even for cash crops such as coffee and cotton these days. In many cases, they do not use agro-chemicals and improved varieties not because they lack knowledge but rather because the input prices are prohibitive. If this program and other ASDP components do not support input supply, how would it overcome the problem of high input prices? Would the agricultural technology and knowledge to be disseminated through this program be limited to indigenous ones?

Most of the provisional reform elements shown on Box 1 seem to need considerable time and investments to be realized. This is particularly the case of NASSA. Districts are expected to play a crucial role in the reform, but the first-year DADP formulation process, though they received very limited instructions and information therefore, has demonstrated that their situation is far from what is described (envisaged) in the box. For example, many districts formulated their DADPs in a top-down manner and they do not have sufficient capacity to monitor and evaluate DADPs.

Box 2 on "how business will be done differently" should be prepared soon. If the box on "How will the programme lead to greater impact" shown on page 6 on the Aide Memoire is equivalent to Box 2, it is necessary to explain how the things to be done

differently by the proposed program would really happen. For example, how would farmers become able to “have effective representation and financial control over the type of public services provided to ensure relevance”?

4.1 Programme Rationale

- 30 According to the World Bank - Tanzania Office, funding was not really the issue in NAEP II.¹ Particularly after re-orientation of the project for the decentralization of extension services, the funds were not absorbed by district governments due to lack of implementation capacity. In addition to funding, therefore, it is crucial to strengthen implementation/facilitation capacity of local governments and farmers organizations.

4.2 Programme Design Considerations

- 33 In what way would the activities of the proposed program complement those of DADPs? DADPs are supposed to be formulated through a bottom-up, participatory planning process and thus reflect the needs of farmers. Regarding activity areas, many districts included research, extension and training components in their DADPs for the 2003/2004 fiscal year. “Strengthening of SACCOs”, one of the five priority areas for the 2003/2004 DADP funding, is precisely a training program. Would the proposed program finance the components of DADPs related to research, extension and training or have a parallel flow of planning and funds for the service provision at local level? It should be examined whether to include planning and funding for agricultural services within DADPs so that various resources at local level could be saved significantly.

4.3 Programme Objectives, Scope and Phasing

- 40 Give some examples of “more productive and economically rewarding practices” that can be adopted by smallholder farmers in Tanzania.
- 43 Which ASDP component would handle support for agricultural input supply services? It may not be so effective merely to provide training and technical advice without support for inputs when farmers cannot afford them.
- 44 Would not the initial spatial focus on districts where poverty levels are high and service capacity is low lead to higher costs? In those areas, it is likely that farmers have a smaller capacity to pay for agricultural services and thus the private sector is not active.

4.4 Programme Component Description

Component 1: Farmer Empowerment

- 47 Would the district-based participatory diagnostic assessment be conducted separately from the participatory planning for DADPs? Would it also involve wards, villages and farmers as the DADP formulation does? It should be noted that the districts visited by JICA-RADAG in February-March 2003 and September-October 2003 to review the DADP process unanimously pointed out that participatory planning required resources (i.e. funds and time). Districts have also started to conduct participatory planning for

¹ Interview with Dr. L. Chengula, Rural Development Specialist, conducted at the World Bank – Tanzania Office on July 2, 2002.

DDPs by using the O&OD method that include data collection and assessment of problems, needs and opportunities, and prioritisation for implementation and M&E at district and village levels. The empowerment component should be designed not to overlap planning and implementation activities of DADPs and other programs.

- 51 It would be time-consuming and often wasteful of scarce resources to set up new organizations such as WFFs and DFFs. Farmers may not be willing to spend days on participating in different workshops and meetings unless they are provided with allowances and other direct benefits. As implied in paragraph 52, it should be considered whether existing local-level organizations, such as Ward Development Committees, could be strengthened for the purpose of providing agricultural services, rather than spending resources on setting up new systems and organizations.

About contracting service providers, it would be necessary to train district technical staff and set up rules for selection, contract, supervision, etc. As mentioned above, no district involved the private sector in the first-year DADP formulation process despite the instruction. Not many districts are accustomed to hiring the private sector for agricultural service provision.

- 52 Would the first and fourth criteria, i.e., (i) poverty targeting and (iv) high return to investment, be compatible?

Component 2: Institutional Reforms, Capacity Building and Operations

- 54 What are the "public services" to be transferred to the proposed NASSA? Currently, agricultural research is conducted by ZARDIs and extension has been transferred to districts under the LGRP.
- 55 Regarding the establishment of NASSA, its necessity, expected functions, feasibility, sustainability, and effectiveness in terms of efficiency improvement of agricultural service provision should be further elaborated. It may not be necessary to set up a new agency just to coordinate public agricultural services at national and zonal levels by investing a lot of time and money, though the idea to integrate research, extension, training and information services is justifiable. The temporary program implementation team comprising members from ASLMs, mentioned in paragraph 69, could be made a permanent body to coordinate public agricultural services at national and zonal levels, as well as various components of production systems (e.g., agriculture, livestock and marketing). Also, research-extension-farmer linkages could be improved by strengthening communication and collaboration between ZRELOs and RAAs/RLAs (e.g., to finance regular meetings and reciprocal field visits).

In addition, NASSA will be required to coordinate all issues with regards to technical services, training, extension and information and agricultural research for both crops and livestock sub sectors. The magnitude of these activities should not be under-emphasized. That is why the proposed NASSA may not be fully able to coordinate and handle all these functions including the harmonisation of involved key institutions.

To support agricultural services at district and ward levels, the existing implementation framework for DADPs (though still in process of development) could be utilized, rather than to establish WFFs, WARC, DFFs, etc.

5.1 Institutional

- 68 Coordination of activities at local levels should be discussed between TF-1 and TF-3. As mentioned above, planning and provision of agricultural services at district, ward and village levels could be integrated with planning and implementation of DADPs.

The proposed institutional framework seems not to guarantee efficiency and efficacy. Such structure may increase bureaucracy; transaction costs and seems not cost effectiveness because of many layers of institutions involved. For example, if a message has to be communicated to for LGAs from the line ministries, the message has to go through a prolonged communication chain before reaching the targeted institution.

72 NAEP II has established District Extension Steering Committees (DESCs) which are chaired by the respective District Commissioners and involve all related district officers, NGOs, and representatives of other stakeholders. Their tasks are to approve the annual work plans and budget for the district, review the extension program, secure local funds and cross-sectoral support, mobilize farmers, and generally coordinate activities. Are they still functioning? If so, would not the proposed program involve them in the coordination at district level? If not, what are the reasons for their malfunctioning?

(End)

国際協力機構

タンザニア国地方開発セクタープログラム策定支援調査

(第4年次)

月例報告書

—2004年1月—

今月のハイライト

- バスケット・ファンド立ち上げのためのワークショップ開催準備を支援した。
- ASDP の枠組みで地方自治体が行う農業開発に対する支援および協力の方向性を検討する農業背景調査を実施した。
- 地方道路整備調査を実施した。

平成16年1月

財団法人国際開発センター

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

目 次

1. 現地調査業務の概要および結果	1
1-1. 今月の活動概要	1
1-2. 今月の活動の注力点	2
2. 現地調査業務の詳細	3
2-1. バスケット・ファンド立ち上げに関する動き	3
2-2. 農業背景調査	6
2-3. 地方道路整備調査	7
3. 来月の活動予定	9
添付資料	10
添付資料1. 2004年1月30日インフォーマル・ドナー会合議事録	

1. 現地調査業務の概要および結果

1-1. 今月の活動概要

- (1) バスケット・ファンド立ち上げのためのワークショップ開催準備を支援した。

昨年来、調査団は「ASDP フィナンシャル・ドキュメント」見直し作業の現地プライスウォーターハウスクーパーズへの委託を始めとして、ASDP バスケット・ファンド・セミナー開催の側面支援の実施、「ASDP フィナンシャル・メカニズム文書」の作成等を通じ、バスケット・ファンドの立ち上げを支援してきた。今月は、プライスウォーターハウスクーパーズによる見直し作業の完了を受けて、来月予定されているバスケット・ファンド立ち上げのためのワークショップの開催準備を側面支援した。

- (2) ASDP の枠組みで地方自治体が行う農業開発に対する支援および協力の方向性を検討する農業背景調査を実施した。

本調査では、昨年開始された DADP の策定過程ならびに実施状況を把握し、タンザニア政府に対して効果的・効率的な DADP 実施のための支援策を提案するとともに、ASDP の枠組みで地方自治体が行う農業開発に対する今後の我が国協力の方向性を検討する。本年 1 月から 2 月における主な業務は、本調査の報告書の完成および説明・協議である。しかしながら今月は、現地 JICA 事務所の要請を受けて、ASDP のタスク・フォース 1 (県・フィールドレベルでの投資と実施) が援助プロジェクト・プログラムを承認する手続きの策定等を含む「DADPs の実施を全体的に統括するための TOR」の原案作成を支援した。

- (3) 地方道路整備調査を実施した。

調査団がその TOR 作成を支援した「地方・農村道路整備のための県レベルの体制強化政策策定のためのタスク・フォース」の 4 回目の会合が今月 23 日に開催された。調査団は、本会合に参加し、議論の活性化を促すとともに、タスク・フォースが実施する調査活動の側面支援を行った。

1-2. 今月の活動の注力点

今月、調査団は以下の諸点に注力して活動した。

- ☑バスケット・ファンド立ち上げのためのワークショップ開催準備
- ☑ASDP の枠組みで地方自治体が行う農業開発に対する支援および協力の方向性を検討する農業背景調査の実施
- ☑地方道路整備調査の実施

図表 1 には 1 月中に調査団が関わった主要な出来事をまとめた。

図表 1 調査団が関わった主要な出来事の一覧

Date	Day	Activities			
		ASDP-Related Meetings	Background Study	Road Consolidation Study	RADAG-Related Meetings
1-Jan	Thu				
2-Jan	Fri				
3-Jan	Sat				
4-Jan	Sun				
5-Jan	Mon				
6-Jan	Tue				
7-Jan	Wed				
8-Jan	Thu				
9-Jan	Fri				
10-Jan	Sat				
11-Jan	Sun				
12-Jan	Mon				
13-Jan	Tue				
14-Jan	Wed				
15-Jan	Thu				
16-Jan	Fri				Arai arrived in Dar es Salaam.
17-Jan	Sat				
18-Jan	Sun				
19-Jan	Mon			Meeting with JICA	
20-Jan	Tue	Meeting with ASDP Secretariat		Meeting with JICA	
21-Jan	Wed				
22-Jan	Thu			▲ Attending the 4th Task Force Meeting for Roads in Dodoma	
23-Jan	Fri			▼	
24-Jan	Sat				
25-Jan	Sun				
26-Jan	Mon			Meeting with JICA	
27-Jan	Tue	Meeting with ASDP Secretariat			Emoto arrived in Dar es Salaam.
28-Jan	Wed		Meeting with JICA	Meeting with JICA	
29-Jan	Thu		Making the draft TOR for Task Force I		
30-Jan	Fri	Informal Donor Meeting	1) Attending Informal Donor Meeting 2) Making the minutes of Informal Donor Meeting 3) Meeting with JICA		
31-Jan	Sat		1) Reviewing the minutes of Informal Donor Meeting 2) Making the article of Monthly Report		Hayashi arrived in Dar es Salaam.

☐ Saturdays, Sundays and Public Holidays

(出所：調査団作成)

2. 現地調査業務の詳細

2-1. バスケット・ファンド立ち上げに関する動き

(1) 進捗

昨年 7 月に ASDP 事務局からバスケット・ファンド立ち上げのためのスケジュールが発表されて以来、調査団は、「ASDP フィナンシャル・ドキュメント (2002 年 3 月)」見直し作業の現地プライスウォーターハウスクーパーズへの委託、ASDP バスケット・ファンド・セミナー開催のための側面支援の実施、「ASDP フィナンシャル・メカニズム文書」の作成等を通じ、バスケット・ファンドの立ち上げを支援してきた。

今月は、前述したプライスウォーターハウスクーパーズによる見直し作業の完了を受けて、来月 6 日に開催が予定されている ASDP バスケット・ファンド立ち上げのためのワークショップの開催準備を側面支援した。

(2) 今月の主な動き

- 1月20日 ワークショップ開催に係る打合せ (その1)
- (1月26日 プライスウォーターハウスクーパーズによる見直し作業内容の確認およびワークショップの準備打合せ)
- 1月27日 ワークショップ開催に係る打合せ (その2)

(3) 各会合の概要

上記各会合の概要は以下のとおり。

1) ワークショップ開催に係る打合せ (その1)

日時： 1月20日 (月) 9:30-11:00

場所： ASDP 事務局

出席者： ASDP 事務局 (Chacha Nyakimori、Salum Ramadhani)、JICA タンザニア事務所 (松下所員)、JICA-RADAG (新井団員)

- ・ASDP 事務局は、本ワークショップに係る予算内訳およびプログラムを準備する。
- ・ASDP 事務局は、本ワークショップをバスケット・ファンドの具体的な紹介および利用者からのフィードバックを得る機会としたい意向が強く、県レベルの参加者をさらに増やすことになった (結果的に以下の 5 県を追加 : Morogoro、Mkuranga、Korogwe、Singida、Chunya)。

「ASDP 全体のフィナンシャル・メカニズムの議論は、中央省庁における局長レベルあるいは FASWOG 会合を通じた政策レベルで議論される必要がある。よって、今回のワークショップにおける中心議題は、まず県レベルの関係者に資金の流れを説明し、彼らからの意見を聞くこと、追加的に ASDP のバスケット・ファンド全体の議論が行われるのが良いと考える。」(ASDP 事務局からのコメント)

- ・タンザニア政府内で、現在 ASDP バスケット・ファンドに関するコンセプト・ペーパーが準備中であり、来月 3 日の農業関係省庁局長間会合でその概要が固まる予定である。

2) ワークショップ開催に係る打合せ (その 2)

日時： 1 月 27 日 (火) 14:30-16:30

場所： ASDP 事務局

出席者： ASDP 事務局 (Chacha Nyakimori, Salum Ramadhani)、プライスウォーターハウスクーパーズ (Elizabeth Kariuki, Bimal Gatha, Leonard Chacha)、JICA タンザニア事務所 (松下所員)、JICA-RADAG (新井団員)

- ・ワークショップのプログラムは大きく分けて理論的 (theoretical) な部分と技術的 (technical) な部分とからなる。全体的な構成と順序は以下の通り (プログラムの詳細は添付資料 1 を参照)。

1. Registration
2. Opening Speech
3. Part 1: Theoretical Part
4. Part 2: Technical Part - Pricewaterhouse Cooper's Presentation
5. Closing Remarks

- ・プライスウォーターハウスクーパーズの発表部分については、今回のワークショップには県を初めとする地方の人々も多く参加することを鑑み、主に「ASDP フィナンシャル・ドキュメント (2002 年 3 月)」に沿って概略を説明し、その後で ASDP フィナンシャル・メカニズムを補足的に説明する。その上で、今回の見直し作業で改訂された点と今後に残された課題とを説明する。その後、質疑応答の時間を入れる。

- ・プライスウォーターハウスクーパーズは、参加者 (特にドナー) への発表資料の事前説明を実施する。また、自身の発表材料 (プレゼン資料) の事前確認も併せて行う。

- ・ワークショップ開催に係るの予算の確認を行った。その最終版を本会合翌日に完成させる。

- ・ワークショップ参加者の最終確定を開催日の 2 日前までに実施する。

- ・「ASDP フィナンシャル・メカニズム文書」は重要なものだが、政策としてまだ認知されていないのでそのままには発表できない。よって、「まず来月 3 日に開催される農業関係省庁局長間会合で政策協議を行う。次に、協議文書を財務省に提出する。その後、内容に関して財務省の合意を取り付けた後、本文書をドナーに提示し合意を得る。」といったステップが必要となる。
- ・ワークショップにおいて、来月 3 日の政策協議に関するプロポーザル内容の発表は可能である、と見込まれる。なお、そのタイトルは、「ASLM Proposals for Funding Mechanism」となる予定である。
- ・「ASDP フィナンシャル・メカニズムに関する協議は重要であり、来月 9 日に開催が予定されている FASWOG 会合でも議題として取り上げられるべきと考える。」(ASDP 事務局からのコメント)

(4) 関係者の投入実績

調査団は、上記会合のために団員を投入し、会合に出席し、議事録の作成を行なった。

2-2. 農業背景調査

(1) 調査の目的と範囲

本調査では、2003年2月に開始されたDADPの策定過程ならびに実施状況を把握し、タンザニア政府に対して効果的・効率的なDADP実施のための支援策を提案するとともに、ASDPの枠組みで地方自治体が行う農業開発に対する今後の我が国協力の方向性を検討する。2004年1月～2月における主な業務は、本調査の報告書の完成および説明・協議である。

(2) 今月の主な動き

1月28日	団内打合せ、資料整理、JICA事務所松下所員へ報告・協議
1月29日	TF-1TOR原案作成
1月30日	JICA事務所にてドナー会合出席、松下所員と協議、会合議事録作成
1月31日	インフォーマル・ドナー会合議事録校閲、月報原稿作成、資料整理

(3) 主な調査結果

- ・JICAは来る2月7日～3月13日に、DADP実施における地方行政職員的能力向上を目標とする技術協力プロジェクト「タンザニア・コースト州農業開発支援システム」の事前評価調査団を派遣する。本調査団は、JICA事務所の要請を受け、同技プロをASDPの枠組みで実施可能なものにするため、ASDPのTF-1（県・フィールドレベルでの投資と実施）が援助プロジェクト・プログラムを承認する手続きの策定等を含む「DADPsの実施を全体的に統括するためのTOR」（原案）の作成を支援することとなった。
- ・このため、1月30日にJICA事務所において開催されたインフォーマル・ドナー会合に出席して、他ドナーから同事前調査に関する意見を聴取した（詳細については、添付資料1参照）。
- ・ドナーのコメントから明らかになったことは、事前調査を含めて、何らかの援助プロジェクトを実施しようとする場合は、関係するTFの承認（approveかendorse）が必要であるということである。したがって、ドナーに対して事前に、同事前調査に関する簡単な説明文書を提示する必要がある。また、上述のTOR案の作成も急務である。

(4) 関係者の投入実績

調査団は、団員を投入し、上記の文書の作成を行なった。

2-3. 地方道路整備調査

(1) 今月の主な活動

タンザニア政府は、PRBS (Poverty Reduction Budget Support)/PRSC (Poverty Reduction Support Credit)の達成条件である PAF (Performance Assessment Framework) に従い、昨年 11 月から地方・農村道路整備のための県レベルの体制強化政策策定のためのタスク・フォースを立上げ、現在まで調査活動を継続している。本タスク・フォースに関しては、調査団が昨年 7 月および 8 月の調査期間中にその TOR 作成を支援し、早期の立上げを促していたものである。なお、これまですでに本タスク・フォースの 3 回の会合が開かれ、今月 23 日のものはその第 4 回目にあたる。

調査団は、ドドマで開催された今月 23 日の会合に参加し、議論の活性化を促すとともに、本タスク・フォースの調査活動の側面的支援、例えば、会合での議論で見落とされた点（県職員のインセンティブ、効率的業務のための環境整備等）の指摘、最終報告書で扱われるべきと予想される課題の整理・構造化の提案等を行った。

(2) 今月の主な動き

- | | |
|----------|--|
| 1 月 19 日 | JICA 事務所にて松下所員と協議 |
| 1 月 20 日 | JICA 事務所にて小林所員と協議 |
| 1 月 22 日 | 地方出張（24 日まで：ドドマでの地方道路タスク・フォース会合に参加のため） |
| 1 月 26 日 | JICA 事務所にて松下所員と協議 |
| 1 月 28 日 | JICA 事務所にて松下所員と協議 |

(3) 調査活動の概要

調査活動の概要は以下のとおり。

<地方・農村道路整備調査のための情報収集>

他ドナー等が実施する地方・農村道路プロジェクトの情報を収集した（例：アフリカ開発銀行 [AfDB] が申し入れている「県開発計画支援」では選定された 26 県のほとんどで農村道路整備がコンポーネントとして含まれている等）。

<政府調査活動の支援>

PRBS/PRSC の PAF の一つとして規定されている、地方農村道路整備のための体制強化政策策定を目的とするタスク・フォースの調査活動の側面的支援を行った。

*1月23日(木):第4回地方道路タスク・フォース会合への出席

【会合の主要内容】

タスク・フォース内に創設された3つの調査グループそれぞれから、前回からの調査の成果が発表された。現在までのところ、調査の内容は主にドナー等へのインタビューである。次いで、前回のタスク・フォース会合と同時に行われた、全国の主な州政府のエンジニアとの会談結果が確認された。そこでは、州政府エンジニアから見た地方・農村道路整備の問題点が種々指摘された。これらの意見は最終報告書に反映される。

さらに、最終報告書の目次およびそこに含まれる内容につき議論が交わされた。そこで、調査団はファシリテーター役を担い、報告書の構成を検討するにあたって議論されるべき課題の整理と構造化を行い、メンバーに回覧し、議論の基礎とすべく総括を行った。

最後に今後のタスク・フォース会合の予定、調査活動の見通し、報告書作成の段取りが議論された。

(4) 関係者の投入実績

調査団は、団員を投入し、情報を収集し、また上記会合に参加する等の側面支援を併せて行った。

3. 来月の活動予定

2月の予定に関し、既述の予定活動を中心に、想定される主な活動を以下にまとめた。

活動分野	活動内容	備考
1. バスケット・ファンド立ち上げ支援	<ul style="list-style-type: none"> ●バスケット・ファンドに関する再託調査報告書の内容等の確認 ●ファンディングメカニズム・セミナーの実施準備作業 	■ASDP 事務局と緊密な情報交換および情報共有を行う。
2. FASWOG タスク・フォース支援、ASDP タスク・フォース支援	<ul style="list-style-type: none"> ●FASWOG タスク・フォース会合等への出席 ●ASDP タスク・フォース会合等への出席 	■ ASDP 事務局および ASDP タスク・フォース議長と緊密な情報交換および情報共有を行う。
3. DADP ガイドライン見直し支援	<ul style="list-style-type: none"> ●DADP ガイドライン（修正版ドラフト）の修正および確認作業の進捗状況の確認 	■ASDP 事務局、タスク・フォース1の議長、ワーキング・グループ1の議長と緊密な情報交換および情報共有を行う。
4. 地方道路整備調査	<ul style="list-style-type: none"> ●地方道路調査の実施（キリマンジャロ州およびアルーシャ州） ●報告書の作成 	■関係省庁と緊密な情報交換および情報共有、並びに報告書の取りまとめを行う。
5. 総括報告書作成	<ul style="list-style-type: none"> ●ドラフトの作成および提出 	■☒記1～4が当面の作業の軸に活動しつつも、同時に報告書作成も着実に進める。

添付資料

添付資料 1. 2004年1月30日インフォーマル・ドナー会合議事録

タンザニア国地方開発セクタープログラム策定支援調査（第4年次）
2004年1月30日ドナー・インフォーマル会合議事録

日時：2004年1月30日（金）午前9時15分～11時00分

場所：JICAタンザニア事務所

参加者：J. K. Kabyemera (FAO)、Sizye Lugeye (Irish Embassy)、Anne Marie Rosenlund (Danish Embassy)、遠藤衛 (日本大使館)、松下香 (JICAタンザニア事務所)、江本里子 (JICA-RADAG)、James Mosha (JICA-RADAG)

- 議題：1. Agricultural Reference Group の活動報告 (日本大使館)
2. ASDP アプライザル状況 (日本大使館)
3. TF-3 の来タミッション (2004.2.2～2.20) の活動概要 (FAO)
4. FASWOG 会合 (2004.2.9 開催) の議題 (FAO)
5. DADP の実施状況および JICA 技プロ事前調査 (2004.2.17～) の位置づけ (JICA)
6. ASDP 事務局の予算案 (JICA)

「5. DADP の実施状況および JICA 技プロ事前調査の位置づけ」に関する協議概要

JICA： 1) モロゴロで開かれた DADP に関するワークショップの報告 (内容省略)
2) 技プロ事前調査に関する説明

Denmark: いつ、誰が、どういう目的で来るのか。調査団員のバックグラウンド (専門) は何か。その調査は TF-1 で承認 (approve) されたのか。ローカルコンサルタントを雇用するのか。

JICA： 調査団は 2 月 17 日にタンザニアに到着する予定。JICA 本部から 2 人、日本人コンサルタント 2 人からなる (役職、担当などを簡単に説明)。

Denmark: 調査の TOR を見たい。調査に関するより詳しい説明が必要。

大使館： 同調査に関する説明を、今度の FASWOG 会合の議題に入れればよいのではないか。

一同： 賛成。

Ireland: この調査について以前花谷氏から説明があった際に、TF-3 と同様、コアグループ (JICA 調査団) だけでなく、他のドナーやタンザニア政府関係者も参加できるようなやり方をしたらどうかと提案したが、検討されたらどうか。この種の調査は、よりオープンな形でなされるべきだ。

RADAG: 提案の意義は十分認識している。そのため、現在、JICA 事務所が間に立って、調査の進め方を本部と調整しているところだ。担当部は当調査団のこれまでの月報も入手しているし、国内支援委員会にも参加してきているので、ASDP の概要は把握していると思うが、実際どのような仕組みで ASDP が実施されているかについてはまだ承知していないだろう。したがって、今回の調査では、ASDP の実施状況も含めて、ファーストハンドの情報を得ることも活動の 1 つになるだろう。当調査団もそれに協力することになっており、本日も東京で佐々木が調査団員の 1 人に説明をしている。

Ireland: TF-1 では、TF-3 にあるような National Formulation Team (NFT) はまだ設置されていないが、このような調査を行う場合は NFT の参加が必要だ。早急に NFT を設置するよ

うタンザニア政府に働きかけるべきだろう。

Denmark: そのとおりだが、調査団の来タまであと 2 週間しかない。NFT を設置するためには、各省次官からメンバーを任命してもらわなければならないから、そのプロセスは長い時間がかかる。とても今回の調査には間に合わないだろう。

Ireland: この調査団のシナリオはどういうものか。

JICA: 本部でもまだ検討中だ。詳しい情報は届いていない。

FAO: JICA が今やるべきことは、この調査の TOR を早急に作成して、今度の FASWOG-TF 会合で提示することだ。調査自体はタンザニア政府チームと合同で行うようにしなければならない。そのチームには PO-RALG のムシンギ州調整局長だけでなく、関係省庁が任命するメンバーも参加していなくてはならない。また、調査は可能な限りオープンにして、他ドナーも参加できるようにすべきだ。

Denmark: JICA 調査団に対する勧告 (recommendations) を用意したらどうか。

RADAG: 先ほど、Lugeye 氏 (Ireland) が、TF-3 の NFT に言及したが、そのメンバーは決定しているのか。2003 年 11 月 11 日付の TOR には、to be completed とあったが。

Ireland: TF-3 の NFT は、すでに設置されている。メンバーは各省次官から任命された人々で、11～12 月のミッション来タ時の調査にも参加した。ただ、その中でダイナミックなメンバーは 4～5 人で、チームリーダーの Evers 氏 (FAO) は、2 月の調査にはダイナミックな人々をもっと入れるようタンザニア政府にリクエストしている。

RADAG: TF-3 の NFT のメンバーリストを入手できるようお願いしたい。

Ireland: 了解。

Denmark: しかし、今回の JICA 調査の場合は時間がないのだから、何とか形を整えるようにする、例えば、JICA から、少なくともどのような方法で調査を進めるか (すなわち、今後設置される NFT や他のドナーも参加できる方法を取る) を提案するようにしたらどうか。

Ireland: (松下氏が目次・要約を示した AfDB の District Development Interventions のプロポーザルについて) これは、中央で立案されたもので、草の根レベルからの提案ではない。このプロポーザルに対する TF-1 の反応がどんなものかはわからないが、開発介入は地方レベルのニーズを反映したものでなければならない。もし、これが、TF-1 によってエンドーズされていれば、私としてはこれ以上何も言うことはないが。

RADAG の感想 :

- 1) 技プロ調査について、この会合で JICA 事務所が「実情」を話し、それに対して参加ドナーから建設的なアドバイスを得ることができたのは、来タする調査団にとっても有益であったと思う。
- 2) ドナーのコメントから明らかになったことは、調査を含めて、何らかの援助プロジェクトを実施しようとする場合は、関係する TF の承認 (approve か endorse) が必要であるということ。
- 3) 2 月 9 日の FASWOG 会合では、同調査に関する簡単な説明文書を提示する必要がある。
- 4) それに加えて、Denmark が提案したように、この調査をどのように進めるかについても説明すべきであろう。但し、これを説明するのは、JICA ではなく、タンザニア政府であると考え。
- 5) したがって、TF-1 では今後、DADP 実施を支援する調査やプロジェクトをどのように進めるべきか、すなわち、アプレーザルや承認のプロセスを検討する必要がある。それはまた、今度当調査団が作成を支援する「DADP 実施のための TF-1 の全体的 TOR」に含まれるべき作業項目の

1つにもなると思われる。

