

Appendix 16

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

**Study on National-level Institutional Arrangements for the Implementation of
the Agricultural Sector Development Programme (ASDP)¹
(Final Draft)**

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1. Background, Objectives and Methods

The ASDP basket fund was established in June 2006 nearly five years after the program formulation started in late 2001. In order to assess progress and identify specific actions needed to facilitate implementation, the first ASDP Joint Implementation Review (JIR) was conducted in April 2007. One of focal challenges to ASDP implementation pointed out by the review was a need for improved institutional capacity and coordination of ASDP at national level.² In particular, the JIR emphasized the importance of strengthening thematic working groups as immediate coordinating bodies and staffing levels of the Divisions of Policy and Planning of the ASLMs. This issue had been repeatedly discussed among the DPs supporting the basket fund and between the ASLMs and the DPs. However, few measures that could fundamentally improve the situation have been taken till today.

Based on the recognition that improvement in the institutional arrangements, particularly coordination, at national level is crucial to effective and efficient implementation of ASDP as a whole, the objectives of the present study are set as follows.

- 1) To investigate the current situation and issues of institutional arrangements at national level for the implementation of ASDP.
- 2) To identify needs for technical assistance with a view to strengthening the ASDP institutional arrangements at national level.

The following tasks were carried out mainly through deskwork and attendance at related meetings in May – June 2007 and supplementary interviews in September 2009.

- 1) Review the process and contents of revision of the ASDP Programme Document
- 2) Review the situation of national-level coordination after the finalization of the ASDP Programme Document, i.e., the establishment of the ASDP basket fund
- 3) Assess the effectiveness of the thematic working groups (TWGs) in ASDP coordination
- 4) Examine measures to improve ASDP coordination at national level and necessary technical assistance therefor based on the findings of 1) – 3) above.

¹ The findings, interpretations and recommendations expressed in this report are those of the author and should not be attributed in any manner to the Japan International Cooperation Agency (JICA).

² United Republic of Tanzania (URT), *ASDP Joint Implementation Review April 10-24, 2007 Aide-Memoire Revised Draft*, May 9, 2007. The efficiency and effectiveness of coordination at national level will have a significant impact on the challenges identified by JIR for the local component of the ASDP, i.e., the DADP, such as improved fund management (especially timely and predictable fund disbursement), strengthening of planning and implementation capacity of LGA staff and accelerated reforms of agricultural services.

2. Process and Contents of ASDP Programme Document Revision

This section briefly reviews the ASDP Government Programme Document for what kinds of problems were identified concerning institutional arrangements of ASDP implementation and how the document was revised as a result. Table 1 summarizes the process of formulation and revision of the document and related events before the basket fund was established in June 2006. Table 2 illustrates major revisions with regard to institutional arrangements for the ASDP implementation as shown in various versions of the document.

Table 1 Process of the ASDP Programme Document Formulation and Revision

Date	Events	Doc Version
Mar. 2003	ASDP Framework and Process Document finalized	Final Draft
July 2004	Agricultural Services Support Programme (ASSP) Programme Document: Final Draft completed	--
Nov. 2004	Formulation Mission for Joint Donor and Government Support for Agricultural Development at District Level (DADP) carried out	--
Nov. 2004 - Feb. 2005	The Process Review implemented with major recommendations on coordination among ASLMs, decision-making and capacity of the ASDP Secretariat	--
May 2005	DADPs Support Programme July 2005 – June 2012: A Sub-component of the Agricultural Sector Development Programme (ASDP) formulated	--
July-Aug. 2005	World Bank Mission for formulating an integrated program for ASSP and DADP	--
Aug. 2005	ASDP Support Through Basket Fund Government Programme Document	GPD 30/08/05
Sept. 2005	ASDP Support Through Basket Fund Government Programme Document	GPD 13/09/05
Dec. 2005	ASDP Support Through Basket Fund Government Programme Document	GPD 23/12/05
Jan. 2006	ASDP Support Through Basket Fund Government Programme Document	GPD 27/01/06
Feb. 2006	ASDP Appraisal carried out	--
Feb. 2006	ASDP Support Through Basket Fund Government Programme Document	GPD 28/02/06
Mar. 2006	ASDP Support Through Basket Fund Government Programme Document	GPD 20/03/06
May 2006	ASDP Support Through Basket Fund Government Programme Document	GPD 25/05/06
June 2006	ASDP Programme Implementation Plan: Final Draft completed	ditto.
June 27, 2006	Memorandum of Understanding for the Establishment of the Agricultural Sector Development Programme Basket Fund (MOU) signed	--

Sources: Elaborated based on the documents stated and related to the said missions, reviews and programs.

Table 2 Major Revisions on Institutional Arrangements at National Level

Doc Version	Summary of Institutional Arrangements	Major Revisions
ASDP Framework and Process Document: Final Draft	<pre> graph TD NSC[National Steering Committee (NSC)] --> ICC[Inter-Ministerial Coordination Committee (ICC)] ICC --> PS[Permanent Secretary of MAFS] PS --> ASC[ASDP Secretariat Coordinator] ASC --> PO[Prog. Officer] ASC --> FAO[Finance & Admin. Officer] PO --> MAFS[MAFS ASDP Prog. Officer] PO --> MCM[MCM ASDP Prog. Officer] PO --> MWLD[MWLD ASDP Prog. Officer] PO --> PO_RALG[PO-RALG ASDP Prog. Officer] FAO --> ASAC[ASAC] FAO --> FASWOG[FASWOG] FAO --> AFC[AFC] PO_RALG --> RSs[RSs] RSs --> LGAs[LGAs] </pre> <p>AFC: ASDP Finance Committee ASAC: Agricultural Sector Advisory Committee FASWOG: Food and Agricultural Sector Working Group LGA: Local Government Authority MAFS: Ministry of Agriculture and Food Security MCM: Ministry of Cooperatives and Marketing MWLD: Ministry of Water and Livestock Development PO-RALG: President's Office – Regional Administration and Local Government RS: Regional Secretariat</p>	

Doc Version	Summary of Institutional Arrangements	Major Revisions
<p>ASDP Government Programme Document (GPD) 13/09/05</p>		<ul style="list-style-type: none"> Following the decision of aligning DADG with the LGCDG system, the LGCDG Steering and Technical Committees are incorporated in the ASDP institutional arrangements. The ASDP Finance Committee will be set up, including the ICC, MOF and DPs supporting the basket fund. ASDP-FT (renamed ASFT for ASSP), answerable to the ASDP Secretariat, will facilitate both services and investment aspects.
<p>GPD 23/12/05</p>		<ul style="list-style-type: none"> The ASDP Technical Committee, consisting of DPPs of the ASLMs, the Director of Sector Coordination of PO-RALG and the ASDP Secretariat, will undertake background work for the ASDP BF-SC. ASDP-FT is still mentioned in the document, but its position has become unclear.
<p>GPD 27/01/06</p>	<p>ditto.</p>	
<p>GPD 28/02/06</p>		<ul style="list-style-type: none"> The Committee of ASLM Directors, chaired by DPP, MAFC and composed of the Heads of all divisions of the ASLMs, will be "a central driving, coordinating and supervising force of all technical implementation in the ASLMs". The ASDP Secretariat will be the secretary to the ICC.
<p>GDP 21/03/06</p>	<p>Note: The position of the ASDP Secretariat is adjusted according to the description in the document.</p>	<ul style="list-style-type: none"> The previous diagram of national level institutional arrangements has moved to Section 4.2 Financial Management Arrangements. The diagram on the left is drawn as "ASDP Institutional Arrangement at National Level" in Section 4.1 Institutional Arrangements.
<p>GDP 25/05/06</p>	<p>ditto.</p>	

Sources: URT, ASDP Framework and Process Document, Final Draft, March 2003.

URT, ASDP Support Through Basket Fund Government Programme Document, various versions (see Table 1).

Throughout these revisions of the ASDP institutional arrangements at national level, it is the position and role of the ASDP Secretariat that the biggest change can be observed. The ASDP Secretariat was set up as the main coordinating body of ASDP implementation in early 2003. The function was basically shifted to the Committee of ASLM Directors in February 2006.

The process of this change, as well as major revisions in the ASDP Government Programme Document, is described below.

- 1) The ASDP Secretariat started formally with the appointment of the Coordinator and one program officer in February 2003. A British expert was recruited as the technical adviser to the Secretariat with EU's support in January 2004. Almost from its outset, however, it was pointed out, "The Secretariat is weak in terms of human resources and authority."³ The ASDP Process Review conducted from November 2004 to February 2005 proposed that the ASDP Secretariat be elevated to a Sector Programme Management Unit (SPMU), in addition to the integration of the Inter-Ministerial Coordination Committee (ICC) and the National Steering Committee (NSC), in order to strengthen ASDP management.⁴ Against the ASLMs' proposal to increase the staff, the DPs argued that the Secretariat's function should be discussed first and did not reach agreement with the ASLMs.
- 2) Around November 2003, the World Bank and IFAD started formulating the Agriculture Services Support Programme (ASSP) as their co-financing program, for which a conventional management unit was to be set up within MAFS.⁵ Other DPs raised their concern about the linkage between the DADP and the ASSP at implementation level. In June 2005, the World Bank and IFAD decided to integrate the ASSP into the ASDP/DADP based on discussions in the formulation process of the DADPs Support Programme conducted from November 2004 to May 2005.⁶
- 3) The World Bank carried out an appraisal of the integrated ASDP in July – August 2005. Thus, the ASDP Support Through Basket Fund Government Programme Document was formulated at the end of August 2005 with a view to establishing the basket fund. In this document, the ICC, together with the DPs supporting the basket fund, was integrated into the ASDP Finance Committee, and the ASDP Secretariat was to play a central role in coordination and implementation of the ASDP.
- 4) According to the August-2005 version of the ASDP Government Programme Document, the Agricultural Services Facilitation Team (ASFT), which had been established prior to integration of the ASSP with the ASDP/DADP, was to assist the ASDP Secretariat in formulating and coordinating both service and investment projects.⁷ It was also renamed the ASDP Facilitation Team (ASDP-FT).
- 5) In FY 2005/06, the Local Government Capital Development Grant (LGCDG) system was introduced in line with the GOT's decentralization policy. As a result of examination in the DADP Support Programme, the ASDP basket fund (DADP funds) was to be allocated through this system from FY2006/07. Following this decision, the LGCDG Steering Committee (SC) and Technical Committee (TC) were added to the ASDP institutional arrangements. The former makes decisions on allocation formulae and procedures, LGAs

³ Japan International Cooperation Agency (JICA), Support Program on Rural and Agricultural Sector Development in the United Republic of Tanzania, International Development Center of Japan (implemented from March 2001 to March 2005 as Phase 1), Monthly Reports and minutes of meetings (in Japanese).

⁴ URT, Agricultural Sector Development Programme (ASDP), ASDP Process Review, First Draft Note on Findings and Recommendations, 24 January 2005.

⁵ A Programme Implementation Team (PIT), located in MAFS and comprising members from the ASLMs, was to be temporarily responsible for start up and initial operations. Then, a National Agricultural Services Support Agency (NASSA) was to be created as a single agency providing agricultural services at national and zonal level. URT, Agricultural Sector Development Programme (ASDP), Agricultural Services Support Programme (ASSP), Concept Note, Revised Draft, 19 December 2003.

⁶ URT, District Agricultural Development Plans Support Programme July 2005 – June 2012: A Sub-component of the Agricultural Sector Development Programme (ASDP), Draft 9th May 2005, Main Text, pp. 62-63.

⁷ URT, ASDP Support Through Basket Fund Government Programme Document, 30th August, 2005.

- meeting grant access criteria and the amount to be allocated, while the latter reviews work plans, budgets, progress reports and annual assessment reports for the LGCDG system and makes recommendations to the Permanent Secretary (PS), PMO-RALG or through the PS, PMO-RALG to the SC and concerned DPs. At decision-making level, the ASDP NSC would discuss with the SC and at technical level the ASDP Secretariat with the TC.
- 6) In the December-2005 version, the ASDP Technical Committee was to be set up under the ASDP Basket Fund Steering Committee (BF-SC). The former would consist of the Directors of Policy and Planning (DPPs) of the ASLMs, the Director of Sector Coordination, PO-RALG and the ASDP Secretariat and the latter of the PSs of the ASLMs and other concerned ministries and the DPs supporting the basket fund. The ASDP Secretariat's overall function, i.e., to undertake necessary background work and make recommendations to the ASDP BF-SC on designated decision areas, working with the above-mentioned ASLM Directors, remained unchanged from the previous version.⁸ However, the description "The ASDP Facilitation Team (ASDP-FT) will be housed in MAFS and will be answerable to the ASDP Secretariat."⁹ was removed.
 - 7) In the February-2006 version of the ASDP Government Programme Document revised through the Joint Appraisal, the NSC that existed in the former version disappeared. Instead, the ICC, chaired by the PS, MAFC, became a highest decision-making body in the ASDP institutional arrangements. The ICC would be "responsible for policy making, overseeing implementation of the ASDP, and monitoring its performance to ensure that the goals of the programme are being achieved.... The ASDP Secretariat would be the secretariat to the ICC".¹⁰ Major functions of the ASDP Secretariat were coordination, facilitation, M&E, and information and communication.¹¹ The ASDP-FT became the ASFT again and would work only for the agricultural services elements of the ASDP.
 - 8) A more significant change in the February-2006 version is the creation of the Committee of ASLM Directors (CD). The ASDP Technical Committee disappeared and the CD, chaired by DPP, MAFC and composed of the Heads of all divisions of the ASLMs, was set forth as "a central driving, coordinating and supervising force of all technical implementation in the ASLMs".¹² In the March-2006 version, the description "The DPP department will be strengthened in terms of personnel, skills and equipment to manage the additional responsibilities." was added as the DPP, MAFC would be responsible for the day-to-day operations of ASDP implementation. Apparently, this reflected the Joint Appraisal Mission's concerns about the administrative capacity of the Division of Policy and Planning and recommendations that the division be strengthened with staff dedicated to basket fund related activities at least for the first one or two years.¹³
 - 9) In the February-2006 version, the reduced function of the ASDP Secretariat may be explained by the passage "the major institutional element of non-alignment and non-integration is the existence of the ASDP Secretariat as a separate unit.... It is to be expected that aspects of these features will be modified over the programme period...., in order to further approach full alignment and integration."¹⁴ This implies that the ASDP

⁸ URT, ASDP Support Through Basket Fund Government Programme Document, 23rd December, 2005, p. 28.

⁹ URT, ASDP Support Through Basket Fund Government Programme Document, 13th September, 2005, p. 32.

¹⁰ URT, ASDP Support Through Basket Fund Government Programme Document, 28th February, 2006, p. 30.

¹¹ Ibid., Annex 6. However, it is still noted that "[t]he ASDP Secretariat, the main coordinating body between the three sector ministries and PMO-RALG, is tasked with the co-ordination of the overall ASDP and oversight of the ASDP Basket Fund" in "Sub-component 2.4: Co-ordination, Monitoring and Evaluation" (Ibid., p. 22).

¹² Ibid., p. 31.

¹³ ASDP Appraisal Mission, February 14 – March 1, 2006, Draft Aide Memoire, p. 15.

¹⁴ URT, ASDP Support Through Basket Fund Government Programme Document, 28th February, 2006, p. 34.

Secretariat as an independent unit will become unnecessary and ASDP coordination will be done as the routine work of the ASLMs when the ASDP is fully integrated into the existing GOT systems. The version revised after the Joint Appraisal does not include the above passage but the following instead.

Due to the multiplicity of interventions and institutions, the programme requires coordination and facilitation in the start-up period, once ASDP activities are integrated into the ASLMs action programmes during implementation, the institutional arrangement will be reviewed accordingly.¹⁵

- 10) The figure of national level institutional arrangements included in “Institutional Arrangements” up to the February-2006 version was moved to “Financial Management Arrangements” (4.2) and a new figure (Figure 5: ASDP Institutional Arrangement at National Level) was presented in “Institutional Arrangements” (4.1) in the March-2006 version. In both cases, the CD is specified as the central body in ASDP implementation and management. However, the position of the ASDP Secretariat in the new figure, which looks like the secretariat to the CD, is not consistent with the description in the document (“the secretariat to the ICC”).
- 11) The ASDP institutional arrangements shown in the May-2006 version of the ASDP Government Programme Document finalized immediately before the establishment of the basket fund is basically the same as that of the March-2006 version. Table 3 summarizes the composition and functions of major organizations concerned with ASDP implementation as indicated in the final version of the program document.

Table 3 Composition and Functions of Major Organizations concerned with ASDP Implementation

Name	Composition	Main Functions
Inter-Ministerial Coordinating Committee (ICC)	Chairperson: PS, MAFC Members: PSs of other ASLMs, Ministry of Water, Ministry of Natural Resources and Tourism, Ministry of Land, Housing and Human Settlements Development, Vice President Office	<ul style="list-style-type: none"> • The highest decision-making body for the ASDP • Responsible for overall coordination of the ASDP, providing strategic policy guidance, ensuring institutional linkage at all levels, overseeing implementation of the ASDP and monitoring its performance to ensure that the goals and objectives of the ASDS are achieved. • The ICC will meet quarterly.
ASDP Basket Fund Steering Committee (ASDP BF-SC)	Chairperson: PS, MAFC Members: Members of the ICC, PSs of Ministry of Finance and Ministry of Planning and Economic Empowerment and all DPs contributing to the basket fund Secretary: DPP, MAFC	<ul style="list-style-type: none"> • Oversee and manage the ASDP basket fund. • Make decisions on quarterly resource transfers from the holding account based on work plans, budgets, quarterly physical and financial progress reports. • Monitor the performance and progress of all aspects of ASDP implementation through progress reports, performance and outcome monitoring reports, etc. • Give policy directives governing the basket.
Committee of ASLM Directors (CD)	Chairperson: DPP, MAFC Members: the Heads of all divisions of the ASLMs Secretary: Elected by the CD	<ul style="list-style-type: none"> • Coordinate, together with the ICC, ASDP implementation as a central driving, coordinating and supervising force of all technical implementation in the ASLMs. • Make recommendations to the ICC on the compliance of proposed activities with policies and strategies, on work plans, budgets and reports and on the amount of basket resources to be proposed to BF-SC.
ASDP Secretariat	One Coordinator Two professionals (a M&E Officer and an Information and Communication Officer)	<ul style="list-style-type: none"> • Secretariat to the ICC • Coordination, facilitation, M&E (linking the M&E system of the ASLMs and thereby estimating the sector’s performance at national level), information and communication

Source: United Republic of Tanzania, ASDP Support through Basket Fund Government Programme Document, 25 May 2006.

¹⁵ URT, ASDP Support Through Basket Fund Government Programme Document, 20th March, 2006, p. 38.

Although the ASDP Secretariat continues to exist as a unit responsible for coordination and facilitation, the DPP, MAFC, the Chairman of the Committee of ASLM Directors, and his staff are to play the roles that were initially expected of the ASDP Secretariat. However, the situation has not significantly improved even by such a shift in responsibilities as reported in the following section.

3. Situation after Establishment of the ASDP Basket Fund

This section describes concerns raised by the DPs contributing to the basket fund and responses from and measures taken by the GOT since the establishment of the basket fund in June 2006, by reviewing major documents related to the basket fund management, such as the minutes of BF-SC meetings and progress reports.

(1) ASDP BF-SC Meetings

The ASDP BF-SC plays major roles not only in fund management and but also in monitoring of performance and progress in all aspects of the ASDP implementation through progress reports and performance monitoring reports. Therefore, the BF-SC meetings in which the GOT and DPs discuss together the current situation and measures for improvement are crucial to proper ASDP implementation. Six meetings were held for the period from September 2006 to August 2007. Table 4 shows the agenda and attendants of those meetings, as well as issues discussed concerning ASDP institutional arrangements at national level.

Table 4 ASDP Basket Fund Steering Committee Meetings (September 2006 – August 2007)

	Date	Agenda	Major Attendants	Issues Discussed regarding Institutional Arrangements
1	14/09/2006	<ul style="list-style-type: none"> Launch the ASDP Basket Fund Steering Committee Review and confirm TOR for the ASDP BF-SC ASDP formulation and implementation status Way forward for ASDP implementation 	ASLMs: PS-MAFC, DPS-MLD, DPP-MAFC, DSC-PMO-RALG Other Ministries: DPP-MLHS, Assistant Director-MPEE DPs: DANIDA, EU, FAO, IFAD, Irish Aid, JICA, World Bank ASDP Secretariat	<ul style="list-style-type: none"> Build the capacity of all actors at all levels (including identification of training needs at national and local levels and strengthening of ASLMs M&E and statistics units)
2	17/11/2006	<ul style="list-style-type: none"> Matters arising from the ASDP BF-SC meeting of 14th September, 2006 Disbursement to the Basket Fund Account by DPs AOB: Refinement of ASLM and LGA action plans; Review of LGAs access criteria to LGCDGs 	ASLMs: PS-MAFC, PS-MLD, DPP-MAFC, DPP-MLD, DCM-MITM, DSC-PMO-RALG Other Ministries: PS-MoW, PS-MLHSD, Assistant-Commissioner-Treasury DPs: EU, FAO, Irish Aid, JICA, World Bank ASDP Secretariat	<ul style="list-style-type: none"> Form more Technical Cluster Working Groups Identify skills and training needs required to deliver ASDP at national level Strengthen ASLMs Monitoring and Statistics Units; set up an M&E Cluster Working Group Timely progress reporting from PMO-RALG (strengthen Regional Secretariats)
3	11/12/2006	<ul style="list-style-type: none"> Release of funds from the ASDP Basket Fund Holding Account into the Operational Account AOB: Need to strengthen the sector coordination section in PMO-RALG 	ASLMs: PS-MAFC, PS-MLD, DPP-MAFC, DPP-MLD, DCM-MITM, DSC-PMO-RALG Other Ministries: MPEE DPs: EU, FAO, Irish Aid, JICA/EOJ, World Bank ASDP Secretariat	<ul style="list-style-type: none"> Strengthen the sector coordination section in PMO-RALG
4	22/02/2007	<ul style="list-style-type: none"> Matters arising from previous meetings of 17th November, 2006 and 11th December 2006 	ASLMs: PS-MAFC, PS-MLD, PS-PMO-RALG, DPS-MITM, DPP-MAFC, DSC-PMO-RALG	<ul style="list-style-type: none"> Identify skills and training needs required for implementing ASDP at national

	Date	Agenda	Major Attendants	Issues Discussed regarding Institutional Arrangements
		<ul style="list-style-type: none"> • Progress reports from summary LGAs and ASLMs • Report on the LGCDG assessment • Plans for the first supervision mission (TOR, team and budget) • Issues emerging from M&E working group • AOB: Schedule of the Steering Committee meetings (3rd week of May and 1st week of September 2007); Thematic Working Groups; Work plan and budget for 2007/08 	Other Ministries: PS-MoW, PS-MNRT, PS- MLHSD DPs: EU, FAO, IFAD, Irish Aid, JICA/EOJ, World Bank ASDP Secretariat	<p>level</p> <ul style="list-style-type: none"> • Strengthen ASLMs Monitoring and Statistics Units - M&E Cluster Working Group • Refine ASLMs and LGAs action plans • Work plan and budget proposal for capacity building requirement for PMO-RALG • Immediately start the Agric. Services Working Group
5	12/06 /2007	<ul style="list-style-type: none"> • Matters arising from previous meeting of 22nd February, 2007 • Summary of progress reports for the 3rd and 4th Quarters FY 2006/07 • LGCDG assessment FY2007/08 • MTEF summary FY2007/08 • AOB: Process and documentation (a motion made by DPs) 	ASLMs: PS-MAFC, PS-PMO-RALG, DPP-MAFC, DPP-MLD, DSC-PMO-RALG Other Ministries: Unidentified DPs: EU, FAO, Irish Aid, JICA/EOJ, World Bank ASDP Secretariat	<ul style="list-style-type: none"> • Improve consultation process and documentation (comply with the MOU) • Strengthen coordination capacity (DPPs of ASLMs, DSC of PMO-RALG and ASDP Secretariat) • Overall guidance and coordination of Thematic Working Groups • Prior consultation with DPs on the next year budget (MTEF)
6	27/08 /2007	<ul style="list-style-type: none"> • Matters arising from previous meeting of 12th June, 2007 • Summary of progress reports for the 3rd and 4th Quarters FY 2006/07 and ASDP basket fund interim financial report FY2006/07 • ASDP Integrated Work Plan and Cash Flow Requirement (IWP) for FY2007/08 • Conditions for funding by DPs: 1) Share with DPs the results of examination on the IWP by 31st August; 2) Discuss with DPs MTEF FY 2008/09 in advance • AOB: Meeting on the budget process on 18th September; Schedule of the next meeting (2nd week of October 2007) 	ASLMs : PS-MAFC, PS-PMO-RALG, PS-MITM, DPP-MAFC, DPP-MLD, DSC-PMO-RALG Other Ministries: Unidentified DPs: IFAD, FAO, Irish Aid, JICA/EOJ, World Bank ASDP Secretariat	<ul style="list-style-type: none"> • Describe general issues in progress reports • Conduct integrated monitoring • Identify challenges and measures to be taken at each level, especially as regards coordination at higher levels (among ASLMs, between ASLMs and DPs, with MOF) • Improve disbursement (from DPs and from MOF) • Strengthen activities of Thematic Working Groups, especially Services and Marketing • Prior consultation with DPs on the next year budget (MTEF)

Sources: Elaborated based on the minutes of the 1st – 4th ASDP BF-SC meetings and notes taken by the RADAG for the 5th and 6th meetings.

From the minutes of the BF-SC meetings, it can be understood that tasks stipulated in the MOU and agreed in the Joint Implementation Review of April 2007 were not fulfilled. At the beginning in the fifth meeting held on June 12, 2007, therefore, the DPs expressed their dissatisfaction with the consultation process and documentation and made a motion to discuss the issue first. Major problems pointed out by the DP side are: 1) The integrated work plan for FY2007/08 had not been presented and discussed; 2) The MTEF (budget plan) for FY2007/08 had been submitted to Parliament without consultation with the DPs; 3) The allocation of DADG had been approved and publicly announced without consultation with the DPs; and 4) No progress report for FY2006/07 had been submitted.

The Tanzanian side contended that budget preparation was an internal process and it was not necessary to discuss the sector budget plan separately because consultation on the budget is done at higher levels, i.e., at the GOT-DP conferences for the MKUKUTA, General Budget Support (GBS) and Public Expenditure Review (PER). Although the DPs indicated the article

concerning prior consultation on the work plan and budget in the MOU, the Tanzania side did not admit their fault. However, they agreed to provide within a few days the budget proposal that had been submitted to Parliament, on which the DPs would make comments. This event revealed that even the chairperson of the BF-SC, the PS of MAFC, had not correctly comprehended procedures for the ASDP basket funding.

In the BF-SC meeting held on August 27, 2007, the GOT presented the ASDP Integrated Work Plan and Cash Flow Requirements for FY2007/2008, following the Progress Report for 3rd and 4th Quarters FY2006/07 and the ASDP Basket Fund Interim Financial Report FY2006/07.¹⁶ However, the DPs argued that they had not been able to examine thoroughly the contents of these documents because it had been distributed only a few days ago (Friday of the previous week). Although the DPs agreed to provide funds for the ASDP for FY2007/08, they demanded that TWGs check if their work plans were properly incorporated in the Integrated Work Plan and report the results to the DPs by August 31, 2007¹⁷ and that the MTEF for FY2008/09 be discussed with the DPs before submission to Parliament.

(2) Quarterly Progress Reports

The progress report distributed before the BF-SC meeting held on June 12, 2007 was only for the third and fourth quarters of FY2006/07, though that for the first and second quarters of FY2006/07 was supposed to be integrated therein. The contents of the distributed report did not include any analysis of overall progress and measures to be taken to improve ASDP implementation but only a list of budget, disbursed amount, expenditure, implementation status and remarks/expected output by sub-vote. In the progress report for the third and fourth quarters of FY2006/07 explained in the meeting held on August 27, 2007, there was little improvement from the one presented in the previous meeting except for two-page texts on key outputs and challenges (but only for local components, contents taken from the progress report prepared by PMO-RALG) and brief summaries by vote.

While the progress report prepared by the Division of Sector Coordination, PMO-RALG, depicts progress at PMO-RALG and local levels, physical and financial performance by component, observations and recommendations, challenges and way forward, the progress report on the national component did not include any of these. It is a serious problem that the coordinating body at national level, though it is not clear which, DPP of MAFC or the ASDP Secretariat, is responsible for this task, could not prepare a sound progress report that would have been otherwise the base for planning for the following financial year.

It has been emphasized in the BF-SC meetings that the capacity of the Regional Secretariats for monitoring and consolidating reports should be strengthened because it is not an easy task for PMO-RALG to prepare a comprehensive quarterly progress on time by integrating more than 120 reports submitted by LGAs. In fact, the officers-in-charge at the Agricultural Section of PMO-RALG struggled to complete the above-mentioned progress report.¹⁸ Thus, they plan to provide a common reporting format and enhance capacity for report writing at district level so that DADP progress reports could be more efficiently integrated at regional level.

¹⁶ URT, ASDP Integrated Work Plan and Cash Flow Requirements for FY2007/2008, August 2007; URT, Agricultural Sector Development Program (ASDP), Summary of Progress Report for 3rd and 4th Quarters FY2006/07, August 2007; and URT, ASDP Basket Fund Interim Financial Report FY2006/07, August 2007.

¹⁷ The M&E TWG and DADP Planning and Implementation TWG prepared comments on the Integrated Work Plan by August 30, 2007. As of September 17, 2007, however, no report had been officially provided to the DPs.

¹⁸ Interviews with officers of the Agricultural Section, PMO-RALG, conducted on May 29 and June 11, 2007.

(3) First Joint Implementation Review (April 2007)

The Joint Implementation Review conducted in April 2007 pointed out improvement in institutional capacity and coordination of ASDP at national level as the highest priority issue.¹⁹ The following is the situation as underscored in the aide memoire of the Review.

ASDP implementation is still fragmented at national level. There is poor coordination of key activities and departments... For efficient coordination of ASDP, there is a need to strengthen thematic working groups as immediate coordinating bodies. Staff levels of the Directorates of Policy and Planning need to be strengthened in order to be able to shoulder the additional responsibilities of coordinating and providing leadership in ASDP (policy, regulatory and monitoring), MKUKUTA (sector and thematic working groups), PER, JAST and GBS. Indeed the current level of staffing has a greater negative impact on the capacities of DPPs.

Based on the above recognition, the Review recommended as priorities to be done at national level: 1) Overall management and coordination of the implementation process; 2) Thematic working group formation; and 3) One integrated work plan to serve as a monitoring tool for Directors and BF-SC. And the thematic working groups (TWGs) were expected to carry out these tasks. Thus, TWGs were formed as “immediate coordinating bodies”. However, the effectiveness of TWGs in improving ASDP coordination has not been carefully examined among the DPs supporting the basket fund. This issue is further discussed in Section 4 below.

(4) Diagnostic Study on Capacity Building supported by EU

It had long been felt necessary to build the capacity of all actors at all levels for ASDP implementation among DPs, and the same was suggested at the first BF-SC meeting held in September 2006 (Table 4 above). Thus, EU supported the “Diagnostic Study on Capacity Building for the Implementation of the Agricultural Sector Development Programme in Tanzania” in February – June 2007 in order “to assess capacities and requirements for the implementation of the ASDP at both national and local levels, identify gaps and capacity building needs and provide suggestions for improvements”.²⁰ The study analyzed present capacities for planning, financial management, implementation, coordination, M&E and reporting at village, ward, district, regional and national levels and made recommendations for improvement. Table 5 is a summary of the findings at national level.

The study has meticulously identified the shortcomings and bottlenecks in ASDP implementation through extensive research including review of various previous studies and interviews with a wide range of ASDP stakeholders. However, the main recommendations appear to be too general or inadequate in strengthening capacities particularly at national level. For example, “a seminar or meeting to be organized by MAFC DPP to clarify the ASDP concept and establish clear roles and responsibilities among ASLMs and the ASDP Secretariat” could hardly enhance their coordination capacity.

Rather, it would be most necessary to strengthen the capacities of DPP, MAFC and his staff for carrying out day-to-day operations in all the areas analyzed in this study through continuous on-the-job training as well as seminars and workshops. The elements of capacity specified in the TOR for this diagnostic study are exactly those that need to be strengthened.²¹

¹⁹ URT, *ASDP Joint Implementation Review April 10-24, 2007 Aide-Memoire Revised Draft*, May 9, 2007.

²⁰ European Union, *Diagnostic Study on Capacity Building for the Implementation of the Agricultural Sector Development Programme in Tanzania, Final Draft*, June 2007, p. 1.

²¹ *Ibid.*, pp. 35-36. As elements of coordination capacity, the TOR mention information sharing, timely meeting arrangement, communication among ASLMs, DPs and other stakeholders, and enhancement of policy dialogue.

Table 5 Summary of the Findings of “Diagnostic Study on Capacity Building for the Implementation of the ASDP” at National Level

Element	Conclusions on Actual Capacities	Recommendations for Improvement
Planning Capacity	<ul style="list-style-type: none"> ASDP concept is not fully understood in the same way by all relevant ASLM staff. 	<ul style="list-style-type: none"> Apart from distributing all relevant documents to concerned staff, the Committee of ASLM Directors should develop plans and mechanisms to sensitize all ASLM staff. The sensitization should focus on defining and clarifying the roles of each stakeholder.
Financial Capacity (budget preparation, record keeping, accounting and disbursement)	<ul style="list-style-type: none"> Budgeting skills and capacities are low in ASLMs. 	<ul style="list-style-type: none"> Annual training should be provided to relevant ASLM staff on the use of SBAS and its link to ASDP. There is a need to strengthen the capacity of ASLMs to facilitate the handling of the new responsibilities and obligations arising from the SWAp - and also decentralized implementation of ASDP.
	<ul style="list-style-type: none"> Late disbursements have negatively affected the implementation of DADPs. 	<ul style="list-style-type: none"> A small committee from ASLMs and PMO-RALG should look into the problems with late disbursements and propose alleviations.
Implementation Capacity	<ul style="list-style-type: none"> MAFC has an establishment of 2,800 positions and a present strength of 2,601. It has received permission from the Government to recruit the missing 199 people up to June 2007. 	
Coordination Capacity	<ul style="list-style-type: none"> There is no clear understanding between ASLMs about the ASDP. 	<ul style="list-style-type: none"> A seminar or meeting should be organized by MAFC DPP to clarify the ASDP concept and establish clear roles and responsibilities among ASLMs and the ASDP Secretariat.
	<ul style="list-style-type: none"> The role of the Secretariat is not clear and it does not have enough staff with suitable training. 	<ul style="list-style-type: none"> Re-visit the ToR for the Secretariat and its staffing. At present a budget/financial officer and a M&E expert are needed.
M&E Capacity	<ul style="list-style-type: none"> The M&E thematic working group will finalize the ASDP M&E framework by June 2007. 	<ul style="list-style-type: none"> Draft indicators are now in place for further refinement. There is a strong need to bring the marketing information system on board the ASDP M&E framework.
Reporting Capacity	<ul style="list-style-type: none"> There are no clear guidelines for various reports. 	<ul style="list-style-type: none"> The ASDP Secretariat should make an inventory of all relevant reports and suggest adequate formats.

Source: Elaborated based on European Union, Diagnostic Study on Capacity Building for the Implementation of the Agricultural Sector Development Programme in Tanzania, Final Draft, June 2007, pp. 23-29.

(5) Division of Policy and Planning, MAFC

In July 2007, MAFC slightly reorganized the Division of Policy and Planning by shifting some staff members within the division in order to strengthen its coordination capacity for the ASDP. Table 6 shows the sections, their functions and numbers of staff in the division. The functions of each section are those described in a document published by President’s Office – Public Service Management (PO-PSM) in April 2006.²² The numbers of staff members are as of September 2007.²³ Although it can be presumed that all the sections are to some extent involved in ASDP coordination, it is not clear which section or unit is primarily responsible for the task. For example, the Section of Sector Plans and Budgets is engaged in the preparation of the integrated work plan and progress reports but not on a full-time basis. Some staff members in other sections are also assigned to ASDP-related tasks part-time.

In addition to the part-time engagement, most of the staff members do not seem to be equipped with skills required for ASDP coordination (e.g., communication, information

²² URT, The Functions and Organization Structure of the Ministry of Agriculture, Food Security and Cooperatives (Approved by the President on 18th April, 2006), PO-PSM, April 2006.

²³ Interview with the Head of the Sector Plans and Budgets conducted on September 10, 2007.

sharing, meeting arrangement, planning and budgeting, research and analysis, M&E, report writing, etc.). The situation has remained basically unchanged since it was highlighted in the aide memoire of the Joint Appraisal conducted in February 2006 or even before.²⁴

Table 6 Functions and Staffing of Division of Policy and Planning, MAFC (As of September 2007)

Section	Major Functions	Staffing
<p>Sector Policy Analysis</p> <p><u>Units:</u> 1) Sector Policy 2) Private Sector Development 3) Sector Reform</p>	<ul style="list-style-type: none"> • Coordinate, review and update agricultural sector policies. • Monitor expenditures/investment in the agricultural sector. • Participate in review of other sector policy papers prepared by relevant ministries. • Evaluate effects of trans-boundary matters on the agricultural sector. • Compile implementation reports on Ruling Party Manifesto and Parliamentary Committee Reports. • Advice the Ministry on international policies relevant to the sector. • Analyze divisional plans and programs, guidelines and proposals to ensure consistency with national policies and guidelines. • Follow-up implementation of sector policies. • Coordinate privation of agricultural-sector parastatals. • Assess impact of various government policy decisions in the sector. • Facilitate and create a conducive environment for private sector participation in the sector. • Coordinate preparation and review of cabinet papers of the sector and provide comments on cabinet papers from other ministries. 	<p>Total 14</p> <p><u>By unit:</u> 1)-6 2)-4 3)-4</p>
<p>Sector Plans and Budgets</p> <p><u>Units:</u> 1) Programs, Plans and Budgets 2) M&E</p>	<ul style="list-style-type: none"> • Advice technical departments on better use of resources and value for money. • Develop strategies and programs. • Review program performance. • Coordinate budgets and budget preparation process. • Coordinate performance management system (M&E system). • Review/appraise plans, strategies and budgets of crop boards and institutions falling under the Ministry. • Coordinate harmonization of the MDGs, Vision 2025, MKUKUTA, ASDS, ASDP, MTSP and MTEF and translate them into workable sector plans and interventions. • Coordinate Crop Boards and other institutions falling under the Ministry. • Undertake expenditure tracking and prepare Annual Reports. • Coordinate Parliamentary issues. • Advise implementation on project management. • Identify sector budgetary implications on government decisions and directives. • Coordinate compilation of Progress Reports and Action Plans. • Provide technical expertise on Strategic Plan, Action Plan and Client Service Charter preparation. • Coordinate preparation of budget speech. • Participate in the process of activity analysis and feasibility study. • Participate in the PSP management group. • Represent the Ministry in the Parliamentary Committee of Agriculture when discussing crop boards audit reports and implementation reports. • Coordinate environmental management issues relevant to the sector. • Coordinate sector reviews (e.g. PER, Mid-year and Annual Reviews). 	<p>Total 11</p> <p><u>By unit:</u> 1)-7 2)-4</p>
<p>MIS and Statistics</p> <p><u>Units:</u> 1) MIS 2) Statistics</p>	<ul style="list-style-type: none"> • Develop, update and maintain Ministerial internet/intranet website. • Ensure efficient operations of the installed information systems through the implementation of adequate and systematic operating, backup, security and other necessary systems and procedures. • Identify and develop applications systems relevant to the daily activities of the Ministry. • Train personnel on the use of the MIS systems. • Provide advice to departments on appropriate hardware and software specifications for procurement. • Collect data, analyze, store and disseminate agricultural information in collaboration with LGAs. • Install and populate databases including TSED, with agricultural related data. 	<p>Total 11</p> <p><u>By unit:</u> 1)-4 2)-7</p>
<p>Development</p>	<ul style="list-style-type: none"> • Provide guidance and leadership in all matters related to development assistance coordination and aid effectiveness in the sector. 	<p>Total 6</p>

²⁴ Insufficient capacity of the DPP-MAFC staff has been evidently revealed in the quarterly progress reports for FY2006/07 and the integrated work plan for FY2007/08, as well as by the EU-supported diagnostic study.

Section	Major Functions	Staffing
Assistance Coordination <u>Units:</u> 1) Agric. Trade 2) Development Cooperation	<ul style="list-style-type: none"> • Coordinate and facilitate effective sector dialogue. • In liaison with the Ministry of Finance follow-up implementation of the commitments on best practices in development cooperation under the Monterrey Consensus on Financing for Development (2000), Rome Declaration on Aid Harmonization (2003), Marrakesh Memorandum on Managing for Results (2004) and Paris Declaration on Aid Effectiveness (2005) within the agricultural sector. • Prepare periodic (quarterly) analytical reports on aid inflows and expenditures in the sector. • Prepare external financing requirement for the agricultural sector for input into the Budget Guidelines process. • Coordinate and participate in regional, bilateral, multilateral, inter-regional and sub-regional matters. • Maintain database on development assistance. • Undertake continuous analysis and review aid effectiveness. • Prepare Memorandum of Understanding for projects/ programs for international financing and cooperation. • In liaison with the Ministry of Finance, oversee implementation of the Tanzania Assistance Strategy (TAS) and the Joint Assistance Strategy (JAS). • In liaison with the Ministry of Finance, oversee implementation of the General Budget Support (GBS) Partnership Framework Memorandum (PFM). 	<u>By unit:</u> 1)-2 2)-4

Source: URT, The Functions and Organization Structure of the Ministry of Agriculture, Food Security and Cooperatives (Approved by the President on 18th April, 2006), President's Office Public Service Management, April 2006; and information obtained from the Division of Policy and Planning, MAFC in September 2007.

4. Assessment of Effectiveness of Thematic Working Groups in ASDP Coordination

As a result of the first Joint Implementation Review, the thematic working groups (TWGs), e.g., M&E, DADP Planning and Implementation, Irrigation, Agricultural Services and Marketing and Private Sector Development, were redefined as immediate coordinating bodies and situated under the Committee of ASLM Directors with a view to improving ASDP coordination and implementation. This section reviews the process of setting up TWGs and assesses their effectiveness particularly in improving ASDP coordination.

The formation of TWGs, then called “working clusters” or “cluster working groups”, was discussed at the first and second meetings of the ASDP BF-SC held on September 14, 2006 and November 17, 2006, respectively.²⁵ The minutes of the latter meeting indicate that the cluster working groups for DADP planning and implementation and extension and research had been formed as of November 2006. A need to set up an M&E cluster working group was also implied as the ASLMs and DPs (the M&E subgroup of the Agricultural Sector Working Group: A-WG) were about to form a joint working group for M&E.

In December 2006, the Agricultural Sector Consultative Group (ASCG) was set up as a forum for sector dialogue replacing the Food and Agricultural Sector Working Group (FASWOG) and the Reference Group guiding the Agriculture Sector Review and Public Expenditure Review. The TOR for the ASCG stipulated, “The ASCG will establish Working (or Cluster) Groups (when need arises) for further discussion on the technical level. The Working (or Cluster) Groups will report their progresses and results of working to the ASCG.”²⁶ As of February 2007, TWGs concerning M&E, agriculture services (research and extension) and DADP planning and implementation had been already formed. However, there did not exist a mechanism of information sharing and coordination among these TWGs.

²⁵ Minutes of ASDP Basket Fund Steering Committee Meeting held on 14th September, 2006 at Kilimo Conference Room; Minutes of ASDP Basket Fund Steering Committee Meeting held on 17th November, 2006 at Kilimo Conference Room.

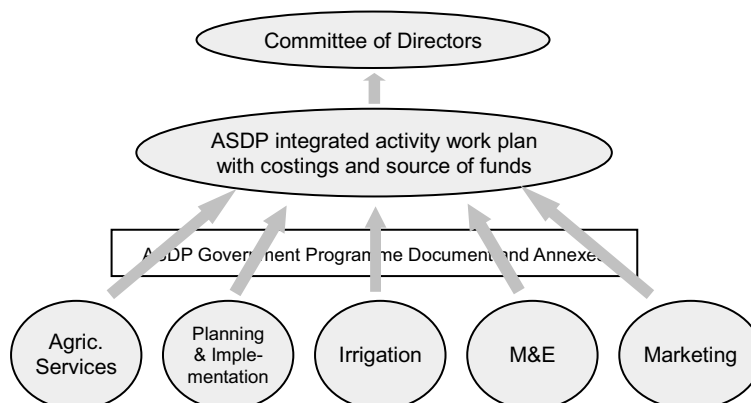
²⁶ Terms of Reference for the Agricultural Sector Consultative Group, Final Draft, February 2007.

In the BF-SC meeting held on February 22, 2007, it was explained that the Agricultural Services TWG was not making much progress due to lack of funds while TWGs concerning irrigation, M&E, and DADPs are functioning.²⁷ The DPs expressed their concern that the extension reform would not be effective unless the working group started operations. The meeting directed the working group to start working immediately as the funds were already available. It was also emphasized that the outputs of other TWGs needed to be monitored.

The formation of TWGs was highlighted as one of priority issues at national level in the Joint Implementation Review of April 2007. It was agreed: 1) Each TWG would complete its TOR and identify members by May 21, 2007; and 2) TWGs, together with ICC, would prepare one consolidated work plan including tasks of all TWGs for the next six months by June 15, 2007. Box 1 is a summary of the proposal with regard to TWGs as presented in the aide memoire of the Implementation Review.

Box 1 Proposal for Thematic Working Groups in the First ASDP Joint Implementation Review

- Thematic working groups (some of which currently exist) should be formed around a limited number of topics associated with ASDP, integrating within them the many sub-issues of importance to ASDP (specifically agricultural services (public and private); planning and implementation; irrigation; monitoring and evaluation; and marketing) (See the figure below). All groups would consider as integral to their programme explicit consideration of food security, and farmer empowerment, together with cross cutting issues such as environment and gender.
- The minimum complement of any working group will be four individuals, with a maximum size of no more than ten. Each thematic group will have a coordinator accountable for the output of that group.
- The thematic working group coordinator will be an outstanding professional with wide development experience and drawn on secondment from the ASLMs.
- The ASLMs currently face a serious problem in terms of staff development as the present cadre of senior staff retire over the coming few years. Working group members, including group leaders, should be recruited from middle level professionals in the ASLMs in order to 'fast track' these individuals in terms of building management expertise and in helping transfer institutional memory from the present generation. Selection of all working group members must be in terms of their explicit professional competence and track record related to the defined working group tasks.
- The thematic working groups are there to carry out defined tasks - as those tasks are completed, a group may close and others be added. Participation in the thematic working groups is a temporary assignment for core ASLM staff.
- Clarification of the role of the ASDP Secretariat and its relationship and responsibilities vis-à-vis the thematic working groups is necessary.
- Implementation of the national level proposal is a pre-requisite to increase activity and improve the quality of service delivery as well as the DADPs.



Source: United Republic of Tanzania, Agricultural Sector Development Program (ASDP), Joint Implementation Review, April 10-24, 2007 Aide Memoire, May 9, 2007, pp. 9-10.

Based on the above agreement, a general meeting was held on May 22, 2007, by inviting all the six TWGs (including the newly formed Food Security TWG), ASLM Directors and DPs.

²⁷ Minutes of the 4th ASDP Basket Fund Steering Committee Meeting held on 22nd February, 2007 at Kilimo Conference Room.

Each TWG presented TOR, members and guidelines that had been completed so far. Overall comments made on TWGs' presentations include: 1) It is not clear whether they are under the ASCG (as stipulated in the ASCG TOR) or the CD (as proposed in the aide memoire of the Implementation Review); 2) There is no unit that coordinates the TWGs as indicated by redundancies observed across their TOR; and 3) Guidelines are prepared without sufficient consultation among TWGs and thus examination of consistency with each other, which is likely to confuse stakeholders at field level.

Many participants raised questions and comments on the composition of TWG members. It was pointed out: 1) Selection criteria are not clear; 2) Members in some TWGs are only from one or two ministries even though the theme is sector-wide (e.g., three are from MAFC, only one from PMO-RALG and none from MITM in the DADP Planning and Implementation TWG); and 3) Some TWGs are mostly consisting of the staff of a specific division (e.g., ASFT for the Agricultural Services TWG and DITS, MAFC for the Irrigation TWG).

Each TWG was directed to revise the TOR and other presented documents by the chairperson (DPP of MAFC) based on the comments made at the first meeting. Then the revised versions were explained and discussed at the second meeting held on June 14, 2007. The more detailed presentations on guidelines (completed, being prepared and planned) elucidated that there were a number of guidelines whose contents were related or overlapped. Therefore, the ASDP Secretariat, together with eight members nominated from respective TWGs by the chairperson, would harmonize those guidelines within two weeks. While the World Bank, FAO, and JICA attended the first meeting, no DP except two JICA-RADAG members of the M&E TWG participated in the second meeting probably because of no notification to the DP side.

The genesis of the formation of TWGs seems to be the consultancy service to formulate the ASDP Programme Implementation Plan (PIP) conducted from late August to early September 2006.²⁸ The tasks of the consultancy service were: 1) To analyze the draft PIP to ensure the services component is adequately reflected through out; 2) To analyze implementation guidelines to ensure issues of extension and capacity building are sufficient and to recommend any necessary revisions; and 3) To ensure synergy between what is proposed for services in the draft PIP and draft implementation guidelines.²⁹ The "cluster system" was first proposed in the report as described below.

[I]n order to activate the flows of monies from the relevant MTEF headings,.... a quarterly or six monthly activity work plan with all the activities from the different components that will be funded nationally needs to be prepared.... The preparation of this plan should be done by forming clusters to carry out this work.³⁰

The clusters proposed were training, empowerment, extension, research, and capital equipment (means of transport and communication).

Need for the establishment of various "cluster working groups" was suggested by the World Bank when JICA, as the leader of the A-WG's M&E subgroup, was coordinating ASLMs and DPs to form a joint M&E working group to formulate the ASDP M&E framework in November 2006. However, the proposal of the World Bank was not positively supported by other DPs, though the need was recognized, for the reason that formulation of the M&E

²⁸ Report of Consultancy for Support to Development of ASDP Programme Implementation Plan, 28th Aug to 2 Sept. 2006 (Professor Jim Phelan, University College Dublin), Draft. Prof. Phelan is an expert of extension.

²⁹ Terms of Reference for Support to Development of ASDP Programme Implementation Plan, June 2006.

³⁰ Report of Consultancy, op. cit., p. 1.

framework was an urgent task and it would further delay the task if efforts were extended to establish other TWGs at that time. The importance of formation of TWGs was further emphasized in the Joint Implementation Review of April 2007 and finally delineated in the aide memoire of the Review, supposedly based on the above-mentioned “cluster system”.³¹ Table 7 shows the outlines of the ASDP TWGs as of June 2007.

Table 7 Outlines of ASDP Thematic Working Groups (as of June 2007)

Group	Composition	Main Objective	Work Plan (6 months)	Guidelines	Participating DPs
Agricultural Services	Leader: ASFT Members: ASFT, DRT of MAFC, DRTE of MLD, PMO-RALG (1)	Provide guidance on supervising and quality control on services to ZARDIs and LGAs	Prepared	Being finalized	<u>Irish Aid</u> , World Bank, IFAD
DADP Planning and Implementation	Leader: DPP of MLD Members: MAFC (3), PADEP (2), MLD (1), PMO-RALG (1), ASDP Secretariat (1), ASPs II (1), World Bank (1)	Improve the quality of DADPs through improved DADP design	Prepared	Prepared; Swahili version being finalized	<u>World Bank</u> , JICA
Irrigation	Leader: Leader of IDP Members: MAFC's DITS (5), NEMC (1), MoW (1)	Assist DITS in ensuring implementation of NIDSC of ASDP	Prepared	Guidelines for NIDF/DIDF prepared	<u>FAO</u> , JICA, World Bank
M&E	Chair: PMO-RALG Secretariat: MAFC Members: ASLM staff (M&E, statistics and MIS), FAO, Irish Aid, JICA/RADAG, WB	Finalize and operationalize the ASDP M&E framework	Draft prepared to be finalized upon the finalization of the M&E framework.	To be started in July 2007	<u>JICA</u> , FAO, Irish Aid, World Bank
Marketing and Private Sector Development	Leader: Deputy Director of Commodity Marketing, MITM Members: MITM (2), Other ASLMs (1 each)	Provide guidance on marketing and private sector development	Being prepared	To be prepared	<u>USAID</u> , DFID, EU FAO, IFAD, DANIDA
Food Security	Leader: DNFS, MAFC Members: MAFC (2), MLD (1), MITM (1), PMO-RALG (1), MNRT (1), TFNC (1), WFP (2), FAO (2)	Facilitate the operation and implementation of the food security sub-component of the ASDP	Prepared; to be harmonized with DADP training	Draft prepared; need harmonization with the DADP Guidelines	<u>WFP</u> , FAO, FEWSNET

Notes: ASFT = Agricultural Services Facilitation Team, ASPs II = Agricultural Sector Programme Support Phase II, DIDF = District Irrigation Development Fund, DITS = Director/Division of Irrigation and Technical Services, DNFS = Director of National Food Security, DPP = Director of Policy and Planning, DRT = Director of Research and Training, DRTE = Director of Research, Training and Extension, FEWSNET = Famine Early Warning System Net, IDP = Irrigation Development Programme, MNRT = Ministry of Natural Resources and Tourism, MoW = Ministry of Water, NEMC = National Environmental Management Council, NIDSC = National Irrigation Development Sub Component, PADEP = Participatory Agricultural Development and Empower Project, TFNC = Tanzania Food and Nutrition Centre, ZARDI = Zonal Agricultural Research and Development Institute.

Sources: Elaborated based on presentations at the general meetings of thematic working groups held on May 22 and June 14, 2007 and supplementary information obtained thereafter. “Participating DPs” are based on pledges at the monthly meeting of June 2007 of the Agricultural Sector Working Group of the Development Partners Group (underlines indicate the leaders on the DPs side).

Although they are highly expected to contribute to more efficient implementation of the ASDP, it does not seem to be an effective mechanism in improving ASDP coordination for the following reasons.

³¹ The figure for TWGs (Figure 1) on page 10 of the aide memoire appears to be originated from the above-mentioned consultancy report prepared by Prof. Jim Phelan (see Figure 1: Proposed Cluster System, p. 2).

- 1) There is no unit that coordinates and supervises activities of TWGs, especially for such important tasks as preparing an integrated work plan and budget for the ASDP. The Committee of ASLM Directors cannot supervise their day-to-day operations. The two general meetings held in May and June 2007 can be regarded as an effort for coordination, but it was not explained how their work would be integrated and coordinated. In particular, it is unrealistic to harmonize all the guidelines, including those being planned, within two weeks as instructed by DPP, MAFC. The formation of various TWGs without a unit responsible for, and capable of, coordination, planning, budgeting and report writing is not likely to bring about expected results.
- 2) The need for, tasks and composition of each TWG have not been adequately examined. For example, the necessity of the Irrigation TWG is not clear because its composition is almost the same as the Division of Irrigation and Technical Services, MAFC and, therefore, the division can carry out tasks assigned to the TWG. A similar problem can be observed in other TWGs than the M&E and DADP Planning and Implementation TWGs.

Table 8 Outlines of ASDP Taskforces (as of October 2003)

Taskforce	Working Group	Action Plan (3 months)	Proposed Study	Expected Output	Supporting/P ledged DPs
Taskforce 1 Investment and Implementation at District and Field Level Chair: Director of Regional Coordination, PO-RALG (present Director of Sector Coordination, PMO-RALG)	Irrigation Development	Prepared Budget estimate: US\$ 68,270	<ul style="list-style-type: none"> • Impact of irrigation production on food security, rural income and poverty reduction 	Recommendations on how to improve irrigation development at both district and field level	DANIDA, JICA
	Improvement of LGAs Planning and Implementation for Agricultural Investment	Prepared Budget estimate: US\$ 63,840	<ul style="list-style-type: none"> • Institutional set up, roles and capacity of regional secretariats and LGAs to plan and implement DADPS • Funding mechanism to and within LGA • Program M&E system in LGAs 	Document and recommendations with a view to improve LGA planning and implementation of agricultural investments at district, ward and village level	
Taskforce 2 Policy, Regulatory and Institutional Framework Chair: DPP, MWLD	(Not formed, instead hiring consultants)	Depending on TOR for consultants, which is underway.	<ul style="list-style-type: none"> • Policy, institutional framework regulation and investment/ credit/finance 	(Depending on TOR)	DFID, EU
Taskforce 3 Agricultural Research, Advisory and Technical Services Chair: Director of Research, MAFS	Agricultural Extension	Prepared Budget estimate: US\$ 77,110	<ul style="list-style-type: none"> • Privatization and demand driven extension services • Institutional arrangements and capacity assessment of public sector agricultural extension 	Document that assesses the support and costs required to create a decentralized, demand driven, targeted agricultural extension services	IFAD, Irish Aid, JICA, World Bank
	Farmers Empowerment and Organization	Prepared Budget estimate: US\$ 60,440	<ul style="list-style-type: none"> • Participatory need assessment on farmer empowerment • Institutional organization options for farmer empowerment 	Document that will propose ways to strengthen farmers' institutions and organizations	
	Research	Prepared Budget estimate: US\$ 61,730	<ul style="list-style-type: none"> • Review of the Zonal Agricultural Research Funds (ZARFs) • Modalities to institutionalizing and up-scaling of Client Oriented Research Management Approach (CORMA) 	Five year (2004/05-09) fully justified and costed plan of change for the National Agricultural Research Systems (NARS)	

<p>Taskforce 4 Cross Cutting and Cross Sectoral Issues Chair: Special Assistant to PS, MLHSD</p>	<Being Planned>
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Sources: Elaborated based on "Agricultural Sector Development Programme: Progress Report: July-September 2003"; and JICA, Support Program on Rural and Agricultural Development in the United Republic of Tanzania, October 2003 Monthly Report (in Japanese).

- 3) Given the current level of expertise, it is difficult to expect satisfactory results without managerial and technical assistance from the outside of the ASLMs. This conclusion has stemmed from JICA-RADAG's experience in supporting the M&E TWG. Even with RADAG's secretariat and technical support, there was a three-month delay in the formulation of the ASDP M&E framework, particularly little substantial progress during its absence from late March to mid-May 2007. It is therefore necessary to strengthen their coordination capacity, as well as technical expertise, if DPs expect members from different ministries to work in one body and accomplish tasks assigned to each TWG.
- 4) There is no significant involvement of ASLM Directors and the DPs in TWGs. An exception is JICA's continuous technical backstopping in the M&E WG. The outlines of the taskforces set up to formulate subprograms of the ASDP around May 2003 were quite comparable to those of the TWGs as indicated in Table 8 above. While Taskforce 1 continued to function until around February 2005 with strong commitment of the Director of Sector Coordination, PO-RALG (present PMO-RALG) as its chairperson and constant support from participating DPs, Taskforces 2 and 4 soon became mere names. This is because DPs shifted their focus to other taskforces or GBS and/or because the chairpersons did not have enough capacity to coordinate the taskforces. The TWGs without DPs' substantial support may also become mere names.

It is strongly suggested that DPs should take responsibility for what they have recommended, often too complicated or not necessarily appropriate vis-à-vis the existing conditions on the Tanzanian side. In the case of TWGs, DPs should support them in various ways so that they could function effectively and efficiently, otherwise the TWG system could end up with the same fate as that of the taskforces formed in the process of ASDP formulation.

5. Conclusion: Measures to improve ASDP Coordination at National Level

It seems to be a design error to place the Division of Policy and Planning, MAFC at the center of ASDP coordination even though it was clearly recognized by the Joint Appraisal conducted in February-March 2006 that there was not adequate coordination and management capacity in the division. Despite the recommendation in the aide memoire of the appraisal, as well as in the ASDP Government Programme Document revised based thereon, it does not appear that the division has been strengthened particularly in terms of management expertise required for ASDP coordination and implementation. Principal tasks, such as coordination among ASLMs, consultation with DPs, arrangement for the ASDP BF-SC, monitoring and preparation of integrated work plans and budgets and progress reports, have not been performed in a proper and timely manner.

In view of the above situation, the following are proposed as a set of measures to improve ASDP coordination at national level.

- 1) Set up a coordinating unit for ASDP implementation within the Division of Policy and Planning, MAFC. It would be ideal to locate such a unit outside and independent of MAFC in order to coordinate the ASLMs effectively. However, it is more realistic to

create it within the division since the ASDP Secretariat, supposedly independent from any of the four ministries, has virtually failed to function as expected and the division was destined to take the administrative responsibility of the ASDP basket fund.

- 2) Appoint professionals with higher expertise and wider work experience, particularly in development planning and M&E, to the coordinating unit. The ASDP basket fund should be used to recruit such professionals from the outside, though for a limited period, if the Division of Policy and Planning, MAFC does not have qualified staff.
- 3) Require the recruited professionals not only to supplement managerial and technical expertise but also to strengthen the capacity of MAFC staff, especially of middle and junior levels, through on-the-job training. The TOR for the professionals should include capacity building and their performance will also be evaluated in this respect.

Finally, technical assistance necessary to improve ASDP coordination is discussed below.

- 1) To ensure sustainability, it is more important to assist the ASLMs in strengthening their capacity to accomplish required tasks timely and properly, rather than to provide expertise. Concretely, the most needed in the ASLMs are such basic abilities as schedule management, meeting arrangement, preparation of TOR and reports and supervision of consultancy services. And these abilities cannot be acquired merely by attending training courses, seminars and workshops but through serious engagement and continuous efforts in day-to-day operations.
- 2) Experts externally hired should not carry out the tasks of ASLM staff on their behalf but work as a facilitator to strengthen their capacity through collaboration. It is equally important to provide such assistance within the existing framework of the ASDP, i.e., to assist the TWGs in completing their assignments even though there are some problems in the current arrangements.
- 3) A necessary condition for such technical assistance is the deployment of staff members who can be engaged in the tasks full-time and have a willingness or desire to learn. Without this condition, no technical assistance would bring about a sustainable impact on ASDP coordination and implementation.

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Appendix 17

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

Study on Coordination Mechanism of the Assistance with Particular Attention to TA for Capacity Development (Draft)

November 2008

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Executive Summary

Since the outset of the Agricultural Sector Development Programme (ASDP), a need for effective technical assistance (TA) has been felt to strengthen the capacity to implement the program. The DPs supporting ASDP have thus provided various kinds of TA and capacity development (CD) related support to the Agricultural Sector Lead Ministries (ASLMs) and local government authorities (LGAs). However, the formulation of a TA program/project may not always be efficient because the coordination mechanism of TA in ASDP has not been explicitly considered among the stakeholders. Against the background, this study was conducted to examine a possible coordination mechanism of TA in the ASDP framework with a view to building consensus among the stakeholders, particularly among DPs, as well as between ASLMs and DPs. Although the present study looks at the issue in terms of TA coordination, the discussion and proposals presented here are also relevant to all programs/projects which have components of capacity development.

*The present report consists of four sections. **Section 1** explains the background, objective and methods of the study. For the above-mentioned objective, the study was mostly carried out over the period of May – September 2008 mainly through literature review and interviews with officials of GoT and DPs in various sectors, e.g., health, water, local government reform and public financial management reform.*

***Section 2** examined reasons why we need a fresh attention to capacity development (CD) and an effective TA coordination mechanism. Identified reasons are as follows.*

- 1) Increasing needs for capacity development: Approaching at the middle of the time span, it is becoming increasingly clear that ASDP requires capacity development in a broad range of subjects.*
- 2) TA is the key for capacity development: TA can introduce new knowledge and experience to participants, improving their skills and efficiency. Hence TA is a direct measure to address the capacity issues of ASDP.*
- 3) Currently TA and other CD activities are not explicitly considered in policy dialogue by the ASDP stakeholders. The situation seems rather contrasting to the case of financial supports which are systematically registered through the Basket Fund operation.*
- 4) Better coordination increases the efficiency and effectiveness of TA: Systematic coordination of TA can avoid duplication, enhance mutual complementarities between assistance programs, and can bring about greater efficiency and effectiveness of the activities. Moreover, allowing various stakeholders to participate to the process, such coordination will facilitate to recognize needs for TA in a broader perspective.*
- 5) TA coordination at the national level: GoT is now in the process of preparing the National*

Technical Assistance Policy under JAST which will guide the formulation and implementation of TA.

- 6) TA for CD rather than gap-filling: TA is currently used more likely for gap-filling. Although effective for a short term solution, it has less impact on long term improvement. Valid TA has characteristics for long term effects which is needed for capacity development.

Given all these reasons, it seems high time for stakeholders of ASDP to look into the issue of TA, particularly the coordination mechanism, so as to address the increasing demands of capacity development in ASDP.

Section 3 reviews the current situation of TA coordination in other sectors with SWAp. In addition to public financial management reform, local government reform, health and water, the National Technical Assistance Policy currently being formulated under JAST is also included in this review as the policy is to provide overall guidelines for the formulation and implementation of a TA program/project in all sectors. Major findings on respective sector programs are summarized below. In brief, TA is accepted on condition that it is harmonized and coordinated with the sector program concerned, and a coordination mechanism has been established in the health and the water sectors.

- 1) Public Financial Management Reform Program (PFMRP): While GoT is more favorable to GBS, bilateral TA is accepted as long as harmonized with PFMRP. MoU for PFMRP III includes institutional arrangements and can also be signed by non-basket DPs.
- 2) Local Government Reform Programme (LGRP): GoT's position is that bilateral TA is accepted only in transition and the programmatic approach, or non-basket contributions, should be finally phased out. MoU for LGRP II is expected to include an appendix with regard to non-basket contributions.
- 3) Health SWAp: It has been operating in a mixed aid modality for almost a decade and bilateral TA is widely recognized as a means to implement the program. TA coordination is agreed and regulated through the Code of Conduct (CoC) and ToR for the SWAp Technical Committee with which both GoT and DPs should comply.
- 4) Water Sector Development Programme (WSDP): While preferring basket funding, GoT accepts bilateral TA as long as it is implemented within the general framework. TA is coordinated through a dialogue and coordination mechanism (the Water Sector Working Group and thematic working groups thereunder) jointly set forth by GoT and DPs.
- 5) National Technical Assistance Policy: The policy is to provide overall guidelines for the formulation and implementation of a TA program/project in all sectors. It is formulated jointly by GoT and DPs and the final draft is to be completed by December 2008.

Section 4 proposes a way forward to include the issue of CD more explicitly and to establish a coordination mechanism of TA for capacity development within the ASDP framework. The proposals are grouped into two: Proposals for the near future; and An optional proposal for possible arrangement.

Way forward for the near future

- 1) To enhance shared understanding about the importance of CD for ASDP. The first step should be taken at the A-WG meeting. It would be beneficial to update the mapping of relevant activities under ASDP.
- 2) To identify capacity needs for the more effective ASDP implementation. While ASLMs may have different agenda, it seems we can still build on discussion upon the outputs of the Diagnostic Study on Capacity Building for the Implementation of ASDP. A joint

working team can be formed to discuss and advance the issue forward.

- 3) *To discuss and prepare a capacity development plan. Once the needs will be identified, a plan should be prepared to tackle them. The experience of the water sector might be useful. DPs can divide themselves in supporting particular areas/subjects of the needs.*

Proposal of possible arrangement for the coordination

- 5) *To discuss possible coordination mechanism and prepare basic documents for TA coordination: In response to the plan, DPs and ASLMs should discuss about possible coordination mechanism for TA and other CD supporting activities. And for effective coordination, an agreement would be necessary to make the handling more explicit. Conceivable means of agreement on the mechanism include MoU, CoC, generic ToR for TWGs, TOR for DPG Agriculture Working Group (A-WG) and verbal agreement in the order of degree of binding. The less the means is binding, the more it is likely to be accepted by ASLMs and DPs supporting under the current situation.*
- 6) *Institutional arrangement for the coordination: The formulation and implementation of TA should be coordinated through the existing dialogue and coordination structure. Hence, under the Committee of ASLM Directors, the “TA Coordination Focal Point” is proposed as a function that coordinates TA needs and DPs offer, as well as on-going TA activities. In the actual implementation, however, many DPs as well as the government side are often constrained to meet a variety of conditions either from field conditions or from higher management. Therefore, it would be more practical for the time being to make the mechanism flexible enough to accommodate these conditions.*
- 7) *Procedural arrangement of the coordination: The need for TA should preferably be identified by ASLMs first. DP as a TA provider may assist program/project formulation with close consultation with organizations/groups which identify the need for assistance. All TA should be jointly formulated and implemented with ASLMs and other DPs.*

*As a **conclusion**, given the pressing needs for capacity development, it would be highly important for ASLMs to recognize coordination for TA as well as other supporting programs/projects as part of the common arrangements for ASDP just as the basket arrangement for financial assistance. ASLMs and DPs are to define and agree on procedures for formulation and implementation of TA projects/programs for the effective implementation of ASDP.*

1. Introduction: Background, Objective and Methods of the Study

(1) Background

Under the Poverty Reduction Strategy, the Government of Tanzania (GoT) formulated the Agricultural Sector Development Strategy (ASDS) in October 2001 and the Agricultural Sector Development Programme (ASDP) in March 2003. The ASDP Basket Fund was established with a Memorandum of Understanding (MoU) signed by GoT and five Development Partners (DPs), i.e., EU, IFAD, Ireland, Japan and the World Bank in June 2006 and has been operating since FY2006/07. JICA, together with other DPs interested in ASDP, has been assisting GoT in formulating and implementing ASDS/ASDP including its local component, the District Agricultural Development Plans (DADPs).¹

It has been pointed out since the outset of ASDP that there is a need for effective technical assistance (TA) for strengthening the capacity of actors at all levels to implement the program. With concern over the capacity gaps, the DPs supporting ASDP have provided various kinds of TA and capacity development (CD) related support to the Agricultural Sector Lead Ministries (ASLMs)² and local government authorities (LGAs). However, the formulation of a TA program/project may not always be efficient because the coordination mechanism of TA in ASDP has not been explicitly considered among the stakeholders. It is therefore deemed important to investigate the situation of other sectors that have adopted SWAp and examine a possible coordination mechanism in ASDP. Although the present study looks at the issue in terms of TA coordination, the discussion and proposals presented here are also relevant to all programs/projects which have components of capacity development.

(2) Objective

The present study was carried out as part of JICA-RADAG's supporting activities for the effective and efficient implementation of ASDP with a conviction that capacity development is an important issue in ASDP, and effective coordination of TA is a pressing agenda. The objective of the study was to examine a possible coordination mechanism of TA in the ASDP framework with a view to building consensus among the stakeholders, particularly among DPs, as well as between GoT and DPs. The findings of this study are to be presented to ASLMs and DPs supporting ASDP and shared with other relevant stakeholders.

(3) Methods

The study was mostly conducted by the following steps during the period of May – September 2008 with an intermission of early July – early August 2008.

- Analyze issues for strengthening the capacity of ASLMs and LGAs to implement ASDP based on JICA-RADAG's experience in supporting ASLMs.
- Investigate the current situation of TA coordination in other sectors with SWAp (e.g., health, water, local government reform and public financial management reform).
- Examine a possible coordination mechanism of TA for strengthening the capacity of

¹ The implementation of ASDP at national level is responsibility of the Ministry of Agriculture, Food Security and Cooperatives (MAFC), the Ministry of Livestock Development and Fisheries (MLDF), the Ministry of Industry, Trade and Marketing (MITM) and the Ministry of Water and Irrigation (MoWI). These ministries also supervise and monitor the implementation of ASDP at district level in cooperation with the Prime Minister's Office - Regional Administration and Local Government (PMO-RALG), which has jurisdiction over the local government authorities (LGAs).

² ASLMs include the above-mentioned five ministries, i.e., MAFC, MLDF, MITM, MoWI and PMO-RALG.

ASLMs and LGAs within the ASDP framework.

- Prepare a draft report and present it to ASLMs and DPs.
- Finalize the report.

In this study, “capacity” is defined as the technical and managerial ability of an organization or individual to plan and carry out tasks effectively towards agreed goals or objectives.

2. Needs for Capacity Development and an Effective TA Coordination Mechanism under ASDP

(1) Increasing needs for capacity development in ASDP

Ever since ASDP formally started, all Joint Implementation Reviews identified capacity building/development as one of the major challenges to the satisfactory progress of ASDP. Indeed, having set up the basket fund, prepared basic guidelines, and conducted a few cycles of introductory campaigns, it seems now that ASDP is approaching a stage where capacity constraints should critically be considered. Even a cursory reflection indicates a set of subjects that cry for urgent supports for capacity improvement:

- Strategic planning at the local level,
- M&E operation (Data collection and reporting)
- Environmental assessment
- Procurement operation
- Financial management
- Engineering (Irrigation and water management)

Some of these CD demands are met by government effort. For example, the present technical backstopping for DADP planning and implementation tries to introduce the concept and methodology of the project appraisal to DFT and WFT members, expecting that such knowledge would bring about greater screening of economically viable projects. Other aspects of capacity development are also being addressed by relevant groups or organizations. However, these efforts have been made rather independently. Greater impact could be brought about by promoting more coordination among these activities.

(2) TA is the key for capacity development

Currently ASDP includes various TA components. Some are embedded in a large program with substantial financial resources such as PADEP, while others are more TA specific such as JICA’s KATC support. It is only a matter of degree, however, whether one calls an activity TA or financial support, because no development interventions are viable without significant consideration to capacity development (CD) of concerned parties. TA (or any CD components of financial support) is in fact an indispensable element of development process. TA can focus on many aspects of work and operation of people. Conventionally attention has been given to technical aspects. However, recent emphasis is directed more to managerial or organizational skills. In any case, TA introduces new knowledge and skills, exposing participants to new environment offering opportunities of different experiences. For realizing the expected goals of ASDP, it would be fundamental to take the TA components explicitly within the overall coordination setting.

(3) Currently TA and other CD activities are not explicitly considered in policy dialogue.

Even though support for capacity development is crucial in ASDP, the issue is not explicitly dealt with by stakeholders. Hence the coordination of TA or other CD related activities are not sufficiently taken on board in the discussion about how to progress the ASDP implementation.

This seems rather contrasting to the case of financial support of ASDP, of which information is registered systematically through the Basket Fund operation. It would thus be beneficial to have similar information on TA and capacity development activities aggregated in the agriculture sector as a whole.

(4) Better coordination increases the efficiency and effectiveness of TA

While the needs for capacity building are ever increasing, the ASDP has limited platform for discussing and coordinating the actions for TA and hence activities of capacity development. Currently, TA is dealt with in a rather ad hoc manner as occasions arise between the government and relevant DPs. A-WG meetings are basic places for information sharing and some sort of coordination, but still, attention seems limited. It would be more effective and efficient for ASDP, if the government and DPs could set up a specific platform or mechanism where which the TA activities as well as CD issues can be consulted among each other. Such coordination surely brings about more efficiency because of reduction of redundancy and contradictions, and increase effectiveness due to synchronization.

Maybe, a lesson could be drawn for the needs of coordination mechanism from the development of the EU study on the capacity building for ASDP³. The study had rather hastily been conducted probably due to time constraint. But unfortunately it was carried out without much consultation with the government. Hence, even though it has interesting findings and recommendations, due to the lack of prior consultation, the results of the study have been left unattended until now. Consequently the important issue of capacity development in ASDP has been left unaddressed. This event seems to suggest rather clearly that ASDP needs some platform and mechanisms for CD/TA coordination where stakeholders can share information, discuss issues, and jointly formulate and implement the capacity development activities.

(5) TA coordination at the national level

On the other hand, at the national level, the GoT is moving ahead in the direction of TA coordination. As described in the following pages, GoT is in process of preparing the National Technical Assistance Policy under JAST. The Policy, it is expected, will provide guidance for formulation and implementation of TA. Though the details need to be seen, such movement clearly suggests that ASDP should consider the framework for the TA coordination and implementation. It seems that, under ASDP, we should expand our horizon beyond the range of financial support through the basket, taking in the issues of capacity development and establishment of TA coordination mechanism.

(6) TA for capacity development (CD) rather than gap-filling

The Joint Assistance Strategy for Tanzania (JAST) defines TA as “the provision of local or foreign personnel for advisory or consultancy services, of equipment, training, research and associated support with the aim to share, adapt and develop ideas, knowledge, skills or technologies”.⁴ JAST also stipulates that TA should be employed primarily for capacity development, defined as “a process of unleashing, creating, strengthening, adapting and maintaining the capacity of individuals, organizations, institutions and society as a whole”⁵. This definition seems to follow that of OEDC, which deliberately uses the phrase capacity

³ European Union, Diagnostic Study on Capacity Building for the Implementation of the Agricultural Sector Development Programme in Tanzania, Final Draft, June 2007.

⁴ United Republic of Tanzania, Joint Assistance Strategy for Tanzania (JAST), November 2006, p. 36.

⁵ United Republic of Tanzania, op. cit., p. 31.

development rather than the traditional capacity *building*.⁶ It is because capacity is not considered something successfully enhanced through a process implied by “building”, i.e., starting with a plain surface and involving the step-by-step erection of a new structure, based on a preconceived design.

There seems a tendency in the government at large that the goal of TA is primarily to fill up task gaps, i.e. gap-filling. For example, an early draft of the ToR for formulating the National TA Policy states, “In principal, TA is supposed to augment the national capacity as a temporary measure to fill gaps when specific tasks are carried out in the absence of adequate national capacity.”⁷ Unsurprisingly, this was critically commented on by the DPG TA Working Group as follows: “The statement... seems to reduce TA just to gap-filling,”⁸ even though the draft subsequently asserts, “the primary objective of TA is capacity building and not otherwise.” The general perception of the government may remain more or less the same as what was stated in the draft ToR for the National TA Policy. Hence, under ASDP caution should be taken that requested TA should better serve for long term improvement of the program (CD purposes) rather than short term task completion (gap-filling). Consultation among stakeholders about TA may illuminate this challenge and allow the participants to discuss explicitly the issue.

As described above, there seems a crying need for CD and coordination of TA. Currently TA is considered more likely to be gap-filling. However, better use of TA would exist in CD. It is hoped that the management of ASLMs will take initiatives in advancing the effort for capacity development under ASDP. The first step may be to discuss the critical issues more openly and thoroughly between ASLMs and DPs. In this respect, it is worth looking at how GoT and DPs engage in dialogue and coordinate policies and activities concerning TA in other sectors that have adopted SWAp.

⁶ OECD, *The Challenge of Capacity Development: Working Towards Good Practice*, DAC Network on Governance, 2006, p. 12.

⁷ “Joint Assistance Strategy for Tanzania: Terms of Reference for the Development of the National Technical Assistance Policy” (Draft as of April 2008), p. 2.

⁸ TA Working Group, *op. cit.*, p.3.

Box 1. Enabling environment for CD

According to UNDP, “capacity development is learning”, which is “a voluntary process that requires genuine commitment and interest”.¹ Recognition of capacity gaps of one’s own is thus the first step for some individual or organization to learn voluntarily¹. Hence a prerequisite for an effective CD is an enabling environment of an organization where individuals or groups can see opportunities of improvement in the process of being accountable for their responsibilities, and addressing challenges candidly. Such environment should include a proper incentive system for task completion and improvement.

Currently it is a rather common observation in ASDP implementation that activities are delayed, including report submission, disbursement, procurement procedure, task completion, etc. The atmosphere that these challenges are candidly recognized should be enhanced¹. To start discussing the issue of CD would help us to look at this critical challenge of ASDP from a fresh angle.

With respect to the issue of incentive, it is a common but implicit presumption in the discussion that incentives mean positive responses to outputs with the aim of either reward or inducement. Often forgotten are disciplinary incentives that if outputs are not up to the expectation, the party in charge should be responsible for that insufficiency. For either incentive, an organization should make sure at least a cycle of evaluation: i.e. outputs are always required, their quality must be measured, and comments are given back to the party in charge. For an incentive system to work properly, this basic cycle must firmly be established. For example, in the context of ASDP, it is a common observation that officials are often out of office due to field requirements. While these field duties are necessary and conducted earnestly, sometimes reporting of such duties is not well addressed. To report the findings with insightful analysis and achievements of the mission is as important as the conduct of field visit itself. Without this cycle, improving only positive incentives would end up sending misdirected signals to concerned parties.

3. Current Situation of TA Coordination in Other Sectors with SWAp

This section reviews the current situation of TA coordination in other sectors with SWAp. In addition to public financial management reform, local government reform, health and water, the National Technical Assistance Policy currently being formulated under JAST is also included in this review as the policy is to provide overall guidelines for the formulation and implementation of a TA program/project in all sectors. Table 1 on the next page summarizes TA coordination in respective sector programs. In brief, TA is accepted on condition that it is harmonized and coordinated with the sector program concerned.

3.1 National Technical Assistance (TA) Policy under JAST

The Joint Assistance Strategy of Tanzania (JAST) was formulated in 2006 based on national and international commitments on aid effectiveness⁹. JAST is complemented by an action plan that specifies concrete activities, targets and time frames for implementation, in which the formulation of the National TA Policy was laid down as a priority area.¹⁰

The formulation process of the National TA Policy started during 2007/08 but was further delayed until 2008/09. The delay is due to inadequate budget allocation to the Planning Commission, which was then leading the task. Having prepared ToR, a cost estimate and a road map, GoT requested financial assistance from DPs. However, it was not agreed among DPs

⁹ Documents include the Tanzania Assistance Strategy (2002), the Monterrey Consensus on Financing for Development (2002), the Rome Declaration on Aid Harmonization (2003), the Marrakech Memorandum on Managing for Results (2004) and the Paris Declaration on Aid Effectiveness (2005).

¹⁰ “Joint Assistance Strategy for Tanzania: Terms of Reference for the Development of the National Technical Assistance Policy” (Draft as of June 2008), p. 2

how they should assist GoT in formulating the TA Policy. In the 2008/09, a budget for the task has been allocated to MoFEA and full-scale, GoT-DP joint formulation commenced under government leadership in July 2008. Approach is similar to that of JAST.

The composition of the government team, technical team and DP team for formulation of the National TA Policy is as follows.

Government Team	Coordination bodies: MoFEA and PO-PSM Secretariat: External Finance Department, MoFEA Members: Union – Planning Commission, PMO-RALG, MAFC, MEVT, MoHSW, MoHA and MLEYD; Zanzibar – MoFEA and Ministry of Agriculture
Technical Team	Union – MoFEA (Coordinator), PO-PSM, Planning Commission, PMO-RALG, MAFC, MEVT and MoHSW; Zanzibar – MoFEA and MoHSW
DP Team	GTZ, JICA and UNDP

Note: For acronyms, see the notes for Table 1 (at the top of page 9).

The timeframe of the formulation process is expected as follows.

July 2008	The government technical team discusses the outline and contents of the National TA Policy document and DoL with facilitation of a consultant.
August 2008	The government technical team prepares zero draft.
September 2008	1) The government technical team submits zero draft for comments to the government team; 2) the government team provides revised zero draft to the DP team; and 3) the government team circulates first draft for comments to MDAs.
October 2008	Stakeholder meeting between GoT and DP for comments
December 2008	Completion of the National TA Policy document

Note: MDAs = Ministries, Departments and Agencies; DoL = division of labor (responsibilities) among the members.

Table 1 Summary of TA Coordination in Other Sectors

Sector Program	GoT and DPs concerned ^{*)}	GoT-DP Coordination	Agreed Documents	Position on Bilateral TA
Public Financial Management Reform Program (PFMRP)	GoT: MoFEA, PO-PSM, MNRT and MLHSSD DPs: WB, AfDB, Canada, Denmark, DFID, EU, Finland, IMF-AFRITAC, Ireland, Japan, Netherlands, Norway, SIDA, SNV, UNDP/UNCDF/ UNICEF, WB	<ul style="list-style-type: none"> Coordination body: Joint Steering Committee and thematic components (15) Secretariat: PFMRP Coordination Secretariat 	<ul style="list-style-type: none"> MoU (including institutional arrangements; also signed by non-basket DPs) 	<ul style="list-style-type: none"> Bilateral TA is accepted as long as harmonized with PFMRP. Information sharing is desirable. GoT is more favorable to GBS, towards which basket funding and TA should be converged
Local Government Reform Programme (LGRP)	GoT: PMO-RALG, MoFEA, PO-PSM DPs: Belgium, CIDA, Denmark, DFID, EU, Finland, GTZ/KfW, Ireland, JICA, Netherlands, Norway, SDC, SIDA, SNV, UNDP/UNCDF/ UNICEF, WB	<ul style="list-style-type: none"> Coordination body: Common Basket Fund Steering Committee in LGRP I; Program Implementation Coordination Committee in LGRP II. Secretariat: LGRT in LGRP I; PMO-RALG in LGRP II. 	<ul style="list-style-type: none"> MoU for LGRP I was signed only by basket-donors. MoU for LGRP II is expected to include an appendix with regard to non-basket contributions. 	<ul style="list-style-type: none"> Bilateral TA is accepted in transition (at least for LGRP II) The programmatic approach, or non-basket contributions, should be finally phased out. Mixed views among DPs, though more favorable for TA.
Health Sector Program/Health SWAp/Health Sector Strategic Plan (HSSP)	GoT: MoHSW, PMO-RALG, MoFEA DPs: AfDB, CDC, CIDA, Clinton Foundation, DANIDA, DFID, France, GTZ/KfW, Irish Aid, JICA, Netherlands, Norway, SDC, UNDP, UNAIDS, UNFPA, UNICEF, USAID, WB, WHO	<ul style="list-style-type: none"> Coordination bodies: SWAp Committee, Basket Financing Committee, SWAp Technical Committee and Subcommittees Secretariat: Health Sector Reform Secretariat 	<ul style="list-style-type: none"> MoU signed by basket-donors Code of Conduct signed by GoT and DPs ToRs for SWAp Technical Committee and Subcommittees ToR for DPG-Health WG 	<ul style="list-style-type: none"> Along with basket funding, TA is recognized as a means to implement HSSP. Coordination and information sharing are done at relevant subcommittees/taskforces under SWAp TC.
Water Sector Development Programme (WSDP)	GoT: MoWI, PMO-RALG, MoFEA DPs: AfDB, Belgium, DFID, EIB, EU, FAO, France, GTZ/KfW, JICA, MCC, Netherlands, SDC, SIDA, UNICEF, Water Aid, WB	<ul style="list-style-type: none"> Coordination bodies: Joint Water Sector Review, Water Sector Working Group, TWGs Secretariat: Programme Coordination Team 	<ul style="list-style-type: none"> MoU (including earmarked funding) ToR for DPG-Water WG The guidelines for CD may constitute an instrument of agreement. 	<ul style="list-style-type: none"> Bilateral TA is accepted. Information should be shared at relevant TWGs. The Strategic Framework for CD is formulated; guidelines for CD are being formulated.
National Technical Assistance (TA) Policy	GoT (Union) Team: MoFEA, PO-PSM, Planning Commission, PMO-RALG, MAFC, MEVT, MoHSW, MoHA and MLEYD DPG TA-WG: GTZ, UNDP, JICA, etc.	<ul style="list-style-type: none"> Coordination bodies: MoFEA and PO-PSM Secretariat: External Finance Dept., MoFEA, coordinates GoT Technical Team (the same membership as GoT Team except MHA and MLEYD). 	<ul style="list-style-type: none"> The formulation of TA Policy is identified and agreed as a priority area by the JAST action plan and monitoring framework. Drafting started in July 2008; the final draft is expected to be completed by December 2008. 	<ul style="list-style-type: none"> TA Policy is to provide overall guidelines for the formulation and implementation of a TA program/project in all sectors. Each ministry should decide on specifics of TA according to their needs.

^{*)} Including non-basket contributors (indicated by underlines).

Sources: MoUs of respective programs and other information obtained from JICA Tanzania Office.

Note (Acronyms for Table 1): AfDB = African Development Bank; AFRITAC = East Africa Regional Technical Assistance Centre; CD = Capacity Development; CDC = Center for Disease Control (US); CIDA = Canadian International Development Agency; DFID = Department for International Development (UK); DPG = Development Partners Group; EIB = European Investment Bank; EU = European Union; FAO = Food and Agriculture Organization of the United Nations; GTZ = German Technical Cooperation; HSSP = Health Sector Strategic Plan; JAST = Joint Assistance Strategy for Tanzania; KfW = KfW Development Bank (Germany); LGRP = Local Government Reform Programme; LGRT = Local Government Reform Team; MAFC = Ministry of Agriculture, Food Security and Cooperatives; MCC = Millennium Challenge Corporation; MEVT = Ministry of Education and Vocational Training; MoHA = Ministry of Home Affairs; MoHSW = Ministry of Health and Social Welfare; MLEYD = Ministry of Labour, Employment and Youth Development; MLHSD = Ministry of Lands, Housing and Human Settlements Development; MNRT = Ministry of Natural Resources and Tourism; MoFEA = Ministry of Finance and Economic Affairs; MoWI = Ministry of Water and Irrigation; PFMRP = Public Financial Management Reform Programme; PO-PSM = President's Office - Public Service Management; SDC = Swiss Agency for Development and Cooperation; SIDA = Swedish International Cooperation Agency; SNV = Netherlands Development Organization; TA = Technical Assistance; TC = Technical Cooperation; TIMTF = Thematic Inter-Ministerial Task Forces; TWG = Thematic Working Groups; UNAIDS = Joint United Nations Programme on HIV/AIDS; UNCDF = United Nations Capital Development Fund; UNDP = United Nations Development Programme; UNFPA = United Nations Population Funds; UNICEF = United Nations Children's Funds; USAID = US Agency for International Development, WB = World Bank; WHO = World Health Organization; WSDP = Water Sector Development Programme.

The coordinator of the government technical team has suggested: 1) the National TA Policy would provide general guidance for the formulation and implementation of a TA program/project in all sectors; 2) Each ministry should decide on specifics of TA according to their needs; 3) In bilateral TA, it would be examined whether international experts to be provided by the donor agency qualify for carrying out the TA requested (It is advisable to select experts jointly by GoT and the donor agency); 4) DPs would be required to advance information disclosure and participatory approach; and 5) Nevertheless, it remains to be seen what point will be most argued about until the zero draft is brought up for discussion.

The position of the government officials interviewed in this study on bilateral TA is that it is accepted but proper coordination and harmonization are requisite and, therefore, it is significant to formulate the National TA Policy that delineates an overall framework and common procedures to be followed by both GoT and DPs across sectors. The Health SWAp is recognized as a successful example of TA coordination under a joint technical committee.

3.2 Summary of TA Coordination Mechanism in other Sectors

In this study, four sectors (PFMRP, LGRP, Health, Water) in addition to the overall National TA policy, have been looked at for comparative examination. The major results are summarized in Table 1 above. The sectors have been chosen because of their adoption of the sector wide approach. Their general coordination mechanisms are similar to each other: all have a coordinating body, either steering committee or basket fund committee; all have MOU as an agreement for their joint work. With respect to the handling of TA, especially of bilateral TA, all examined sectors accept its working as a part of overall development activities. However, the sectors have different level of perception concerning mainstreaming of TA. While cross-sectoral programmes such as PFMRP and LGRP tend to favor future convergence of TA, the sector specific programmes such as health and water seem not concerned much about the convergence.

Regarding the coordination of TA activities, it seems that the coordination is done at the level of TWGs or technical committee. In the health sector, whose SWAP includes more than 20 bilateral and multilateral agencies, TA coordination is carried out by the technical committee which is represented by MoHSW and six DPs with expertise. The water sector similarly has more than 20 contributing DPs but with only three (France, KfW, and World Bank) putting funds into the basket. In this sector, proposed TA activities are first reviewed at the level of

TWGs, then at the Sector Working Group for their consistency with agreed strategy and priorities. Some form of agreement on TA is found in the general agreement documents. For example, reference to TA, or non-basket contribution, in MoU is found in PFMRP and LGRP2, though the latter's MoU has yet to be finalized.¹¹ Those MoUs are not confined to basket funding but cover overall institutional arrangements of the programs. The Code of Conduct, signed by GoT and DPs, has been in place in the health sector since 2003 and urges every DP or ministry to coordinate any project, TA and analysis with other parties through the Technical Committee of the SWAp (or appropriate subcommittees).¹²

Details of the findings are given below.

3.3 Public Financial Management Reform Programme (PFMRP)¹³

Background:

GoT has been undertaking PFM reform since 1998 through a series of programs. PFMRP I (Phase 1) started in 1998 as an initial stage, focusing on minimizing the leakage of resources, strengthening financial control and enhancing accountability, though its implementation was largely project-based. In July 2004, GoT launched PFMRP II (Phase 2) in collaboration with DPs, taking more program-based approaches to bring under a common umbrella all public finance management reform activities regardless of their source or type of financing. PFMRP II was reinforced by a MoU that defined a framework of GoT-DPs cooperation and financial support through a basket fund. An external review of PFMRP II conducted in March-April 2006, however, identified issues to be tackled, such as multiple funding sources, limited ownership, unclear strategy and poor coordination, for further improvement of the program.

The PFMRP Strategic Plan has thus been formulated by substantially revising the previous strategy and program based on the findings of the external review and a comprehensive and in-depth situation analysis, as well as lessons learnt from Phases II and I. Although it is still financed by multiple funding sources (GBS, basket funding and project assistance), PFMRP III (Phase 3) has been further shifted towards SWAp with additional basket contributors (e.g., the World Bank and Japan). At the same time, however, project assistance, including bilateral TA, are still accepted in the light of capacity gaps revealed during PFMRP II. The total budget for PFMRP III in 2008/09 is Tsh 40 billion, 45% of which (Tsh 182 billion) will be financed by the basket and 10% (Tsh 3.9 billion) by projects.

Components of the program:

PFMRP III has 15 components, e.g., policy analysis, external resource management, budget management, treasury management and accounting, procurement, IT services, investment management, administrative support services and so forth, increased from the 10 components

¹¹ The latest version (July 17, 2008) MoU for LGRP2 is titled "Partnership Principles", op. cit.

¹² The current CoC is a version revised in February 2007, i.e., "Code of Conduct for the Tanzania Health Sector Wide Approach (SWAp) between the Ministry of Health and Social Welfare (MoHSW); Prime Minister's Office – Regional Administration and Local Government (PMORALG), Ministry of Finance and Development Partners in the Health Sector", op. cit.

¹³ This section is based on: URT, Ministry of Finance and Economic Affairs, Public Financial Management Reform Programme (PFMRP) Strategic Plan, Final Draft, February 2008; Memorandum of Understanding between the Government of the United Republic of Tanzania and Development Partners in Support of a Harmonized Approach to the Implementation of the Public Financial Management Reform Programme (as of June 2008); Tanzania's Public Financial Management Reform Programme: Preliminary summary assessment and recommendations, April 2, 2006; interviews with those who are listed in "Persons Interviewed" of this report; and other information obtained from JICA Tanzania Office.

of PFM II. It is recognized that it will be necessary to undertake substantial capacity building, through formal and informal training, within these components in order to achieve the objective. GoT thus intends to conduct a full Training Needs Assessment, which will then be used for a comprehensive PFM training plan focusing on PFM reform.

Table 2 shows DPs that provided project assistance in PFM II by component. Projects may include not only TA but also financial assistance; for example, Norway provided three technical advisers from the Ministry of Finance of Norway plus some funds.

Table 2 PFM II Components and DPs that provided Project Assistance

	Component	Focal Point	Projects	DoL in DPs
1	Policy Analysis and Development	Policy Analysis	Switzerland, IMF-AFRITAC, Norway	Norway, IMF?
2	External Resources Management	External Finance	UNDP	(Denmark)
3	Budget Management	Government Budget		CIDA
4	Treasury Management and Accounting	Accountant-General	SIDA, JICA, IMF-AFRITAC	IMF- AFRITAC, Japan
5	Procurement	PPRA/PPAA	AfDB, WB	WB
6	IT Services	IT Services Department		?
7	Investment Management	Treasury Registrar		WB
8	Administrative Support Services	Administrative Department		EU?
9	External Audit Services	National Audit Office	SIDA	SIDA
10	Programme Leadership, Coordination, M&E	Planning Unit/ PFM Secretariat		EU

Note: Components added to PFM III are: 1) Communication, 2) Ministry of Natural Resources and Tourism; 3) PMO-RALG; 4) Ministry of Lands, Housing and Human Settlements Development; and 5) Zanzibar.

Sources: Shun-ichiro Honda, "Present Situation and Issues of PFM", presented at Pamoja Meeting, JICA Tanzania Office on September 26, 2007 (in Japanese); and interviews of the persons listed in "Persons Interviewed" of this report.

TA coordination mechanism:

The institutional arrangements for coordination of PFM are as presented in Table 3. The Joint Steering Committee (JSC) is the main forum for dialogue between GoT and DPs. It is notable that JSC includes all DPs supporting PFM, whether or not contributing to the basket, as its members. This is because JSC is "responsible for maintaining strategic oversight of the PFM... regardless of sources and modes of funding so that if there are financial shortfalls, changes to a PFM component or to fiduciary arrangements, or implications for sequencing of activities, the JSC can determine the appropriate action."¹⁴ Therefore, a DP that does not contribute to the basket but provides TA for PFM is inevitably required to share information with a wider range of government officials and other DPs.

Table 3 Composition and Functions of Major Organizations concerned with PFM Coordination

Organization	Composition	Main Functions
Inter-Ministerial Technical Committee (IMTC)	Chairperson: Chief Secretary Members: All Permanent Secretaries (PSs)	<ul style="list-style-type: none"> Responsible for leadership and oversight of all public sector reforms. Review reforms, report on the PFM implementation progress and coordinate strategies and policy issues through discussing draft papers. Meet quarterly.

¹⁴ Memorandum of Understanding between the Government of the United Republic of Tanzania and Development Partners in Support of a Harmonized Approach to the Implementation of the Public Financial Management Reform Programme (as of June 2008), pp. 7-8.

Inter-Ministerial Technical Working Group (IMWG)	Chairperson: PS, PO-PSM Members: DPSs, Accountant General, senior executives of Local Government Commission and PO-PSM	<ul style="list-style-type: none"> • Monitor and evaluate ongoing reforms and report the findings to IMTC. • Meet quarterly.
Joint Steering Committee (JSC)	Chairperson: PS, MoFEA Members: Representatives of GoT (including Controller and Auditor General) and all DPs (See DPG PFM-WG's cell)	<ul style="list-style-type: none"> • Maintain strategic oversight of the PFMRP • Determine appropriate action in response to matters arising, e.g., financial shortfalls. • Establish working groups for specific purposes. • Meet in March, August and October of each year.
Coordination Secretariat	PFMRP Manager: DPS – Policy and Resource Mobilization Program Coordinator Specialists on M&E, Procurement, Program Management, Financial Admin. and Public Relations*	<ul style="list-style-type: none"> • Support MoFEA in the coordination of PFMRP implementation: e.g., providing technical support and quality assurance; ensuring linkages between PFMRP and other reform programs; sharing information with stakeholders; supporting M&E. • The Program Coordinator provides strategic and policy leadership.
Working Groups	GoT and DPs.	<ul style="list-style-type: none"> • Established under JSC. • Meet prior to JSC meetings and prepare therefor.
DPG PFM-WG	In 2008/09: Lead: WB Secretariat: To be deployed Members: AfDB, Canada, Denmark, DFID, EU, Finland, IMF-AFRITAC, Ireland, Japan, Netherlands, Norway, SIDA, Switzerland, UNDP	<ul style="list-style-type: none"> • It is the first interlocutor for all PFM related issues. • Coordinate DPs' support to PFMRP and DPs' responses to government reports. • There is DoL by component (See Table 2).

*: Information obtained from the Coordination Secretariat on August 28, 2008.

Sources: Shun-ichiro Honda, "Present Situation and Issues of PFMRP", presented at Pamoja Meeting, JICA Tanzania Office on September 26, 2007 (in Japanese); Memorandum of Understanding between the Government of the United Republic of Tanzania and Development Partners in Support of a Harmonized Approach to the Implementation of the Public Financial Management Reform Programme (as of June 2008); and DPG Public Finance Management Working Group Fact Sheet, July 2007 (<http://www.tzdpw.or.tz/>).

The MoU for PFMRP, including institutional arrangements as outlined in Table 3 above, can also be signed by non-basket contributors and, therefore, serve as a form of agreement on TA coordination between GoT and DPs. The provisions of the MoU are not confined to basket fund management as indicated by its title, "Support of a Harmonized Approach to the Implementation of PFMRP". Procedures for TA coordination could be specified in the document, though it may not be necessary as JSC is supposed to oversee the program "regardless of sources and modes of funding".¹⁵ Still, projects seem generally supply-led. Some donors formulate projects in areas where they find it necessary to strengthen capacity.¹⁶

GoT's position is that GBS is the most preferred modality based on JAST and that basket funding and projects should be converged towards GBS. On the other hand, there is no negative view on bilateral TA among the DPs supporting PFMRP, provided that it is harmonized with the program and information is shared. The actual situation in which project assistance is still accepted in PFMRP is probably because it was launched under project-based approaches, though GoT requested DPs to contribute to the basket upon preparing PFMRP II on the

¹⁵ Ibid., p. 7.

¹⁶ Prior to PFMRP III, for example, the World Bank conducted several studies, partially to examine whether and how to contribute to the program, including a review on the Integrated Financial Management System (IFMS) and local government fiduciary assessment. The Bank provided TA on cash management as well; sending ten MoFEA official to India for a study tour in India in 2007.

ground that DPs' support had been uncoordinated due to the absence of a basket in PFMRP I. Nevertheless, the Coordinator of PFMRP has emphasized that acceptance of bilateral TA depends on the nature of assistance, that is, whether it adds value to the program or it is in parallel with or confusing the program and thus leads to a waste of resource.

3.4 Local Government Reform Programme (LGRP)¹⁷

Background:

In the late 1990s, GoT launched into a decentralisation process through which political, administrative and financial decision making powers were to be devolved to LGAs. The Local Government Reform Programme (LGRP) was conceived in 1997 upon endorsement of the local government reform agenda. The policy paper on local government reform published in 1998 has further guided the process of decentralization by devolution (D-by-D). The policies related to D-by-D thus crystallized into LGRP I (2000 – 2008). The overarching aim was to reduce poverty through institutional development, capacity building and improved service delivery at local level, following the Tanzania Development Vision 2025 and the Poverty Reduction Strategy. LGRP I was funded through a common basket fund of DPs. During LGRP I, formula-based allocation of capital development grants to LGA was started through the Local Government Capital Development Grant (LGCDG) System.¹⁸

While “surgical” achievements of LGRP I were broadly recognized, particularly in terms of institutional reform, development grant allocation and ICT application, further capacity development at both central and local levels was deemed necessary for promoting D-by-D.¹⁹ It was also pointed out that substantial improvement in institutional arrangements, including stronger coordination within PMO-RALG as the main implementing body and between GoT and DPs, would be required in implementing the next phase. This is partly because during LGRP I PMO-RALG was fully supported by the Local Government Reform Team (LGRT), a heavily staffed, semi-autonomous organization, and transfer of roles and functions, resources and facilities from LGRT and Zonal Reform Teams (ZRTs) to PMO-RALG and RSs, respectively, is considered essential for mainstreamed implementation.

In April 2008, PMO-RALG formulated the Draft Vision, Goals and Strategy and Medium Term Plan for LGRP II (2008-2013), taking into account all key issues for D-by-D derived from lessons learned in LGRP I and stakeholder meetings.²⁰ However, DPs' joint appraisal conducted in May 2008 concluded that the management capacity of PMO-RALG needed to be

¹⁷ This section is based on: URT, PMO-RALG, “Local Government Reform Programme II (Decentralisation by Devolution), Vision, Goals and Strategy, July 2008 – June 2013”, Draft, 25 April 2008; “Partnership Principles Between the Government of the United Republic of Tanzania And Development Partners Regarding the framework of collaboration, guiding principles and roles and responsibilities between Government and DPs in support of the implementation of the Local Government Reform Program II (D-by-D) 2008 – 2013”, Draft 17th July 2008; interviews with those who are listed in “Persons Interviewed” of this report; and other information obtained from JICA Tanzania Office.

¹⁸ The fund allocation was made for selected LGAs in 2004/05 and then extended nationwide in 2005/06. See Herbert Gondwe et al., “Fact Finding Study on the District Agricultural Development Plan (DADP) and Local Government Capital Development Grant (LGCDG) Implementation at the District Level in the First Half of 2005/06 (Part I)”, JICA-RADAG, December 2005. In 2008/09, the system has been renamed the Local Government Development Grant due to some modifications in activities to be financed by the grant.

¹⁹ Takeshi Oikawa, “Present Situation and Issues of PFMRP”, presented at Pamoja Meeting, JICA Tanzania Office on May 16, 2008 (in Japanese).

²⁰ URT, PMO-RALG, “Local Government Reform Programme II (Decentralisation by Devolution), Vision, Goals and Strategy”, op. cit.; and URT, PMO-RALG, “Local Government Reform Programme II (Decentralisation by Devolution), Medium Term Plan and Budget, July 2008 – June 2011”, Draft, 25 April 2008.

augmented in order to implement the Plan and proposed that a preparatory phase of at least six months be set prior to full-fledged implementation. GoT accepted these recommendations and is currently preparing for the implementation phase scheduled to start in January 2009. GoT and DPs are in the process of finalizing the MoU for LGRP II.²¹

TA coordination mechanism:

The institutional arrangements for LGRP II are as illustrated in Figure 1, which is based on the LGRP II Vision, Goals and Strategy and supplemented by the Draft MoU for LGRP II. The composition and functions of each organization are outlined in Table 5. The most significant difference in the overall coordination mechanism of LGRP II from that of LGRP I is the Programme Implementation Coordination Committee (PICC) whose membership is extended to all DPs who will subscribe to the MOU in support of the program, i.e., including DPs that do not contribute to the common basket. Thus, it has been agreed that LGRP II will take a program-based, or programmatic, approach, more flexible than the traditional SWAp.

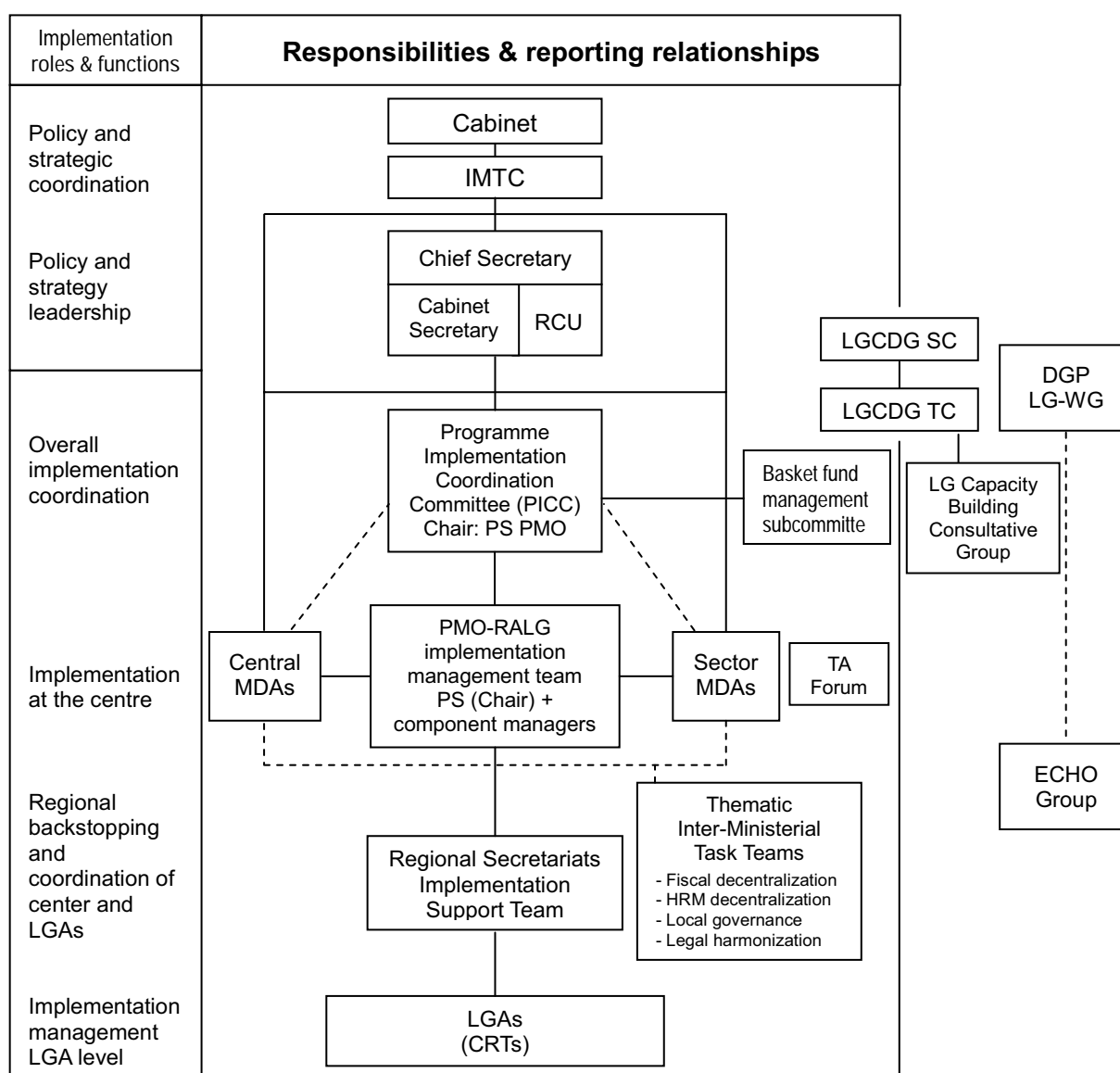


Figure 1 Structure of Program Management of LGRP II

Notes: CRT = Council Reform Team; DPG LG-WG = DPG Local Government Working Group; ECHO Group = Like-minded

²¹ The latest version obtained in this study is “Partnership Principles”, op. cit.

DP group (see Table 5); IMTC = Inter-Ministerial Technical Committee; LGA = Local Government Authority; LGCDG SC = Local Government Capital Development Grant Steering Committee; LGCDG TC = Local Government Capital Development Grant Technical Committee; MDAs = Ministries, Departments and Agencies; RCU = Reform Coordination Unit.

Sources:URT, PMO-RALG, Local Government Reform Programme II (Decentralisation by Devolution), Vision, Goals and Strategy, July 2008 – June 2013, Draft, 25 April 2008, p. 66; and “Partnership Principles Between the Government of the United Republic of Tanzania And Development Partners Regarding the framework of collaboration, guiding principles and roles and responsibilities between Government and DPs in support of the implementation of the Local Government Reform Program II (D-by-D) 2008 – 2013”, Draft 17th July 2008.

Table 4 Composition and Functions of Major Organizations concerned with LGRP Coordination

Organization	Composition	Main Functions
Inter-Ministerial Technical Committee (IMTC)	Chairperson: Chief Secretary Members: All Permanent Secretaries (PSs)	<ul style="list-style-type: none"> • Overarching Steering Committee for all central reforms; responsible for the overall policy, strategic and technical coordination of them. • Review policy papers by MDAs and recommend improvements to the papers before they are submitted to the Cabinet. • Guide and monitor the implementation of cross cutting reforms, with a particular focus on building on the synergies between various reform efforts. • Hold a session regularly every week.
Programme Implementation Coordination Committee (PICC)	Chairperson: PS, PMO Secretariat: PMO-RALG Members: PSs of MEVT, MID, MoHSW, MoWI and MAFC; Head of RCU; all DPs that have signed the MoU; Rep of ALAT, Directors of 3 LGAs; and at least 2 non-state actors.	<ul style="list-style-type: none"> • Review the program’s implementation progress • Address policy and strategic issues affecting the implementation of LGRP II. • A comprehensive progress report for the preceding half-year and plans for the next half-year, plus policy and strategic issues on LGRP II, will be prepared by PS, PMO-RALG. • Meet at least once every six months.
Common Basket Fund Committee (CBFC)	Chairperson: PS, PMO-RALG Secretariat: Members: Those in LGRP I’s Common Basket Fund Steering Committee (Basket Fund DPs, HoDs of PMO-RALG and Reps of MoFEA and PO-PSM)	<ul style="list-style-type: none"> • Subcommittee of PICC. • Approve work plans and budgets, financial reports, etc. of LGRP II. • GoT and DPs commit to the program and agree new strategic initiatives. • Meet semi-annually.
Thematic Inter-Ministerial Task Teams	Members: Senior officers from the MDAs concerned, LGRP outcome managers and supporting TAs, and representatives of DPs, LGAs, CSOs and academia	<ul style="list-style-type: none"> • Facilitate fast-tracked and coordinated resolution of LGRP implementation issues. • Facilitate exchange of knowledge and coordination of the implementation among key staff in various agencies.
DPG Local Government Working Group (LG-WG)	In 2008/09: Coordinator: GTZ Members: Belgium, CIDA, Denmark, DFID, EU, Finland, GTZ/KfW, Ireland, JICA, Netherlands, Norway, SDC, SIDA, SNV, UNDP/UNCDF/ UNICEF, WB	<ul style="list-style-type: none"> • Support GoT’s decentralization process and/or local government reform. • Provide information and follow-up about how government interventions succeed at local level. • Support and oversee the implementation of the LGCDG system.
ECHO Group	Members: Belgium Technical Cooperation, DED/GTZ/ InWent, JICA, SIDA, SNV, UNDP/UNCDF/ UNICEF, etc.	<ul style="list-style-type: none"> • Group of like-minded DPs, particularly about program-based approaches and TA/TC for capacity development

Notes: ALAT = Association of Local Authorities of Tanzania; HoD = Head of Department; MID = Ministry of Infrastructure Development. For other acronyms, see notes of Table 1 and Figure 1.

Sources:URT, PMO-RALG, “LGRP II, Vision, Goals and Strategy”, op. cit., pp. 65-72; “Partnership Principles”, op. cit.; and

DPG Local Government Working Group Fact Sheet, July 2007 (<http://www.tzdpd.or.tz/>)

The draft MoU (the version of July 17, 2008 is headlined “Partnership Principles”) includes an appendix titled “Specific principles regulating the roles and responsibilities of the Government and DPs in regard to the integration of non-basket contributions to the joint program-based approach”. PMO-RALG is supposed to have quarterly management meetings, chaired by the Deputy Permanent Secretary, with non-basket DPs, who will also internally coordinate and collaborate in a joint structure. Responsibilities of DPs and GoT delineated in the appendix can be summarized as follows.

DPs	<ul style="list-style-type: none"> • Work through the structures designed by LGRP II. • Integrate support activities into the existing official structures. • Share information on the costs of implementing programs/projects. • Follow the government regulations on employment and payment. • Provide TA driven by the demand of PMO-RALG, RSS, LGAs and NGOs. • Have TAs at national level provide advice via the program management channels. • Have TAs at local level provide feedback to national level via the channels agreed. • Support the capacity of C/P by focusing on capacity development and skills transfer.
GoT	<ul style="list-style-type: none"> • Establish mechanisms to provide adequate capacity and ensure sufficient communication channels for successful integration of all program-based contributions. • Ensure that DPs with non-basket contributions are integrated into the relevant forums. • Be responsible for integrating all agreed support activities into the LGRP II Strategy. • Provide the platform for timely exchange, jointly learning and reflecting on experiences. • Upscale and mainstream proven best practices into policies and system.

PMO-RALG’s position is that bilateral TA is accepted in transition, or until the end of LGRP II, but the program-based approach should be eventually phased out. The ministry regards TA provided by bilateral technical cooperation agencies (such as JICA and GTZ) as “outside” the basket and GBS, while accepting such TA as long as it addresses the issues and reinforces the program and actually appreciating their contributions to LGRP. Nevertheless, it has agreed to prepare and sign the MoU that has a section with regard to non-basket support to LGRP II.

On the DP side, there are mixed views on bilateral TA, though the current atmosphere has become more favorable for it at the turn of the phase, probably because of increased attention to the need for capacity development. Some DPs in the ECOH group, particularly technical cooperation agencies, argue that “TA for CD (capacity development)” is a fundamentally different “product” from gap-filling TA and cannot be bought from an open market and that TA for CD needs a higher level of coordination among DPs as compared with basket funding. However, questions remain whether TA for CD can really not be bought from an open market and, if not, how TA providers could differentiate their products from TA bought in the market and how they could demonstrate value-added of their products. Although it is yet to be seen, the situation may continue to be difficult for non-basket contributors even under LGRP II.

3.5 Health Sector Program / Health Sector Wide Approach (SWAp)²²

Background:

The then Ministry of Health (MoH) appraised the health sector performance with the intention of formulating strategies to improve the quality of health services and increase equity in health accessibility and utilization. The appraisal came up in the Proposal for Health Sector Reforms in 1994. The reforms are in the following dimensions: managerial reforms or decentralization of health services; financial reforms, such as enhancement of user-charges in government hospitals, introduction of health insurance and community health funds and public/private mix reforms such as encouragement of the private sector to complement public health services. They also include organizational reforms such as integration of vertical health programs into the general health services; health research reforms such as establishment of a health research users fund and propagation of demand oriented researches.

In June 1999, GoT and DPs agreed on the Health Sector Reform Programme of Work (PoW) for July 1999 – June 2002 to pursue a SWAp to health reform. The general objectives are to improve the health and wellbeing of all Tanzanians, especially the needy and poor, and to make health services accessible, sustainable and efficient. The SWAp also aims at improving coordination between GoT and DPs supporting one sector program, enhancing government ownership and aligning assistance with government systems. In April 1999, six DPs, i.e., DANIDA, DFID, Irish Aid, NORAD, SDC and the World Bank, confirmed their commitment to establish a basket fund to deliver their assistance to the sector, which was later joined by GTZ/KfW and the Netherlands. However, the Health SWAp allowed bilateral projects and continues to do so because of the enormous demand for health services in the country.

Following the first strategic plan, the PoW 1999-2002, the Second Health Sector Strategic Plan (HSSP II) for July 2003 – June 2008 is under way, having been extended until July 2009. HSSP III for July 2009 – June 2015 is being formulated as of September 2008.²³ HSSP III will presumably be finalized through the Joint Annual Health Sector Review (JAHSR) 2008.

TA coordination mechanism:

The institutional arrangements for the Health SWAp are as illustrated in Figure 2. The composition and functions of each organization are outlined in Table 6. More coordination seems necessary, as there is a large number of DPs, more than 20 bilateral and multilateral agencies, of which 11 contribute to the basket fund in 2008/09.²⁴ It is notable that the Technical Committee of the SWAp is situated in the management structure so as to represent all those signing the Code of Conduct for the SWAp and serve as a joint monitoring body of the goals

²² This section is based on: URT, Ministry of Health, The Health Sector Reform Programme of Work (July 1999 – June 2002), June 1999; URT, Ministry of Health, Second Health Sector Strategic Plan (HSSP) (July 2003-June 2008), April 2003; Memorandum of Understanding between the Partners (Government of Tanzania and Donors) participating in the pooled funding (“basket financing”) of the Health Sector, July, 2003 – June, 2008; Terms of Reference for Technical Committee of SWAp Committee; Code of Conduct for the Tanzania Health Sector Wide Approach (SWAp) between the Ministry of Health and Social Welfare (MoHSW); Prime Minister’s Office – Regional Administration and Local Government (PMORALG), Ministry of Finance and Development Partners in the Health Sector, February 2007; Official Website for the Government of Tanzania, District Health in Tanzania (<http://www.tanzania.go.tz/gouvernement>); DPG Health (<http://tzdpg.or.tz/dpghealth/>); interviews with those listed in “Persons Interviewed” of this report; and other information obtained from JICA Tanzania Office.

²³ URT, Ministry of Health and Social Welfare, Health Sector Strategic Plan III, “Partnerships for Delivering the MDGs”, July 2009 – June 2015, Draft Version, 29 August 2008.

²⁴ The total is expected to be over US\$80 million. “Side Agreement with Basket Partners FY08/09”, p. 2.

and activities of the health sector. The DP membership is limited to six DPs with expertise in health (including WHO). The Technical Committee is responsible for reviewing proposed assistance and advising MoHSW on its consistency with HSSP. Subcommittees (Working Groups and Taskforces), formation of which requires the approval of PSs of MoHSW and PMO-RALG, also review proposed assistance in their respective areas.

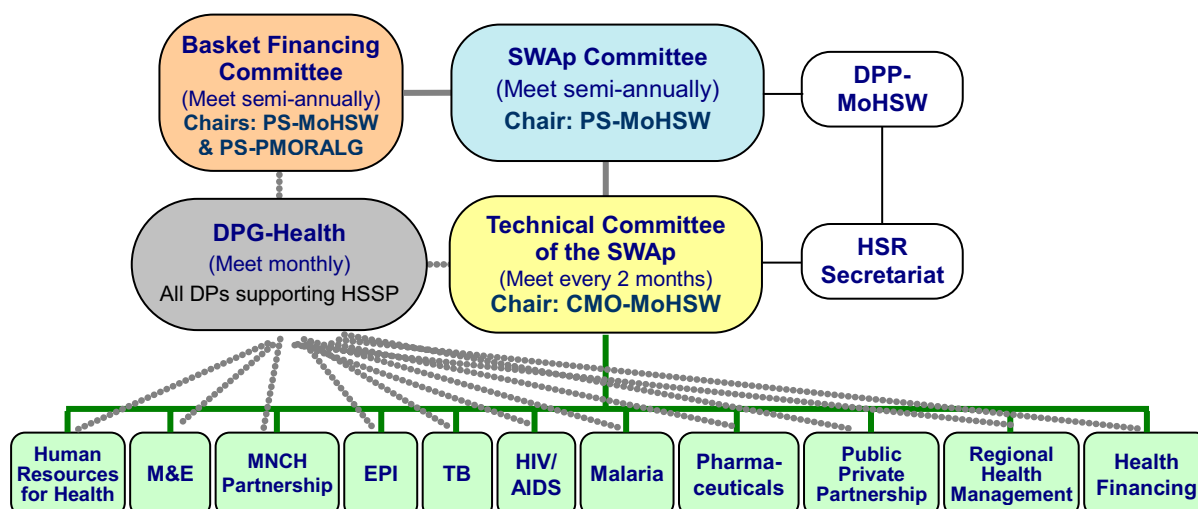


Figure 2 Dialogue and Coordination Structure in the Health Sector

Note: The Director of Policy and Planning (DPP) of MoHSW is a member of the SWAp Committee and the Technical Committee of the SWAp and the HSR Secretariat is a secretariat to the latter committee.

Sources: Elaborated by the author based on the figure shown in DPG-Health, "Technical Committee of the Sector Wide Approach" (<http://www.tzdp.org.tz/dpghealth>) and other information presented in Table 6 below.

Table 5 Composition and Functions of Major Organizations concerned with Health SWAp Coordination

Organization	Composition	Main Functions
Joint Annual Health Sector Review (JAHSR)	Co-chairs: PS, MoHSW and PS, PMO-RALG Members: Representatives of MoHSW, PMO-RALG and DPs	<ul style="list-style-type: none"> Share important policy developments. Review progress in implementation of HSSP. Assess progress against milestones of the previous year. Report upon service delivery performance. Assess budget execution (PER, audits) Assess resource allocation and management. Agree upon milestones for the next year.
Sector Wide Approach (SWAp) Committee	Chairperson: PS, MoHSW Members: MoHSW, PMO-RALG, MoFEA, AfDB, CIDA, DANIDA, DFID, France, GTZ/KfW, Irish Aid, JICA, Netherlands, Norway, SDC, UNDP, UNAIDS, UNFPA, UNICEF, USAID, WHO, WB, NGOs, CBOs	<ul style="list-style-type: none"> Provide a forum for interaction and information sharing. Discuss MTEF, progress and priority issues of HSSP, PER and jointly agreed topics. Meet twice a year (one is held at the time of JAHSR in September and another around April).
Technical Committee of the SWAp	Chairperson: CMO, MoHSW Secretariat: HSRS Members: 14 GoT staff (MoHSW, PMO-RALG, MoFEA), 6 DPs (GTZ, Irish Aid, Netherlands, USAID, WHO, WB), 5 from civil society <u>Criteria for GoT members:</u> appointed individually with delegated responsibilities by the director, head of unit, senior officer, having a full overview on the activities in the directorate or unit, being committed to work with the TC, being able to assure continuous collaboration. <u>Criteria for DP members:</u> expertise in	<ul style="list-style-type: none"> Monitor the implementation of HSSP, JAHSR milestones, etc. and sector expenditures. Give advice for implementation of HSSP and on policy options to assist decision makers. Identify tasks to be tackled and policy issues. Review proposed external funding for its consistency with HSSP and advise MoHSW. Coordinate and act as a link between the SWAp Committee and DPs in the health sector. Coordinate and support the thematic working groups and receive relevant proposals and studies related to the health sector, review and identify issues that need further follow-ups. Provide a forum for information sharing to improve coordination of activities in the sector.

	health and ability to engage in technical discussion around the health sector as a whole, understanding of and commitment to the SWAp, willingness and ability to commit to the tasks of the Committee (one from DPG Troika and one WHO).	<ul style="list-style-type: none"> • Prepare for SWAp Committee meetings and JAHSR. • Report to each of the SWAp meetings. • Synthesize reports and submit them to the SWAp meetings. • Meet once every two months.
Subcommittees (Also called Working Groups, Taskforces, Steering Committee, etc.)	<p>Chairperson of each group: Senior GoT official (e.g., Director)</p> <p>Members: Staff of MoHSW and PMO-RALG, DPs (on focal person for each group), NGOs</p> <p>Formation and member composition, as well as ToR, need approval of PSs of MoHSW and PMO-RALG.</p>	<p><u>Overall functions</u> (specifics differ by group)</p> <ul style="list-style-type: none"> • Coordinate targeted project financing, technical assistance and analytical work by all various stakeholders around the specific area of work. • Include individuals from SWAp stakeholders who have a solid technical knowledge of the subject and are committed to contributing in a coordinated fashion. • Meet routinely, prepare minutes and make recommendations to management through the Technical Committee.
Health Sector Reform Secretariat (HSRS)	Head	<ul style="list-style-type: none"> • Under DPP, MoHSW, who is responsible for day-to-day coordination and monitoring of HSSP, plays the role of a secretariat. • Liaise between MoHSW and PMO-RALG. • Take overall responsibility for the planning, preparation and coordination of JAHSR.
Basket Financing Committee	<p>Co-chairs: PS, MoHSW and PS, PO-RALG</p> <p>Members: Senior officials of MoFEA, MoHSW and PMO-RALG and basket donors (CIDA, DANIDA, Irish Aid, KfW, Netherlands, Norway, SDC, UNFPA, UNICEF, UN System, World Bank)</p>	<ul style="list-style-type: none"> • Approve the release of resources against annual and quarterly plans and budgets. • Oversee that the use of basket resources to support activities in MTEFs and CCHPs follow financial, administrative and management procedures. • Monitor overall progress and sector performance by comparing agreed quarterly and annual achievements in relation to resources spent. • Meet semi-annually.
DPG-Health	<p>Co-chairs (in 2008/09): Irish Aid, Netherlands, SDC</p> <p>Members: AfDB, CDC, CIDA, Clinton Foundation, DANIDA, DFID, France, GTZ/KfW, Irish Aid, JICA, Netherlands, Norway, SDC, UNDP, UNAIDS, UNFPA, UNICEF, USAID, WHO and World Bank</p>	<ul style="list-style-type: none"> • Provide technical advice to the main DPG. • Maintain focus on health issues among DPs and to identify issues to be taken up by DPG. • Promote greater alignment between development assistance and national processes. • Promote closer harmonization in the sector among DPs, NGOs and other stakeholders. • Promote collaboration among DPs through joint missions, reviews and analytical work. • Endeavor for consistent and predictable technical and financial support to the sector. • Increase consultation around thematic issues in response to the SWAP Committee. • Advance cross-cutting issues (e.g., gender, HIV/AIDS) in sector policies and processes. • Assist GoT in coordination of DP support to the Health Sector Reform Strategy defined in HSSP. • Form sub-groups under the leadership of members appointed by the group as required. • Assist in the formation of and participate in working groups as required by GoT.

Notes: CCHP = Comprehensive Council Health Plans; HSSP = Health Sector Strategic Plan; HSRS = Health Sector Reform Secretariat; JAHSR = Joint Annual Health Sector Review. For other acronyms, see the note for Table 1.

Sources: DPG-Health, "Tanzania Joint Annual Health Sector Review" and "Technical Committee of the Sector Wide Approach" (<http://tzdpg.or.tz/dpghealth>); "Tanzania Joint Annual Health Sector Review 2007 Terms of Reference

(Draft)”; “Terms of Reference for Technical Committee of SWAp Committee”; Memorandum of Understanding between the Partners (Government of Tanzania and Donors) participating in the pooled funding (“basket financing”) of the Health Sector, July, 2003 – June, 2008; “Side Agreement with Basket Partners FY08/09”; and “Terms of Reference for Development Partners Group on Health (DPG Health)”.

While the MoU is concerned only with basket funding, it is the Code of Conduct (CoC) signed by GoT and DPs that defines a coordination mechanism in the health sector. The CoC urges DPs to: 1) Coordinate any project, TA and analysis with other parties through the Technical Committee of the SWAp; 2) Inform GoT of financial, physical and technical inputs to be provided; 3) Employ GoT’s disbursement, procurement, audit and reporting systems; 4) Utilize the JAHSR report to reduce additional monitoring requirements; 5) Adhere to collective decisions agreed during JAHSR; 6) Communicate with GoT through DPG-Health; and 7) Avoid unscheduled multiple TA visits and missions. As signatories, the ministries must comply with the CoC’s provisions as well. The ToRs for the SWAp Committee and the Technical Committee also serve as documents agreed on the coordination mechanism.

MoHSW recognizes TA as a means to implement HSSP by acquiring additional knowledge and filling capacity gaps and accepts it as long as it is consistent and harmonized with HSSP. As a result, a number of DPs, including JICA, are implementing bilateral TA projects at various administrative levels of the sector. While DPs also seem generally lenient, not all DPs are satisfied with the present situation in which MoHSW appreciates receiving bilateral TA in such critical areas as finance, planning and M&E and still many DPs provide TA separately in an uncoordinated manner. Cognizant of the need for capacity development, those DPs are seeking to establish a fully pooled, harmonized system for TA in the health sector. Nevertheless, the Health SWAp has been operating in a mixed aid modality for almost a decade through a distinct coordination mechanism as described above.

3.6 Water Sector Development Programme (WSDP)²⁵

Background:

Taking into account national and global trends in water, social, economic and political reforms, GoT revised the National Water Policy 1991 and formulated the National Water Policy 2002. In order to realize the policy, the Water Sector Development Strategy (WSDS) 2006-2015 was endorsed by GoT as a basis for legal and institutional reforms of the sector and the National Water Sector Development Programme (WSDP) 2006-2025 was brought into implementation in February 2007. Among the key targets set by the policy, WSDS and WSDP is the need to enhance and sustain the sector’s contribution towards achieving the goals and targets of the Tanzania Development Vision 2025, National Strategy for Growth and Reduction of Poverty (MKUKUTA), and Millennium Development Goals (MDGs).

TA coordination mechanism:

Along the formulation of WSDP, the then Ministry of Water and the DPG-Water Working

²⁵ This section is based on: URT, Ministry of Water, Water Sector Development Programme 2006 – 2025, September 2006; Joint MoW/DPG - Water Task Force, Proposed Water Sector Dialogue and Co-ordination Mechanism, 14 September 2006; Memorandum of Understanding between the Government of the United Republic of Tanzania and Development Partners for the Implementation of the Water Sector Development Programme using Common Implementation Arrangement, February 2007; Water Sector Working Group, Thematic Working Group on Institutional Development & Capacity Building, “Strategic Framework for Capacity Development in the Water Sector in Tanzania”, August 2008; interviews with those listed in “Persons Interviewed” of this report; and other information obtained from JICA Tanzania Office.

Group jointly set forth the sector dialogue and coordination mechanism as described in Figure 3 and Table 8 for the purpose of effectively facilitating all activities and decision-making processes within a comprehensive sector development framework based on SWAp.²⁶ The establishment of such a mechanism appears to be a response to the need for a high level coordination because the water sector has as many DPs as the health sector has;²⁷ yet only three, France, KfW and the World Bank are contributing to the common basket fund, while many more DPs are providing assistance in various forms (e.g., earmarked funding, TA, direct funding, etc.). A solid coordination mechanism was thus deemed essential to effective implementation of WSDP through harmonization under enhanced government ownership.

One salient feature of the coordination mechanism in the water sector is that the Ministry of Water and Irrigation (MoWI) has set up a Focal Point for sector dialogue and reviews as part of the office of the Permanent Secretary (PS). The purpose is to ensure and maintain a professional, coherent and timely sector dialogue between the MoWI and stakeholders, e.g., other ministries, DPs and CSOs. The Focal Point functions as a secretariat to the Joint Water Sector Review (JWSR) and the Water Sector Working Group (WSWG). It is also supposed to coordinate activities of the Thematic Working Groups (TWGs) formed under WSWG by posting its staff members in TWGs. The Focal Point is operational to some extent, but its performance needs to be further strengthened to ensure government leadership and ownership.

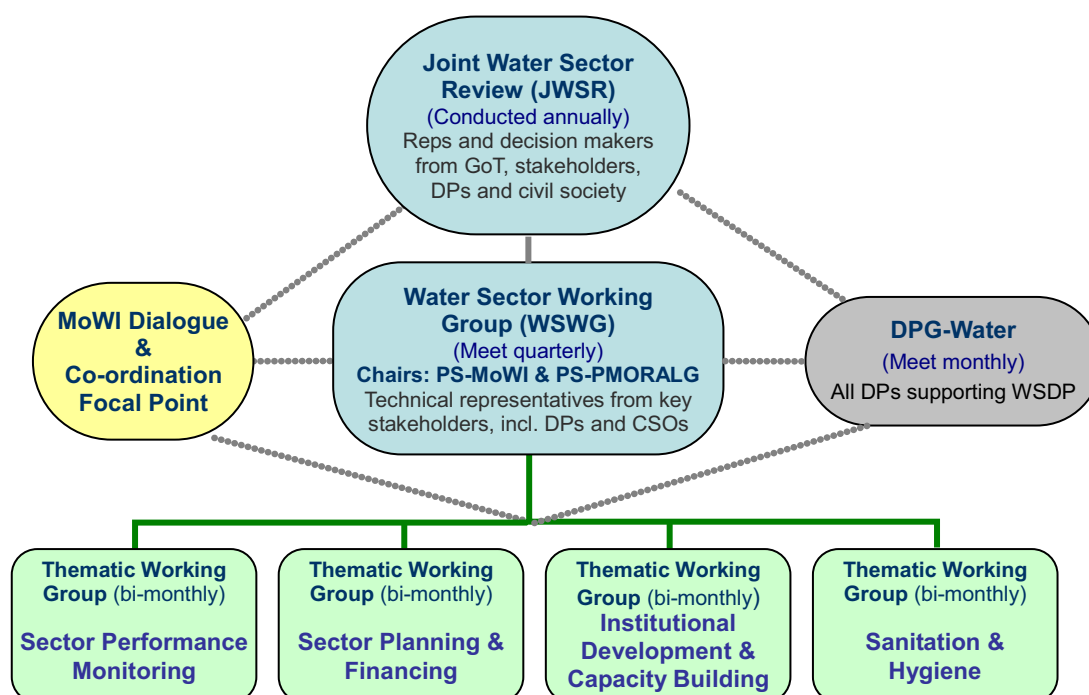


Figure 3 Dialogue and Coordination Structure in the Water Sector

Source: MoW/DPG-Water Task Force, Proposed Water Sector Dialogue and Co-ordination Mechanism, 14 September 2006,

²⁶ MoW/DPG – Water Task Force, Proposed Water Sector Dialogue and Co-ordination Mechanism, 14 September 2006. Although the document was a proposal as of September 2006, it has been officially adopted and, thus, MoWI has set up the Focal Point and assigned its staff members thereto.

²⁷ As of April 2008, 17 bilateral and multilateral agencies are members of DPG-Water. In addition, major international NGOs and semi-governmental agencies, such as World Vision, Concern and SNV, also provide assistance extensively in the water sector.

p. 5; slightly modified based on the document.

Table 6 Composition and Functions of Major Organizations concerned with WSDP Coordination

Organization	Composition	Main Functions
Joint Water Sector Review (JWSR)	Members: Senior representatives of GoT and all key stakeholder, including DPs and CSOs	<ul style="list-style-type: none"> • Debate policy choices and effectiveness of public spending. • Monitor performance. • Assess strategies. • Agree on future undertakings. • Conducted annually.
Water Sector Working Group (WSWG)	Co-chairs: PS, MoWI and PS, PMO-RALG Members: Technical representatives of GoT, DPs and CSOs	<ul style="list-style-type: none"> • Monitor progress. • Debate challenges to progress. • Consult on decisions. • Meet quarterly.
Focal Point	Head: DPS, MoWI Focal Person Members: Planning and Finance, Performance Monitoring, Institutional Development and Capacity Building, and Sanitation and Hygiene; and TA (by GTZ)	<ul style="list-style-type: none"> • On behalf PS, MoWI, liaise with stakeholders and DPs. • Secretarial functions to WSWG and JWSR • Documentation and reporting • Dialogue coordination
Thematic Working Group	Members: Professionals from GoT/Ministries, NGOs and DPG-Water	<p><u>Overall functions</u> (specifics differ by TWG)</p> <ul style="list-style-type: none"> • Elaborate action plans to respond to the recommendations of JWSR and inform on priorities for forthcoming JWSR. • Information sharing. • Consult on decisions. • Debate on challenges to progress. • Coordinate DP inputs. • Coordinate TA. • Meet bi-monthly.
DPG-Water	Chairs: KfW and ? Members: AfDB, Belgium, DFID, EIB, EU, FAO, France, GTZ, JICA, MCC, Netherlands, SDC, SIDA, UNICEF, WaterAid, WB	<ul style="list-style-type: none"> • Provide advice and support on water and sanitation to the main DPG group. • Engage in policy dialogue and analysis to support the development and reform of the water sector. • Taking cognizance of the JAS, promote closer harmonization among all DPs and ensure coherent, consistent and predictable technical and financial support to the water sector. This is also expected to facilitate enhanced intragovernmental consistency. • Develop and strengthen the links between the water sector and key national processes (budget and MTEF, PER, MKUKUTA, PRBS, and the central and local government reforms). • Support GoT in the coordination of development assistance to WSDS. • Liaise with appropriate groups and to identify issues that need to be taken up by DPG. • Use sector dialogue mechanisms to engage with GoT on the core reforms and on future directions in the sector. • Working/reference groups may be formed by the DPG-W as needed, or the group may participate in joint working groups with GoT.

Source: MoW/DPG-Water Task Force, Proposed Water Sector Dialogue and Co-ordination Mechanism, 14 September 2006, p. 5; Terms of Reference: Development Partners Group – Water (DPG-W), 1st September 2006; and information

obtained through interviews with those listed in “Persons Interviewed” of this report.

As in the health sector, the provisions of MoU for the WSDP basket fund are confined to basket funding and the overall coordination mechanism for the program is defined in the above-mentioned document jointly proposed and agreed by GoT and DPG-Water. According to the mechanism, proposed assistance should be reviewed first at a relevant TWG and then at WSWG for its consistency with agreed strategies, priorities and plans. The guidelines for capacity development currently being formulated under the Institutional Development and Capacity Building TWG may delineate a coordination mechanism specifically for TA.²⁸ Though not in detail, ToR for DPG-Water advise that “harmonization among all DPs for coherent, consistent and predictable technical and financial support” be promoted and that “all GoT funding requests to DPs be tabled and discussed at DPG-W.”²⁹

While preferring basket funding, MoWI accepts bilateral TA of any kind for the reason that there is a considerable financing gap between available resources and requirement as long as it is implemented within the general framework agreed for WSDP. It also suggests that all agencies follow the same mechanism, i.e., what has been agreed between GoT and DPs. It is desirable to provide GoT with more opportunities for participation in decision-making, disclose information, especially on costs for technical advisers, consultants, equipment, etc. and select advisers by putting more emphasis on qualifications for the ToR. However, some DPs find overlaps in assistance and thus feel it necessary for MoWI to coordinate assistance more effectively. It is also pointed out that MoWI should disclose information on offers of support from DPs to a greater extent.

²⁸ The guidelines are to be formulated based on “Strategic Framework for Capacity Development in the Water Sector in Tanzania”, op. cit.

²⁹ Terms of Reference: Development Partners Group – Water (DPG-W), 1st September 2006, p. 2.

4. Way forward to include the Issue of CD more explicitly and to establish a Coordination Mechanism of TA within the ASDP Framework

4.1 Way forward for the near future

(1) To enhance shared understanding about the importance of CD for ASDP.

Although ASDP JIRs have repeatedly identified the challenges of CD, and TA is the key for the challenges, the stakeholders of ASDP both ASLMs and DPs seem still slow to recognize their urgency. It is now high time for all of us to step forward in recognizing and discussing about this important issue.

Probably the place we begin with will be the meetings of A-WG. Under the present set-up, the meeting is flexible enough to bring in any urgent issues for discussion. Hence the meeting indeed has dealt with capacity issues once in a while in the past. However, relative to the importance, it seems the treatment of CD/TA is still too sporadic. It would be desirable to make CD/TA a regular agenda of the meeting. The meeting would start with information sharing among members on TA activities, then move on to discuss how to promote CD/TA in ASDP. It would be beneficial to update the mapping of TA or other capacity development activities under ASDP so as to make the information available for every concerned party. Along the way, the membership could be increased to accommodate aid agencies which are interested in CD/TA in the agricultural sector. Parallel to their inner discussion, A-WG would approach to ASLMs for consultation and actual formulation of TA coordination under ASDP.

(2) To identify capacity needs for the more effective ASDP implementation.

The Diagnostic Study on Capacity Building for the Implementation of ASDP (2007) could be the base of the discussion for the assessment of capacity needs. While ASLMs may have different agenda and approaches on CD/TA, discussion can still be built upon the outputs of the study. If it is necessary for ASLMs to add more or other aspects of the issue, a joint study team would be formed and carry out a study to supplement the Diagnostic study.

(3) To discuss and prepare a capacity development plan with effective approach and process of implementation.

Once capacity needs will be identified and agreed by all stakeholders, it is necessary and important to have a practical and feasible plan to meet the needs. The approach taken by the water sector might be useful as an example. Although the contents are rather abstract, the water sector prepared a strategy and guidelines for capacity development (see p.22). Similar to the capacity needs study, the plan should be prepared jointly by ASLMs and DPs. Along the process, DPs can divide themselves in supporting particular areas/subjects of capacity needs.

4.2 Optional proposal for the coordination arrangement

(1) To discuss possible coordination mechanism and prepare a basic document for the coordination

In response to the capacity development plan, DPs and ASLMs should discuss possible coordination mechanisms for TA and other CD supporting activities. Similar to the financial coordination, TA coordination is essential to ensure effective and efficient CD activities. For the coordination, an agreement would be necessary to explicitly incorporate the handling of the issue among DPs as well as between ASLMs and DPs. Such agreement will be instrumental to facilitate joint effort for CD in ASDP. Several examples are briefly described below. ToR for the A-WG may be means most acceptable to DPs, though the

agreement remains within the group. In fact, the current ToR for A-WG touches upon the coordination of formulation and implementation of bilateral projects and programs.³⁰ The related provisions of the current ToR could be further specified if all the members agreed on the need, or a separate section or annex on TA coordination procedures could be included.

Table 7 Various Means of Agreement on TA Coordination Mechanism

Means of Agreement	Outline	Advantages
MoU	<ul style="list-style-type: none"> MoU for basket funding could be expanded to incorporate procedures for formulation and operation of TA. They can be stipulated in the main text (maybe in a section on implementation arrangements) or in an annex. 	<ul style="list-style-type: none"> Obligatory, though it may or may not be legally binding. All the signatories must comply with the stipulation/provision.
Code of Conduct (CoC)	<ul style="list-style-type: none"> Does not constitute a legally binding instrument but defines the commitment of all parties working in the sector. May include descriptions with regard to sectoral dialogue, planning & budgeting, fiduciary, M&E and behavior. Whether to sign the CoC depends on the policy of the organization. 	<ul style="list-style-type: none"> What is expected from anyone involved in the program is made clear. Can be shared between GoT and DPs.
ToR for A-WG	<ul style="list-style-type: none"> Provides guidelines and procedures for formulation and operation of TA. Agreement is limited to A-WG members. 	<ul style="list-style-type: none"> Flexible; can be modified according to circumstances. Probably most acceptable to all DPs. A coordination framework is already included in the current ToR agreed by members. Could be further specified.
Verbal agreement	<ul style="list-style-type: none"> All parties understand that their decisions and actions must be consistent with the JAST, Paris Declaration on Aid Effectiveness, ASDP framework and other national and international agreements. 	<ul style="list-style-type: none"> Less binding/flexible Values mutual trust and common sense.

Source: Elaborated by the author based on information obtained from other sector programs (as summarized in Table 1).

(2) Possible coordination mechanism of TA within the ASDP framework (An example)

In this section, we like to propose a possible coordination mechanism of TA within the ASDP framework, which consists of i) Institutional arrangement, and ii) Process of coordination. It should be noted that this proposal is just an option, as there should be various possible arrangements for the mechanism, and eventual choice should be made through close consultation among stakeholders.

1) Institutional Arrangement:

In principle, CD needs must come from the very individuals and organizations which aspire improvement of their operation. On the other hand, when actual implementation is concerned, many TA agencies as well as the government side are currently constrained to meet a variety of conditions; some are Tanzanian requirements while others are of external nature; some are from field conditions and others are from higher management. Therefore for the time being, it would be more practical to make the mechanism flexible enough to accommodate various situations expected to happen in the planning and implementation of CD/TA activities. Rather an urgent issue is to create a proper platform for relevant parties to

³⁰ URT, DPG Agriculture Working-Group (A-WG), Terms of Reference (July 2008), p. 2.

share information, consult, and discuss issues of CD/TA for ASDP. From an organizational view point, it is essential to set up a focal point. Considering the broad and cross-cutting coverage of the subject, it would be almost inevitable to have the focal point directly under DPP MAFC, the main coordinating agent of ASDP. The following is a proposal for such structure (See Figure 4. For their compositions and functions, see Table 8). In this structure, the “TWGs Coordination Focal Point” is proposed as a body that coordinates TWGs with respect to their CD needs.

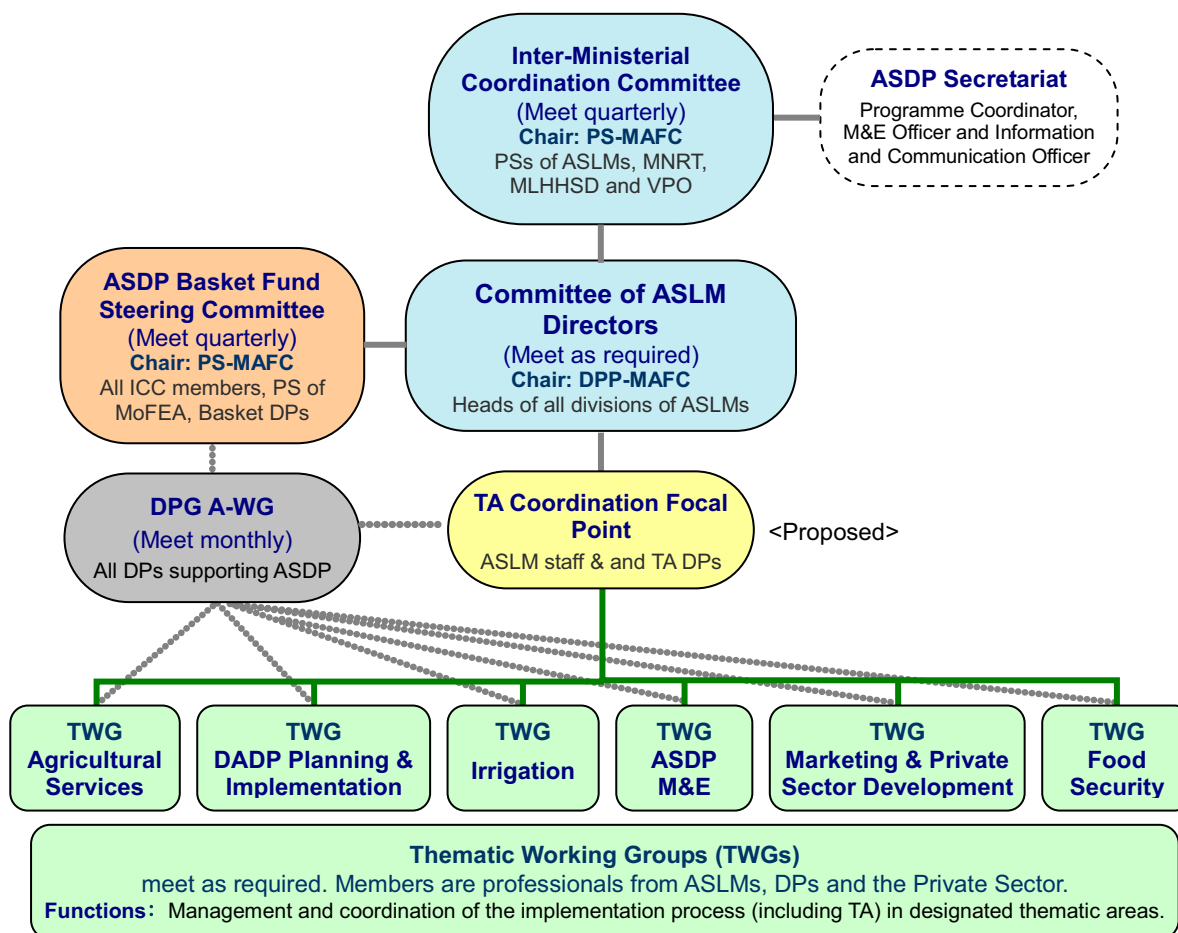


Figure 4 Dialogue and Coordination Structure in ASDP

Source: Elaborated by the author based on URT, ASDP Support through Basket Fund Government Programme Document, 25 May 2006 and the current situation of ASDP coordination at central level.

Process of CD/TA Coordination:

Taking into account the current situation, a possible process of TA coordination is proposed below. The process is rather a stylized presentation, and actual process would be designed through close consultations between ASLMs and DPs. Also when the National TA Policy under JAST is in place, the TA coordination should follow its overall guidelines and procedures, which may supersede this process, depending on the substance of the policy. In any case, leadership and ownership on the Tanzanian side are essential and the DP as a TA provider should endeavor to ensure them throughout the process.

- 1) It is preferable that the focal point will prepare an annual plan of CD/TA activity based on discussions among stakeholders, requests from various groups and organizations under

ASDP, and experts' study on the issue if any.

- 2) The need for TA is preferably first identified by a relevant TWG (e.g., TA related to M&E is discussed at the ASDP M&E TWG) and incorporated into the annual plan. Any request for TA other than from TWGs should also be submitted to the focal point to be included in the plan.

Table 8 Composition and Functions of Major Organizations concerned with ASDP Coordination

Organization	Composition	Main Functions
Inter-Ministerial Coordinating Committee (ICC)	Chairperson: PS, MAFC Members: PSs of other ASLMs, Ministry of Water, Ministry of Natural Resources and Tourism, Ministry of Land, Housing and Human Settlements Development, Vice President Office	<ul style="list-style-type: none"> • The highest decision-making body for the ASDP • Responsible for overall coordination of the ASDP, providing strategic policy guidance, ensuring institutional linkage at all levels, overseeing implementation of the ASDP and monitoring its performance to ensure that the goals and objectives of the ASDS are achieved. • The ICC meets quarterly.
ASDP Basket Fund Steering Committee (ASDP BF-SC)	Chairperson: PS, MAFC Members: Members of the ICC, PSs of Ministry of Finance and Ministry of Planning and Economic Empowerment and all DPs contributing to the basket fund Secretary: DPP, MAFC	<ul style="list-style-type: none"> • Oversee and manage the ASDP basket fund. • Make decisions on quarterly resource transfers from the holding account based on work plans, budgets, quarterly physical and financial progress reports. • Monitor the performance and progress of all aspects of ASDP implementation through progress reports, performance and outcome monitoring reports, etc. • Give policy directives governing the basket.
Committee of ASLM Directors (CD)	Chairperson: DPP, MAFC Members: the Heads of all divisions of the ASLMs Secretary: Elected by the CD	<ul style="list-style-type: none"> • Coordinate, together with the ICC, ASDP implementation as a central driving, coordinating and supervising force of all technical implementation in the ASLMs. • Make recommendations to the ICC on the compliance of proposed activities with policies and strategies, on work plans, budgets and reports and on the amount of basket resources to be proposed to BF-SC.
ASDP Secretariat	One Coordinator Two professionals (a M&E Officer and an Information and Communication Officer)	<ul style="list-style-type: none"> • Secretariat to the ICC • Coordination, facilitation, M&E (linking the M&E system of the ASLMs and thereby estimating the sector's performance at national level), information and communication
TA Coordination Focal Point (Proposed)	One focal person One from each ASLM DPs with TA focus	<ul style="list-style-type: none"> • Coordinate TA activities through information sharing and consultation • Assess TA requests and submit them to CD for approval. • Prepare the TA integrated annual plan and budget by compiling the requests from TWGs and other groups.
DPG Agriculture Working Group (A-WG)	<u>In 2008/09</u> Chair: World Bank Co-chair: Irish Aid Secretariat: FAO (three-year term of 2006/07-2008/09) Members: AfDB, DANIDA, DFID, EC, FEWSNET, IFAD, Japan/JICA, USAID, WFP	<ul style="list-style-type: none"> • Part of the Development Partners Group (DPG) under JAST • Strengthen the effectiveness of development assistance through policy dialogue, analysis and support to GoT on core reforms and on the role of agricultural development. • Ensure and facilitate internal coherence in policy dialogue, consistent and predictable technical and financial support to the agriculture and food sector. • Promote information sharing and dialogue among A-WG partners and enhance coordination, effectiveness and impact of partners' programs. • Support agriculture sector linkages to key national processes and the use of national systems for programming, financing and review as set out in the DPG ToR. • Promote partnership and collaboration among A-WG and GoT partners and coordinate policy dialogue through joint missions, reviews and analytical work.

		<ul style="list-style-type: none"> • Form joint working/reference groups by A-WG and GoT as needed as well as providing sector/thematic briefing notes when necessary to the DPG website.
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Notes: 1) The current position and functions of the ASDP Secretariat are not clear, though it seems still existent.

2) The TWGs Coordination Focal Point is proposed in this study.

Source: URT, ASDP Support through Basket Fund Government Programme Document, 25 May 2006; DPG Agriculture Working-Group (A-WG), Terms of Reference, July 2008; and a proposal of this study.

- 3) A concept note and/or draft ToR are to be prepared, in which the need and an outline of required TA are clarified. DP members may assist the TWG or other TA requesting group in drafting such a document. The prepared concept note and/or ToR should be shared with A-WG members prior to the submission to the focal point.
- 4) The relevancy of the requested needs for TA will be discussed in the focal point meeting based on the submitted concept note and/or draft ToR. The discussion should include such aspects as its relevancy to the goals and objectives of ASDP, the consistency with the ASDP framework, and cost-effectiveness of the activity.
- 5) Upon the endorsement of both the focal point, the TWG or the group who requested the CD activity prepares or revises the ToR, which may be assisted by the DP interested in providing TA.
- 6) The prepared or revised ToR is submitted to the focal point meeting and gets approved.
- 7) Once approved by the focal point, the ToR together with a request letter for TA will be submitted to the Committee of ASLM Directors (CD) for final approval.
- 8) Upon the approval, the DPP of the responsible ministry sends an official request for TA through due authority to the interested DP. Depending on the situation, the DPP of the responsible ministry or CD may directly send the request to the concerned DP.
- 9) The DP organizes an appraisal mission in collaboration with the DPP of the responsible ministry, inviting relevant ASLM staff and other DPs. The Aide Memoire of the mission and any other pertinent information are shared with ASLM Directors, relevant groups including other TWGs and DPs who are not able to participate therein for some reason.
- 10) It is highly recommended that monitoring, review and evaluation of the TA are carried out in conjunction with the ASDP Joint Implementation Review and ex-post evaluation, if any. Otherwise the monitoring and evaluation of TA activity could be done independently, but by the lead of DPP of the concerned ministry of the TA and with close coordination with other ASLMs and DPs of ASDP.

Table 9 presents proposed responsibilities of major organizations that would be involved in the coordination of TA for ASDP.

Notwithstanding the proposed coordination mechanism, an issue remains: whether or not ASLMs will agree to establish a coordination mechanism for TA within the ASDP framework. As confessed by some officials interviewed in this study, they may find it less arduous and time-consuming to negotiate with DPs individually, especially in the case of bilateral TA arrangement, than collectively because the latter requires the whole group, including both ASLMs and DPs, to agree on the matter.

In conclusion, however, given the pressing needs for CD in ASDP, it would be highly important for ASLMs themselves to recognize TA coordination as part of the common

arrangements for ASDP and define and agree on procedures for formulation and implementation of TA activities with DPs.

Table 9 Responsibilities of Major Organizations in TA Coordination for ASDP (Proposed)

Organization	Preliminary	Appraisal	Implementation	M&E
Committee of ASLM Directors (CD)	<ul style="list-style-type: none"> • Approve the proposed TA annual plan. • Approve requests for TA activities. • Submit a formal request to the DP. 	<ul style="list-style-type: none"> • Approve the mission plan and Aide Memoire. 	<ul style="list-style-type: none"> • Supervise the process overall. 	<ul style="list-style-type: none"> • Supervise the process overall. • Approve the reports.
TA Coordination Focal Point (Proposed)	<ul style="list-style-type: none"> • Prepare an integrated annual TA plan. • Organize a meeting for their review of the concept note and/or ToR. • Arrange for the TWG or other TA requesting group to submit a request to CD. 	<ul style="list-style-type: none"> • Coordinate the process overall. 	<ul style="list-style-type: none"> • Disseminate information if necessary. 	<ul style="list-style-type: none"> • Coordinate the process overall.
TWG or other TA requesting group concerned (Maybe ministry's division, depending on the situation)	<ul style="list-style-type: none"> • Identify needs. • Prepare a concept note and/or ToR. • Submit a request for TA to CD through the TA Coordination Focal Point. 	<ul style="list-style-type: none"> • Organize the mission. • Invite other stakeholders. • Prepare an Aide Memoire. 	If the TWG is the executing body: <ul style="list-style-type: none"> • Prepare work plans and budgets. • Supervise the progress and prepare reports. 	If the TWG is the executing body: <ul style="list-style-type: none"> • Organize the mission. • Invite other stakeholders. • Prepare reports.
DP (TA provider)	<ul style="list-style-type: none"> • Assist the TWG or TA requesting group in preparing a concept note and/or ToR. • Discuss it with other DPs. 	In collaboration with the TWG or TA requesting group: <ul style="list-style-type: none"> • Organize the mission. • Invite other DPs. • Prepare an Aide Memoire. 	<ul style="list-style-type: none"> • Assist the TWG/TA requesting group (executing body) if necessary. • Share progress reports with other DPs. 	In collaboration with TWG/TA requesting group (executing body): <ul style="list-style-type: none"> • Organize the mission. • Invite other DPs • Prepare reports.
Other DPs (A-WG members)	<ul style="list-style-type: none"> • Lead DP reports the identified need to A-WG. • Discuss the concept note. • Check overlaps with other TA. 	<ul style="list-style-type: none"> • Participate in the mission. • Provide inputs if necessary. 	<ul style="list-style-type: none"> • Receive progress reports and provide inputs if necessary. 	<ul style="list-style-type: none"> • Participate in the mission. • Provide inputs if necessary.

Note: There would be a technical adviser(s) who cooperates with the executing body. However, the adviser(s) is included in the DP (TA provider), as he/she would most probably work under its supervision.

Source: Proposed in this study.

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Appendix 18

Study on Possible Reform of ASLMs
(MAFC/MLD/MITM) Training Institutions under
the Agricultural Sector Development Programme
(ASDP)

MAIN REPORT
(FINAL DRAFT)

Prepared by

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For JICA-RADAG

March, 2007

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EXECUTIVE SUMMARY

Tanzania's agriculture performance in terms of production and productivity is low. Reforms being undertaken under the Agriculture Strategic Development Programme (ASDP) are aimed at raising and sustaining productivity and profitability levels, improve food security and contribute towards poverty reduction. Within this framework, training institutions, including the Ministry of Agriculture Training Institutes (MATIs), the Livestock Training Institutes (LITIs) and the Farmer Training Centres (FTCs) are expected to play an important role in updating knowledge and skills of farmers, extension officers, and other service providers. In pursuit of the agricultural service reform strategy under the ASDP, therefore, the ASLMs are to ensure that the institutional arrangements and activities of those training institutions are reviewed to meet the demand for agribusiness management and participatory knowledge and skills. The emphasis on demand-driven and business-oriented training calls for a re-assessment by the ASLMs of the training institutions towards their reforms, including rehabilitation, re-equipping and retraining of staff.

This report reviews the current situation of training institutions of MAFC, MILD and MITM to examine possible areas for reform with the objective of improving agricultural services delivery system and technology transfer uptake by the small farmers during the implementation period of ASDP and beyond in mainland Tanzania. The main objectives of the ASDP being (i) reducing the rural population below the base poverty line from 38.7 percent in 2000/01 to 20.4 percent in 2010; (ii) reducing the percentage of rural food-poor people from the current 20.4 percent to 11.6 percent in 2010; and (iii) achieving a growth rate in agriculture of at least 5 percent in the short term. The study was carried out with the objective of identifying and fixing causes of perceived poor performance of the technology transfer mechanism which is a major input in the effort to turn around the economy and achieve the objectives of the ASDP.

Given the moderate annual average growth rate (3.4 percent) of the agricultural sector during the period 1994-2000, there was only a 2 percentage-points improvement in the reduction of rural poverty. However, it is expected that continued growth in the sector will translate into improvement in the reduction of rural poverty in future.

During the review period over the implementation of ASDP, area expansion in arable land virtually stopped being a major source of agricultural growth in the country. To increase agricultural production and its value addition alternative means, such as increased application of improved agricultural technology and agro-processing by small scale farmers remains the best option available while area expansion under farming continues to stagnate.

Although agricultural training institutes are the main sources of producing extension staff at the grassroots level for transfer of improved technology to small scale farmers, the institutes themselves are over whelmed by the shortage of resources to deliver the change agents expected of them to turn-around the economy and reed rural poverty amongst the majority in the population. The major constrains faced by training institutes include; low student intake; inadequate tutor/ student ratio, poor tutor mix with various technical training and experience to produce qualified field extension cadres demanded by farmers; poor infrastructure, few vehicles and training equipment, inadequately stocked libraries (books and journals), and the poor general training environment.

Private sector investment in agriculture is essential and necessary to complement public investment in the sector. Although there has been an upward trend in private investments in the sector, very little has been injected in the training or sponsoring of extension service providers at the institutes.

Despite the clear need for adequate funding in the agricultural sector, Government expenditure in the sector has been dismal. Although the allocation of public expenditure to the sector has been growing since 2001, the sector's share in total government budget has averaged only 2.5 percent, though it increased to 3.4 percent in 2006/07. This being the case, it is highly recommended that public sector investment especially at the institutes should be increased to offset the ever increasing decline of grassroots' extension agents.

Additionally, the training curriculum should include agribusiness and processing of agricultural products for value addition. Doing so would make farming profitable and become an incentive for farmers to adopt improved technology.

At the same time, institutes should train students in group formation techniques to encourage farmers to form organizations dealing with financing and marketing as well as inputs delivery. Students and farmers should be empowered through the FFS and capacity building training institutions (such as KATC). Specific expertise is particularly important with respect to investment and private sector promotion in rural areas. Without educated and knowledgeable farmers, neither agricultural development nor poverty reduction would be feasible and sustainable.

Also, the Tanzania Society for Agricultural Education and Extension (TSAAE) for multipurpose training of youths supported by several Canadian NGOs in the Lake zone and religious groups has demonstrated successful projects undertaken by youths worthy replicating.

Based on the consultants' observations, the following recommendations are made to improve agriculture training institutions and support more fully the objectives of ASDP.

(i) Institutional changes resulting from ministerial re-organizations, as well as inadequate support for more responsive demand-driven training should be undertaken through a review of the existing framework with a view of fostering stability, changing the mind-set of administration and management system so as to make them more flexible and amenable to changes, as well as creating the environment for clients and farmer groups to demand training and be prepared to pay for it.

(ii) In order for the training institutes to become centres of excellence in transforming the current subsistence farming into commercial competitive business ventures, greater support from the centre is absolutely necessary. Most effective support will be:

- Provision of logistical support, particularly in bulk procurement of machinery, equipment and vehicles to reduce unit costs, liaison with Development Partners for support on specific institute-identified needs, and facilitating rehabilitation of institute infrastructure.*
- Coordinating better student and farmer recruitment and staff disposition. In this regard, institutes should be allowed to recruit trainers, including retaining best*

graduates as tutors in their institutes. Coordinating staff transfers and disposition of teaching staff without undue disruption of the learning process.

- *Coordinating better government subventions to the institutes so that salaries and other benefits are received at the institute on time.*
- *Facilitating linkages with other training institutions within and outside the country so as to foster experiential learning and exchange of teachers, while building local capacity and skills.*
- *Facilitating in publicising training programmes offered by the institutes, through avenues such as website and liaison with districts and wards on available farmer training programmes and methods of application.*
- *Facilitating financial management training of institute principals, accountants and procurement officers in order to enhance efficiency, transparency and accountability.*

(iii) The review observed several good training models and approaches that promise high impact in increasing agriculture production and productivity of farmers. For example, the Japanese supported KATC training model that involves farmer training at the institute followed by field training on model training sites in various regions of the country has remarkably improved irrigated rice production in Tanzania. Another example is the Netherlands' supported Tanga smallholder dairy programme. Before a farmer gets a heifer under the scheme: "kopa ngo'mbe lipa ngo'mbe" (borrow heifer return heifer), the farmer has to undergo a two weeks dairy cattle training at Buhuri institute. As a result milk production in Tanga region has increased remarkably. Also, the Tanzania Society for Agricultural Education and Extension (TSAEE) for multipurpose training of youths supported by several Canadian NGOs in the Lake zone and religious groups has demonstrated successful projects undertaken by youths worthy emulating.

(iv) The majority of trainers have acquired diploma in their respective disciplines. This level of training is inadequate for training other diploma holders. Concerted efforts have to be made to upgrade skills to masters and PhD. level. ASLMs are urged to review remunerations of staff in training institutions to make them more attractive, develop better schemes of service and transparent promotion mechanisms as well as link performance with rewards.

(v) The centre should devolve more powers to the institutes. In particular, drawing up strategic plans and budgets, staff development, student selection, the power to hire and fire staff based on performance evaluation, and other aspects of institutional management.

(vi) The respective ministries are urged to develop and revise curricula for all training institutes under their jurisdiction. The objective is foster efficiency and cost effectiveness of all training institutions while ensuring that they meet the demands for agribusiness

management, local and global competitiveness and participatory knowledge and skills. The revision should benefit from NACTE expertise and include the following:

- *Review and develop instructional materials that are competent-based and of modular design for short and long courses,*
- *Develop specific farmer training modules (in Swahili) that are responsive to local needs (e.g. rice irrigation module);*
- *Agribusiness and processing of agricultural products for value addition; and*
- *Conduct regular tracer studies of course participants (students and farmers) to identify training deficiencies and take prompt remedial action.*

Abbreviations

ASLMs	-	Agriculture Sector Lead Ministries
ASDP	-	Agriculture Strategic Development Programme
CBE	-	College of Business Studies
DADPs	-	District Agricultural Development Plans
FTCs	-	Farmer Training Centres
KATC	-	Kilimanjaro Agricultural Training Centre
LITI	-	Livestock Training Institutes
LGAs	-	Local Government Authorities
MATIs	-	Ministry of Agriculture Training Institutes
MAFC	-	Ministry of Agriculture, Food Security and Cooperatives
MLD	-	Ministry of Livestock Development
MTIM	-	Ministry of Trade, Industry and Marketing
(MUCCoBS)	-	Moshi University College of Cooperative and Business Studies
NACTE	-	National Council for Technical Education
PMO-RALG	-	Prime Minister's Office - Regional Administration and Local Government
SMEs	-	Small and Medium Enterprises
SIDO	-	Small Industries Development Organisation
TEC	-	Tanzania Education Council
TNA	-	Training Need Assessment
TSAAE	-	Tanzania Society for Agricultural Education and Extension

1.0 INTRODUCTION

1.1 Background

Agriculture is the back-bone of the Tanzanian economy. It contributes over 47% of the country's national output (GDP), employs over 75% of its people, and accounts for over 41% of its foreign exchange. Thus, the transformation of agriculture is essential for accelerating Tanzania's socio-economic development, including poverty reduction. The preparation and adoption of the Agriculture Sector Development Strategy (ASDS) in 2001 was the first step in the formulation of an Agricultural Sector Development Programme (ASDP) in 2003 that forms the basis of transforming the agriculture sector.

The vision of the ASDS is to have an agricultural sector that by year 2025 is *“modernized, commercial, highly productive, utilizes natural resources in an overall sustainable manner and acts as an effective basis for inter sectoral linkages”*. It is recognized that this will require transformation of the current subsistence-dominated production systems into commercial and profitable systems, hence have an agricultural sector that can contribute to growth and therefore able to reduce poverty.

Since adoption of ASDP, JICA, together with DANIDA, DFID, EU, FAO, IFAD, Irish Aid, and the World Bank, has been assisting the Government of Tanzania (GOT) in formulating and implementing the programme.

The implementation of the ASDP at national level is responsibility of the Ministry of Agriculture, Food Security and Cooperatives (MAFC), the Ministry of Livestock Development (MLD) and the Ministry of Trade, Industry and Marketing (MTIM).¹ These ministries also supervise and monitor the implementation of the ASDP at district level, i.e., the District Agricultural Development Plans (DADPs), in cooperation with the Prime Minister's Office - Regional Administration and Local Government (PMO-RALG), which has jurisdiction over the local government authorities (LGAs). LGAs assume responsibility for formulating and implementing of DADPs, following the guidelines provided by the center.

In the ASDP, training institutions including the Ministry of Agriculture Training Institutes (MATIs), the Livestock Industry Training Institutes (LITIs) and the Farmers Training Centers (FTCs) are expected to play an important role in updating the knowledge and skills of farmers, extension officers and other service providers. In pursuit of the agricultural service reform strategy under the ASDP, therefore, the ASLMs are to ensure that institutional arrangements and activities of those training institutions are reviewed to meet the demand for agribusiness management and participatory knowledge and skills. The emphasis on demand-driven and business-oriented training calls for a reassessment by the ASLMs of the training institutions towards their reforms including rehabilitation, re-equipping and retraining of staff.

¹ These ministries, together with PMO-RALG, are called the Agriculture Sector Lead Ministries (ASLMs).

It is an urgent need for the government to increase the number of extension officers. Currently the number is less than 4,000 nation-wide, and a number of them are approaching the retirement age. The government has recently commenced an effort to increase the number of officers to 10,000 so that on average each village has an extension officer.

1.2 Objectives of the study²

The objectives of this study are:

- To review the current situation of training institutions of MAFC, MLD, and MITM, and;
- Based on the review, to examine possible directions for their reforms with a view to improving agricultural services under the ASDP.

1.3 Methodology

The consultants reviewed several documents (Annex3), prepared a questionnaire that was distributed to all institutes in the Mainland Tanzania, interviewed ASLM staff at the Headquarters, visited and interviewed Principals and staff of a selected number of MATIs, LITIs, MTIMIs in the field (Annex 6). While in the field, consultants toured the institutes to review the status of training facilities, buildings, transport and observed several aspects of training methods including visiting student and institute farms as practical training was being conducted, and laboratories as well.

1.4 Organisation of the report

After this introduction, Section 2 presents the situation of training MATIs and FTCs. This is followed with situation analysis of LITIs in section 3. Section 4 discusses training under MTIM. Section 5 provides a summary of possible directions for reforming ASLMs training institutions, followed by annexes.

² The study was carried out as part of JICA-RADAG's supporting activities for the effective and efficient implementation of the ASDP.

2.0 MINISTRY OF AGRICULTURE, FOOD SECURITY AND COOPERATIVES (MAFC)- AGRICULTURAL TRAINING INSTITUTES (MATIs & FTCs)

2.1 Introduction

The Ministry of Agriculture has a department of research and training among others. Under this department there is a section of training manned by 5 professionals who are responsible for all MATIs and FTCs. Each district headquarters has an average of 8 professionals that deals with matters related to research and training. There are about 3, 250 crop extension officers in the field, nationwide. In 2005/06 the ministry expenditure on research and training-related activities was Tshs 8.8 billion, of which about 60% supported MATIs and FTCs.

The Ministry through its institutes undertakes various training programs in an effort to meet manpower requirement to accomplish objectives of the agricultural policy, whose training objectives include to supply competent, confident, well equipped agricultural personnel throughout the country, and have a regular curricula reviews to upgrade field staff inline with the changing demands of the end users (farmers) with the introduction of improved technology developed by agricultural researchers or scientists under local conditions.

Additionally, the training was intended to enables graduates to undertake successful self employment activities, including farming, agro-industry, trade and entrepreneurship in various facets. Because of the seriousness of unemployment situation mainly for youths in the country, this kind of training was expected to provide gainful employment for youths particularly in the rural sector.

Agriculture training institutes were established at various periods between 1930s and 1998 with different historical backgrounds and compelling rationale for their establishment. Some changed locations and evolved through changing training emphasis from general rain-fed agriculture to irrigated farming or agro-mechanization, land-use planning; all influenced by the government policy changes and ministerial structures (crops, livestock, cooperatives, marketing, etc) overtime. Some of the changes were brought about by donors who adopted certain agricultural institutes for various reasons.

2.2 Courses offered

MATIs offer a range of courses, but mainly two year diploma courses in general agriculture, irrigation, land use planning; and Certificate courses in Agriculture. Apart from these planned courses the institutes offer short courses to farmers on proper methods of crop and livestock production. Farmers are also taught different methods on how to conserve and protect the environment; and some include topics such as gender sensitization.

The requirements for diploma programs are advanced certificate of secondary education or certificate in general agriculture or equivalent. The requirement for certificate programs is completion of twelve years of secondary education. The short courses are intended to expose the village agriculture extension officers and small-scale farmers with up to date information and agriculture knowledge and skills.

2.3 Current situation

The situation in most MATIs is deplorable to say the least because of several reasons that emerged following interviews with principals and staff and completed questionnaires undertaken in the field by the consultants. The consultants have categorized MATIs and FTCs into two major groups. Firstly, are those institutes that are in urgent need of immediate support to turn them around to enable them carryout their responsibilities to meet ASDS and ASDP expectations; and secondly, there are institutes that have success stories. Invariably, such institutes get the support of various stakeholders and or have self generated initiative. It is not uncommon to find a few of these MATIs and FTCs under the Crop Production Department that can be considered as models to replicate. Such institutes have common features that cut across their resource base as they are mostly grandfathered by external stakeholders, including NGOs, religious groups, local and foreign donors and without disregarding the government sponsorship in the form of budgets and guidance it provides.

2.4 Student and farmer intake

The institutes have varied capacities for student intake. These range from 80 to 160 students for the two year Diploma and Certificate courses and about 20-40 intake capacity for farmers' short courses of one to four weeks. Though the capacity available for student intake is large, none of the institutes have filled more than 50% of the available accommodation. The gender balance issue is even worse for most institutes as the female student intake at most institutes is low.

The main reason for the low level of student intake is lack of sponsorship. It has been government policy to only sponsor certificate holders for in-service training to upgrade them to a diploma level. The high school and ordinary level school leavers have to find their own sponsors (parents or family members, a few NGOs and organizations).

As for farmers, the government on rare occasions provides budgets for farmers training at the institutes. However, tailor made farmers' courses are prevalent and sometimes are sponsored by NGOs on special projects, such as Heifer International for livestock up gradation or Tanzania Society for Agricultural Education and Extension (TSAAE) for multipurpose training of youths sponsored by several Canadian NGOs in the Lake zone; or religious groups.

It is worthy mentioning that farmers' training has been an on going activity at the institutes. Farmers receive training in various fields including irrigation, water management, land use

management, environment, animal power, crop production, and pest management.

Before undertaking farmers' training, at times farmers' needs are identified from the villages around the institutes. From these needs, tailor made training programs are prepared. Depending on the geographical location of the institutes, some of the training programs have included soil and water management, horticultural production, micro irrigation technology (use of concrete pedal pumps), farmers group formation, use of draft animal, crop husbandry (paddy, maize, and beans) and how to improve productivity of water in agriculture.

The institutes organize seminars and workshops for farmers, sometimes in collaboration with other institutions. Outreach programs and field practical training using final year students are also one of the methods deployed in the training of farmers in various agriculture techniques.

2.5 Staff matters

The tutor/student ratio at the institutes is high mainly because of the declining number of tutors or the inappropriate staff mix at the institutes. The situation would have been worse if all institutes filled their available accommodation capacity with students. The number of tutors ranges between 18 and 25 in most institutes. The gap for qualified tutors ranges from 5 to 8 in a single institute, not to mention the inadequate tutor mix. The situation is more appalling for general administrative staff as well. Some institutes do not have accountants. Those available are not qualified for the job. The accounts are kept by store keepers or clerks.

The main source of tutors for most institutes is either Sokoine University of Agriculture or University of Dar es Salaam. Unfortunately, these universities do not have training programmes for certain causes offered by agricultural institutes; for example irrigation engineering. The institutes face difficulties in finding tutors for such specialized courses that are demanded by the farming communities. In such situations, institutes are forced not to offer such courses. Besides of the above shortage there is also a need to conduct short courses for the tutors to up grade their knowledge and skills.

Also, there is no well planned or defined career development plan for academic staff at the institutes. Payment of salary increments and promotions ceased to operate for many years. The confidential staff evaluation system has been abandoned and replaced by the so called OPRAS or Open Performance Review and Appraisal System that has not been implemented so far. Incases where promotions were given, most tutors are dissatisfied in the manner they were implemented. There are cases where underserving tutors were promoted. As a result, the morale of academic staff is low in many institutes.

2.6 Registration and accreditation

It is government policy to have ASLM's institutes accredited to the National Council for Technical Education (NACTE). However, institutes have found NACTE requirements for

accreditation to be stringent and time consuming to meet. As such most institutes are registered with NACTE pending to meet other conditions to be accredited. To be accredited, tutors have also to be qualified to teach at these institutes before they can be registered with NACTE for the institute to be accredited. In some cases, tutors have no incentive to register with NACTE because registration alone has not helped to advance tutors in their careers. It was reported that at times institutes in the past have resorted to civil unrest because of tutors boycotting to teach.

Because these institutes are not accredited, they can not have the autonomy or freedom of raising capital from other sources without the approval of the government. Neither can such institutes retain their best graduates to become future tutors, as it is customary done by other higher education centers, such as the universities. This would have helped most institutes resolve the common problem of shortage of tutors.

It is not uncommon for newly recruited tutors at the institutes to work without being paid salaries for extended periods. In some cases the delay in salary payments has lasted upto six months. Additionally, annual leave payments for staff transport are equally delayed or not paid out indefinitely. In such cases, institutes that have more self generating revenue activities, advance tutors for both monthly salaries and other incidental expenses to be recovered when the government finally makes remittances to the institute for the staff.

2.7 Annual Plans and Budgets

It was observed that budgets or warrants of funds to institutes for their capital and annual operating expenses are invariably inadequate. Sometimes, funds are released for expenditure of items not in the institutes' annual plans. As already stated, in most cases the releases are delayed. Because of this kind of situation, some institutes adopted a practice of not preparing annual plans or budgets. Neither do some ministries demand for such important documents for inclusion in their overall budget preparation for parliament approval. There are instances where institutes are issued with warrants of funds for expenditure for say fertilizers that were not requested by the institute. It is not uncommon for institutes to stretch fees of private students' to cover vital expenditures.

2.8 Infrastructure, vehicles and equipment

Most buildings (staff houses, libraries, dormitories, laboratories, classrooms, dormitories, kitchens, dinning halls, workshops, stores and farm houses); laboratory equipment and vehicles at the institutes are dilapidated and in disrepair. This condition is caused by inadequate government budgets for repair and maintenance of such assets. Whenever the government allocates funds for replacement of vehicles or repair of infrastructure, institutes have difficulty re-allocating such meager funds to cover even building that need repair. In some cases staff houses are given priority and student infrastructure is left to decay. The roads or irrigation canals (where they exist) are left unrepaired for several years. At times foreign donors have stepped in to assist institutes in new roads constructions and provided funds for their repair. Because of the shortage of funds, repair of recreational grounds for student sports gets the least priority.

Most institutes are not allocated funds for operation of the vehicles (not even for the few two wheelers that are in terrible shape) or funds for replenishment of laboratory chemicals or for purchase of books and journals. Institutes are left to find their own funds for fuel to run vehicles. As a result, the movement of students and tutors to surrounding villages to visit with farmers is impaired, causing inadequate practical training of the students.

2.9 Medical Services

The provision of medical services for students, staff and surrounding villages is inadequate for the same reason of insufficient budget allocation for most institutes. Some institutes do not even have qualified medical personnel on station to attend to the sick. The situation is more acute particularly for institutes that are located far from district headquarters.

3.0 The Ministry of Livestock Development (MLD) – Training Institutes

3.1 Introduction

The Ministry of Livestock Development (MLD) has a department that coordinates livestock training in the country. The headquarters in Dar es Salaam has 5 professional staff while at the district headquarters there is average of 6. The number of livestock extension staff in the field is about 850 nation-wide, compared with about 4,000 agricultural extension staff in the country. In 2005/06, about Tshs 1.7 billion was used for livestock extension and training-related services.

MLD has six Livestock Training Institutes (LITIs) under the Directorate of Research, Training and Extension. Each LITI is headed by a Principal. Departments are headed by a Director who is assisted by three Assistant Directors in charge of Livestock Research, Training and Extension sections.

The main objectives of the livestock training institutes are:

- To provide formal quality education, training, research and consultancy in livestock production (beef and dairy), and management;
- To provide agriculture and livestock training to farmers so as to be able to apply modern farming technologies that increase productivity and raise incomes; and
- To provide practically-oriented agriculture and livestock demonstration centres for emulation by small scale to large farmers.

Livestock training institutes were originally established to provide training matching various ecological zones. However, due to constrained resources, the government has not been able to establish such facilities in all regions. As a result, the few LITIs are expected to cater for the needs of the whole country so that the livestock section can contribute effectively to the national economy. However, as discussed elsewhere in this report, the training approach has not been effective to reach all the regions, implying a change to more responsive models of training.

3.2 Courses offered

There are two major types of courses offered by LITIs, namely: long-term two year courses and the short courses of varying durations but do not exceed six months. The long courses are provided with an objective of conferring graduates with any of the following three types of academic qualifications.

Certificate of Attendance (Short Courses). The training in this category takes two to three weeks duration. It is intended to provide specialized knowledge and skills to clients wishing to master certain skills for instance, hatchery management, milk processing, landscaping, pig management and other animal husbandry aspects. It is largely demand-driven.

Short Courses. Short courses with duration between 2-12 weeks are provided to individual farmers or extension workers. The aim is to impart new skills or upgrade skills or retrain participants on new technologies.

Certificate. This course is offered to students who have successfully completed form four with passes science subjects.

Diploma. There are two points of entry into the diploma courses. The first relates to those students who join the institutes after successful completion of form six examinations with passes in science subjects. The second route is in-service candidates with certificates in animal health and production (AHPC), certificate in crop and livestock production (CALP), certificate in veterinary science (CVS) certificate in agriculture and veterinary science (AGROVET) and certificate in agriculture and livestock production (CALP) and who have worked for not less than two years.

3.3 Student and farmer intake

Student and farmer intake per year varies considerably. The intake with current student/farmer numbers in bracket are as follows: Tengeru (400/733), Mpwapwa (240/79), Morogoro (200/164), Madaba (80/0), Buhuri (40/142), Temeke (20/0) and Mabuki (40 farmers). Apart from Tengeru, all other institutes have less than 60% capacity utilization. In terms of gender, only about 30% of the formal training and 40% of the farmers trained are women. Overall, the intake of both students and farmers is awfully low.

The main reason for the low level of student intake is lack of sponsorship. It has been government policy to only sponsor certificate holders for in-service training to upgrade them to a diploma level. The high school and ordinary level school leavers have to find their own sponsors (parents or family members, a few NGOs and organizations). Low farmer intake is partly attributed to lack of systematic recruitment procedures and inadequate publicity of training undertaken in these institutes.

3.4 Staff matters

There are 5 Training Officers at the headquarters office in Dar es Salaam and 122 Tutors (Tutors & Asst Tutors) at the institutes. Their qualifications vary from diplomas to MSc degrees. Over 75% of the trainers are diploma holders. Capacity building is necessary to make them become skilled and versatile in their work to enable them cope with current technological changes and thus impart the required knowledge and skills to their clients.

Staff morale is low despite recent promotions. There are complaints that some staff who have long experience were promoted to positions similar to recent entrants. Delays in salary payments of up to six months are common, frustrating both academic staff and other workers. In addition, most staff lacks housing and transport, which reduces performance.

The institutes do not have a systematic skills upgrading plan, partly because of inadequate resources and most consider skills upgrading to be the responsibility of the Ministry headquarters. As result, some tutors still use traditional teaching materials that are not responsive to current business-oriented environment.

3.5 Curriculum and training methods

All the LITIs are using traditional curriculum. The curriculum is currently being reviewed to respond more to clientele and end users of graduates needs, including modularisation of the curriculum to provide more flexibility in offering training.

A wide range of participatory training methods are used for effective learning. Such methods are: presentation methods (lecture, demonstration); interactive methods (discussions, role play); exploratory methods (exercises, case studies, learning by doing). Each institute has demonstration farms that provide hands-on field practical on best practices for small, medium and large scale farmers. In addition, farm visits to successful farmers are undertaken to enrich the learning experience. In most institutes the ratio between classroom learning and field practical is 60:40.

All LITIs keep a variety of livestock as training ground for students and farmers. The farmer training courses also benefit from sharing individual experiences that enrich the whole learning process.

3.6 Registration and accreditation

Except for LITI Tengeru that has received full registration and provisional accreditation status from the National Council for Technical Education (NACTE), none of the other institutes are registered or accredited by NACTE. Since NACTE is responsible for coordination, education quality, accreditation of institutions and standardisation of instructional materials, it is important that all LITIs try to meet the requirements of NACTE.

3.7 Funding

The major source of funding for the Training Institutes is via government disbursement. The funds allocations are for station up keep, particularly staff salaries, minor works and running of vehicles and machinery and minor works. The funds are very small to sustain institutes activities fully. Individual institutes have income-generating activities that supplement the resources allocated by government. For example, LITI Morogoro derives over 50% of its resources from self-help activities. Tengeru derives over 42% of its resources from sale of farm products. However, other institutes generate very little income from self-help activities. Example, LITI Mpwapwa derives only 7.5% of its resources from self-help activities. Some institutions also benefit from Development Partner support. Table 1.0 provides a summary of

recurrent and development expenditure allocated to the institutions over the past three years. Details of funding are provided in the individual institute narratives attached to this report.

Table 1.0: Funding allocation to LITs (Tshs, million)

Year	Allocation for Research, Training and Extension.		Amount allocated to training institutes	Allocation to training (%)
2004/05	Recurrent	1,504.6	399.7	26.6
	Development	150.0	80.0	53.3
2005/06	Recurrent	2,063.7	719.8	34.9
	Development	635.1	310.0	48.8
2006/07	Recurrent	1,427.3	423.2	29.6
	Development	350.0	175.0	50.0

Source: Ministry of Livestock Development.

3.8 Infrastructure, vehicles and equipment

The stock of physical infrastructure, particularly student hostels, dining halls and kitchens, offices, lecture halls, classrooms, livestock buildings, fencing, roads/paths, and the like require rehabilitation and repair to avoid further deterioration. In some cases, years of disrepair due to inadequate maintenance funds has led to unnecessary extra costs to bring the stock of infrastructure into good functional state. Similarly some institute vehicles and equipment are too old, requiring heavy maintenance costs that can be avoided by replacing them with new ones. In addition, the level of infrastructure in most institutes is inadequate to scale up intake.

3.9 Challenges and possible areas of reform

Uneconomically low intake

The current intake of about that ranges between 20-400 certificate/diploma students per year and 30 -700 farmers per year, is awfully too low to justify the large resources being expended to the institutes. Perhaps the main constraint to increase intake is three-fold, namely:

- Traditional training models that cannot respond to scaling up intake without massively increases in physical infrastructures and trainers. Reforming training approaches and introducing more flexible training models that respond to current business-oriented clientele, coupled with improvement in information technology, should allow the scaling up of intake of both students and farmers.

- Inadequate number of trainers with requisite skills. The institutes have an aging population. Due to employment freeze in the past ten years, existing tutors are over 45 years old and nearly 30% will reach retirement age in the next two years. Over 40% of new recruits hired in 2006 have already left the institutes, citing low pay and heavy workloads as the main reason for seeking employment elsewhere. The challenge is to undertake staff remuneration reforms that provide adequate motivation to hire and retain workers who have the required mental attitudes and skills. Linking rewards to performance will reduce ad-hoc promotions and unwarranted complaints.

Improving the institutes training environment

Ideally, improving the institutes learning environment should attract many clients both from within and outside the country. With higher intakes, institute resources will increase in the form of fees. This together with institutes' income generating activities should make them less dependable on government disbursement. However, in order to attain such a goal, the following reforms are essential:

- Rehabilitation and retooling of LITIs,
- Procurement of training materials,
- Rehabilitation of training farms and livestock sheds,
- Procurement of new farm machinery,
- Procurement of transport facilities,
- Change of current curricular to modularized and semisterised curricular,
- Establishment of centres of excellence within LITIs and on model farms in several regions where farmers and extension workers could go for an intensive training in a specific field.
- Establishment at the headquarters an expert wing whose tasks among others would be to conduct Training Need Assessment (TNA), Tracer studies, review, develop programmes and exploit new markets of potential students. Also for conducting monitoring and evaluation of progress in achieving institute's objectives,
- Strengthening the link between Local Authorities (LA)/private sector to enable identifying farmer training needs of the livestock farming and to come up with actionable solutions.
- Moving towards provision of training on demand by small, medium and large scale farmers, as well as students. Those who get recruited should pay for the training offered. With the provision of modern training facilities and the rehabilitation of the infrastructure it should be possible to offer an effective training, raise agricultural/livestock production and attract many people to join MATIs and LITIs training institutes.

4.0 MITM TRAINING INSTITUTES

4.1 Introduction

The Ministry of Industry, Trade and Marketing (MITM) has gradually withdrawn from direct responsible of providing and running skills training institutions. Instead, the ministry provides policy guidelines, overall co-ordination of training programmes, and small financial resources to selected training programmes under its jurisdiction. This section reviews the current situation with regard to Small and Medium Enterprise (SMEs), College of Business Education (CBE) and Moshi University College of Cooperatives and Business Studies (MUCCOBS).

4.2 SME training

In 2003, the ministry unveiled the Small and Medium Enterprise Policy. The main vision of the policy is to have a vibrant and dynamic SME sector that ensures effective utilisation of available resources to attain accelerated and sustainable growth. Within this framework, the objective of the policy is to foster job creation and income generation through promoting the creation of new SMEs and improving the performance and competitiveness of the existing ones to increase their participation and contribution to the Tanzanian economy.

In order to translate the policy into action, the ministry supports SMEs business training through:

- Assisting in capacity building of business training institutions aimed at improving quality of services provided; and
- Facilitating tailor-made business training programmes for start-ups and for strengthening existing businesses.

The main institutions through which the ministry support is provided is the Small Industries Development Organisation (SIDO). SIDO remains the main government arm for promoting SMEs in the country. Some of the measures employed include:

- The construction of 16 industrial estates with more than 140 sheds at regional headquarters;
- The establishment of 10 training cum-production centres that offer simple rural-based technologies;
- Introduction of hire-purchase programmes through which more than 2,000 entrepreneurs are assisted with machines and working tools;
- Setting up regional extension services offices that render advice on setting up new industries, choice of technology, preparation of feasibility studies, preparation of economic surveys, installation, and operation of machinery, maintenance and marketing of products.

In addition to SIDO, the ministry supported the enactment of the Vocational Education and Training Act in 1994 that provides the framework for the vocational training system in Tanzania. Implementation has witnessed the establishment of over 630 Vocational Training Centres (VTCs), offering more than 34 different trades. In support of these initiatives, the University of Dar es Salaam has established an Entrepreneurship Development Centre within the Faculty of Commerce and Management. As discussed further below, the College of Business Education also offers business training, including entrepreneurship development.

Major constraints facing SMEs training support include the following:

- **Limited access to finance.** Several initiatives have been taken by government to set up funding mechanisms and schemes to support SMEs. Some of these include: National Entrepreneurship Development Fund (NEDF), Youth Development Fund (YDF) that is managed by the Ministry of Community development and Women Affairs and Children, Small Entrepreneurs Loan Facility (SELF) and Community Development trust Fund (CDTF). Despite these efforts, however, SMEs still face problems of accessing finance, particularly through the formal banking system.
- **Heavy costs of compliance.** SMEs lack appropriate information on business licensing, registration and location of enterprises which affects their business undertaking. Often, the institutions supporting SMEs are weak, fragmented, and largely concentrated in urban areas. This calls for strengthening institutions supporting SMEs.
- **Insufficient working premises.** The centres already established for SMEs is inadequate given their large numbers. The government is urged to develop or set aside more suitable sites for SMEs operations.
- **Inadequate business skills.** Despite many efforts in training of SMEs, only a small number has benefited from such training. New approaches needs to be designed, including regular day training and evening classes, specifically aimed at SMEs training on a cost-recovery plan. CBE offers a good example of how intake of SMEs can be scaled up under existing resources.

4.3 College of Business Studies (CBE)

4.3.1 Introduction

CBE was established by an Act of Parliament in 1965 as amended in 1974. The college has the main campus in Dar es Salaam and a branch in Dodoma. The college is semi-autonomous and is under the Ministry of Industry, Trade and Marketing. The college has a Governing Council which puts in place policies for running the college activities. The Principal, who is the Chief Executive Officer of the college reports to the Governing Council. The vision of the college within the period 2000-2010 is to be transformed into a dynamic, well equipped, known and respected regional centre of excellence that trains,

conducts research and provides advisory services in accountancy, marketing, procurement and supplies management, business administration, metrology and other related disciplines.

The college has been registered and accredited by the National Council for Technical Education (NCTE) to offer professional courses.

4.3.2 Training programmes

The college offers the following courses:

1. Graduate School, Research, Publications and Consultancy

- Postgraduate Diploma in Marketing Management (PDMM),
- Postgraduate Diploma in Business Administration (PGDBA),
- Postgraduate Diploma in Human Resources Management (PGDHRM),
- Postgraduate Diploma in International Business Management (PGDIBM),
- Postgraduate Diploma in Investment Management (PGDIM)
- Tailor-made short courses

2. Accountancy

- Advanced Diploma in Accountancy (ADA),
- Diploma in Accountancy (DA),
- Certificate in Credit Management (CIC)

3. Business Administration

- Advanced Diploma in Business Administration (ADBA)
- Diploma in Business Administration (DBA),
- Certificate in Business Administration (CBA)

4. Marketing

- Advanced Diploma in Marketing (ADM),
- Diploma in Marketing (DM),
- Certificate in Entrepreneurship (CE),
- Certificate in Export Management (CEM).

5. Procurement and Supplies Management

- Advanced Diploma in Procurement and Supplies Management (ADPS),
- Diploma in Procurement and Supplies Management (DPS)

6. Legal and Industrial Metrology

- Advanced Diploma in Metrology (ADLM)
- Certificate in Metrology (CLM)

7. **Review Courses**

- NBAA Foundation to Final stages
- NBMM Foundation to final stages
- VETA-NABE Courses

4.3.3 Academic Staff

The college has over 80 full-time members of academic staff who are highly qualified in their respective disciplines. In addition, the college has 50 part-time staff teaching various subjects. Over 70% of the staff has masters degree. Efforts are underway to train more to PhD. level. The college plans to have 100 full-time teachers by 2010.

4.3.4 Student Intake

In 2001 and 2002 the total student intake was about 1,000. The intake has progressively increased to 7,000 by 2007, partly due to aggressive reforms being undertaken, including regular day programmes and evening classes. The scaled up intake has also been made possible through several Development Partner's support, including:

- Netherlands multi-year support for capacity building,
- Joint Integrated Technical Assistance Project for capacity building, supported by various donors,
- CBE-University of Southern Denmark that supports capacity building especially in the ICT area,
- CBE-University of Western Cape in South Africa.
- Government of Finland assists in capacity building and ICT equipment.

4.3.5 Financing

The college receives very low government subventions for development activities of the college. Salaries of staff are paid by government through the ministry. Most of the other college financing is derived from student fees. Tuition fees per year are: Tshs 550,000 (certificate courses), Tshs 735,000 (Diploma courses), Tshs 835,000 (Advanced diploma courses), Tshs 1,200,000 (postgraduate courses). Due to the high student intake, of which most are privately funded, the college is in good financial position and is able to meet its financial obligations.

4.3.6 Enabling facilities

The college offers hostel accommodation for a limited number of students, catering services and various in-door games. The college has a well-stocked library and several offices are hooked to the internet.

4.3.7 Challenges and areas of reform

- **Curriculum reform.** The college has mixed curriculum, some using traditional systems and others with a mixture of the old and new approaches. Efforts are underway with the help of Tshs 1 billion from the Netherlands Government to modularise the curriculum, make it more competent-based and more responsive to current business-oriented, competitive global economy.
- **Infrastructure improvement.** The existing stock of infrastructure is inadequate given the large intake. Three additional lecture theatres are needed at a cost of about Tshs 4.5 billion. Tanzania Education Council (TEC) has agreed to fund extension of one of the lecture halls to reduce this problem. ICT facilities also need improvement particularly that which can improve connectivity between lectures halls. This may be important in moving away from traditional lecture approaches that tends to demand increases in number of trainers and student intake expands.
- **Upgrading of skills.** Some of the teachers were trained in the traditional way and their mind-set may need changing through in-country and/or external skills upgrading so that they may become more efficient and effective as trainers in this rapidly changing technological world.

4.4 MOSHI UNIVERSITY COLLEGE OF COOPERATIVE AND BUSINESS STUDIES (MUCCOBS)

4.4.1 Introduction

Moshi University College of Cooperative and Business Studies (MUCCoBS) is one of Tanzania's premier institutions of higher learning with a student body of about 1,000 undergraduates and 70 postgraduates.

The university is located on the slopes of the famous Mt. Kilimanjaro, about two kilometres to the Northwest of Moshi Municipality, covering an area of 75 acres. The location offers an excellent learning environment. The college also has a minor campus in Shinyanga Region covering an area of 250 acres, with a capacity of 250 students.

4.4.2 History & Profile

Established in 1963 as a Cooperative College, MUCCoBS is one of the oldest and most prestigious Cooperative Colleges in Africa. The Cooperative College became a University College in 2004, as constituent College of Sokoine University of Agriculture (SUA), with two faculties offering not only residential courses but also distance learning and tailor-made programs. In addition, the University College also operates through a network of **Regional Centres** in the whole of Tanzania Mainland which cater for grassroots training, research and consultancy.

4.4.3 MUCCoBS' Vision and Mission:

Vision: To become a key technical and professional resource centre for offering co-operative, community and business management programs for social and economic development.

MUCCoBS' Mission: Moshi University College of Cooperative and Business Studies shall provide quality education, training, research and consultancy in cooperative, community, business, organizational development, entrepreneurship and cross cutting issues such as gender, HIV/AIDS and environment. The University College aspires to be the best institution for the acquisition and preservation of skills and knowledge in order to support the associative economy in poverty alleviation initiatives with a focus on gender balance. The core values of the University College that will guide in fulfilling its mission are cooperation, self-confidence, self help, freedom, honesty, growth, good governance and social responsibility

4.4.4 Training programmes

MUCCoBS provides top-quality education in cooperative and business studies to undergraduate and postgraduate professionals, both Tanzanian and foreign. There are one-year certificate programs, two-year diploma programs, three-year degree programs, and one year postgraduate diploma programs; and tailor-made short term programs.

All long term programs are accredited by NACTE and recognized internationally. This enables graduates to be accepted for further studies in other higher learning institutions worldwide and to secure employment.

Academic programs

Certificate Programs

These are one academic year (two semesters) programs:

- Certificate in Management and Accounting (CMA)
- Certificate in Accounting and Finance (CAF)
- Certificate in Information Technology (CIT)
- Certificate in Microfinance Management (CMM)

Diploma Programs

This is a two years program (four semesters). Diploma in Cooperative Management and Accounting (DCMA)

The Undergraduate Degree Programs

These are three years (six semesters) programs:

- Bachelor of Arts in Accounting and Finance (BA-AF)
- Bachelor of Arts in Procurement and Supply Management (BA-PSM)
- Bachelor of Arts in Cooperative Management and Accounting (BA-CMA)

Post-graduate Diploma Programs

These are one-year (two semesters) programs:

- Postgraduate Diploma in Cooperative Business Management (PGD-CBM)
- Postgraduate Diploma in Accounting and Finance (PGD-AF)

- Postgraduate Diploma in Community Development (PGD-CD)
- Postgraduate Diploma in Cooperative Management and Organizational Development offered jointly with Leicester University (UK) through Distance Learning

Masters Programmes

A Masters degree in Cooperative Management and Organizational Development is offered jointly with Leicester University (UK) through Distance Learning

Non-academic programmes

- Business Experiences Exchange Program (BEEP) This is a collaborative effort of Rural Producer Organizations (RPOs) and Research Institutions from Malawi, Tanzania, Uganda and Zambia to develop small scale agriculture.
- Livelihood Improvement through Farmer Empowerment. The project is a joint initiative of NORAD, Vi Agro Forestry Program (VIAFP), Norges Vel and Moshi University College.
- Local Enterprise Development through Group Actions Project (LEDA). LEDA is a joint initiative between the Moshi University College and Norges Vel Norway. The project area covers three districts of Bunda, Musoma and Tarime in Mara region.
- Competence Development Program. This project is being implemented jointly with InWent of Germany (the former DSE) and IFAD.
- Rural Microfinance Capacity Building “Partnership Project”. The project is being implemented jointly with Canada’s Humber Institute of Technology and Advanced Learning (HITAL) under the financial support of CIDA.
- Training at Regional Centres. The University College provides opportunities for off-campus study through 18 Regional Centres in Mainland Tanzania, supported by highly qualified and competent Lecturers and Program Officers. The Regional Centres offer unique services ranging from tailor-made training, participatory action research, consultancies, and distance education.

4.4.5 Academic staff

All training, research, consultancy and other main activities of the University College are entrusted to faculty members who possess relevant skills, including internationally recognized professional qualifications in Accountancy and Materials Management. The university has about 70 full-time academic staff. An additional 50 are required to enable scaling up intake and use of existing resources more efficiently.

4.4.6 Student intake

Current student intake is about 1,000 students. The plan is to increase intake to 5,000 students in the next three years. This entails increasing the number of trainers. The government has approved hiring of 24 new teachers. Changing training approaches and introducing evening classes could scale up intake markedly under existing resources.

4.4.7 Enabling facilities

The University College is well equipped with modern training facilities especially at the Moshi main campus, where most of the long term programs are conducted. Efforts are underway to construct additional lecture theatres and seminar rooms in order to accommodate more students per enrolment.

There is a library at the college with a large collection of reference books to cater for all training programs and meet the readership demands of people from outside the college. In order to have current literature and modern library facilities the college has secured a grant from Tanzania Education Authority (TEC) for the purpose of buying additional books and automating library services.

The University College provides limited paid accommodation to both male and female students who wish to reside on campus. Students failing to secure this accommodation are encouraged to secure off campus accommodation at own cost. When necessary the Office of the Dean of Students provides assistance in looking for off campus accommodation.

4.4.8 Financing

Moshi University depends largely on student tuition fees for its operations. The Government subvention in the form of “Other Charges” is small and inadequate to maintain the large university physical infrastructure. The average student fees are Tshs 675, 000 per year, which translates into about Tshs 675 million. About 80% of the students are under the Government Student Loan programme. The rest are private candidates. In addition, foreign students (largely from East Africa and SADC region) pay US\$ 2,161 per year as direct college costs for studying at the college.

According to discussions with management, the student fees are inadequate to maintain existing operations and expand much needed construction of new lecture theatres and accommodation facilities.

Except for a few tailor-made programs, the university does not receive funding from Development Partners on a regular basis.

4.4.9 Challenges and key areas of reform

(i) Inadequate teaching staff

The university has a 71.4% shortage of academic staff at current programmes. There is 70 teaching staff and the requirement is about 120. Planned additional programmes coupled with Government request to the university to increase student intake from the current 1,000 to 5,000 in the next three years is likely to put added pressure on the academic staff. The challenge is to scale-up recruitment amidst inadequate financial resources.

(ii) Upgrading of academic staff skills

Over 85% of the academic staff have first degree and the rest have post graduate training. The university plans to upgrade skills of the lecturers to PhD level. Given the large workload of each lecturer, it is becoming increasingly difficult to release many staff to pursue post-graduate studies. Another challenge relates to upgrading of existing skills. Tony Blair's remark to U.K. training institutions that "our students cannot be effective in tomorrow's world if we train them in yesterdays' skills" is very much applicable in Tanzania and at this university. Most lecturers are above 45 years old and some were trained in the traditional way. Their skills and mindset needs re-tooling to be able to train students more effectively, taking into account new technologies and effects of globalisation in a competitive world.

(iii) Inadequate infrastructure

The current infrastructure (buildings, roads/paths, utilities) are inadequately maintained due to lack of resources. These key infrastructures will continue to deteriorate unless urgent measures are taken by Government to increase maintenance funds for the university. With planned increases in student intake, additional lecture theatres and accommodation is required. Critical will be construction of two new lecture theatres at about Tshs 3.0 billion. In addition, Moshi town does not have adequate hostel facilities to cater for scaled up student intake. In the short run, the University has to construct additional student hostel facilities (at about Tshs 1.8 billion), hoping that in the long-run private hostel providers will increase rental accommodation for students.

Another set of infrastructure that needs upgrading is information technology. Traditional methods of teaching demand a large number of teachers for similar subjects as student intake increases. The introduction of local and wide area networks with lecture-hall linked systems can reduce markedly the number of teachers required while facilitating the increase in in-take. Increasing access to internet facilities could also reduce the heavy demand on library services while exposing students to the latest information available world-wide on a particular subject.

RECOMMENDATIONS

The situational analysis conducted for this study suggests the following possible directions for reforming agricultural and livestock training institutions.

5.1 Institutional reform

The current training institutional framework from the ministry headquarters to the training institutes was designed, to a large extent, for supply-driven training approaches. As a result, the system demands large staffing levels at all levels, accompanied with high support costs, largely from the government coffers. It now requires adjustments to respond to the client-oriented approaches that are emerging through various interventions in the economy. Farmers are only marginally involved in the planning and provision of the training services which are intended to support them. Currently, agricultural training services also do not address adequately the needs of agribusiness and active participation of women and vulnerable groups, who form the majority of the farming population. In addition, frequent institutional changes resulting from ministerial reorganisations, as well as inadequate funding and staff incentives, have reduced the capacity to adjust prevailing systems to new approaches. One aspect of the institutional reform for supporting more responsive demand-driven training should be a thorough review of the existing framework with a view of fostering stability, changing the mind-set of administration and management system so as to make them more flexible and amenable to changes, as well as creating the environment for clients and farmer groups to demand training and be prepared to pay for it.

5.2 Greater support of ASLMs to training institutions

In order for the training institutes to become centres of excellence in transforming the current subsistence farming into commercial competitive business ventures, greater support from the centre is absolutely necessary. Most effective support will be:

- Provision of logistical support, particularly in bulk procurement of machinery, equipment and vehicles to reduce unit costs, liaison with Development Partners for support on specific institute-identified needs, and facilitating rehabilitation of institute infrastructure.
- Coordinating better student and farmer recruitment and staff disposition. In this regard, institutes should be allowed to recruit trainers, including retaining best graduates as tutors in their institutes. Coordinating staff transfers and disposition of teaching staff without undue disruption of the learning process.
- Coordinating better government subventions to the institutes so that salaries and other benefits are received at the institute on time.

- Facilitating linkages with other training institutions within and outside the country so as to foster experiential learning and exchange of teachers, while building local capacity and skills.
- Facilitating in publicising training programmes offered by the institutes, through avenues such as website and liaison with districts and wards on available farmer training programmes and methods of application.
- Facilitating financial management training of institute principals, accountants and procurement officers in order to enhance efficiency, transparency and accountability.

5.3 ASLMs adoption and supporting use of best training models and approaches

The review observed several good training models and approaches that promise high impact in increasing agriculture production and productivity of farmers. For example, the Japanese supported KATC training model that involves farmer training at the institute followed by field training on model training sites in various regions of the country has remarkably improved irrigated rice production in Tanzania. Another example is the Netherlands' supported Tanga smallholder dairy programme. Before a farmer gets a heifer under the scheme: “kopa ngo'mbe lipa ngo'mbe” (borrow heifer return heifer), the farmer has to undergo a two weeks dairy cattle training at Buhuri institute. As a result milk production in Tanga region has increased remarkably.

Also, the Tanzania Society for Agricultural Education and Extension (TSAAE) for multipurpose training of youths supported by several Canadian NGOs in the Lake zone and religious groups has demonstrated successful projects undertaken by youths worthy emulating.

5.4 Staff skills upgrading and incentives

As discussed in the text, the majority of trainers have acquired diploma in their respective disciplines. This level of training is inadequate for training other diploma holders. Concerted efforts have to be made to upgrade skills to masters and PhD. level. In addition, the study observed inadequate staff incentives to remain as trainers in the institutes. Some new recruits hired in 2006 have already left the institutes in search of “greener pastures”. This is a serious problem given the aging of the current tutors. As private sector opportunities continue to develop, the best staff will leave unless action is taken to improve incentives. ASLMs are urged to review remunerations of staff in training institutions to make them more attractive, develop better schemes of service and transparent promotion mechanisms as well as link performance with rewards.

5.5 Devolving greater autonomy to institutes

Principals of institutes have little power to make important decisions that affect efficient administration and management of their institutions. The centre should devolve more powers to the institutes. In particular, drawing up strategic plans and budgets, staff development, student selection, the power to hire and fire staff based on performance evaluation, and other aspects of institutional management. The situation in some institutions has improved with the establishment of self-help fund accounts, which the principal controls, but a move towards greater autonomy should instil both an attitude of self-reliance and more accountable to the performance of the institute.

5.6 Curriculum Revision

The respective ministries are urged to develop and revise curricula for all training institutes under their jurisdiction. The objective is foster efficiency and cost effectiveness of all training institutions while ensuring that they meet the demands for agribusiness management, local and global competitiveness and participatory knowledge and skills. The revision should benefit from NACTE expertise and include the following:

- Review and develop instructional materials that are competent-based and of modular design for short and long courses,
- Developing specific farmer training modules (in Swahili) that are responsive to local needs (e.g. rice irrigation module);
- Agribusiness and processing of agricultural products for value addition. Doing so would make farming profitable and become an incentive for farmers to adopt improved technology; and
- To conduct regular tracer studies of course participants (students and farmers) in order to identify training deficiencies and take prompt remedial action.

Annex 1: Training Institutions Participating in ASDP Implementation

A. MAFC Agricultural Training Institutes (MATIs) and Farmers Training Centers (FTCs)

1. MATI Ilonga, Kilosa, Morogoro
2. MATI Igarusi, Mbeya
3. MATI Tumbi, Tabora
4. MATI Mlingano, Tanga
5. MATI Mtwara, Mtwara
6. MATI Ukiriguru, Mwanza
7. MATI KATC, Moshi, Kilimanjaro
8. MATI Uyole, Mbeya

Source: MAFC

Underlined MATIs are those which JICA suggested a consultant to visit.

B. MLD Livestock Industry Training Institutes (LITIs) and Farmers Training Center (FTC)

1. LITI Tengeru, Arusha
2. LITI Morogoro, Morogoro
3. LITI Mpwapwa, Dodoma
4. LITI Madaba, Ruvuma
5. LITI Buhuri, Tanga
6. LITI Temeke, DSM
7. FTC Mabuki, Mbeya

Source: MLD

C. Situation of the following institutions was reviewed

1. Small Industries Development Organisation (SIDO) (provides training to small and medium entrepreneurs (SMEs);
2. Moshi University College of Cooperatives and Business Studies (MUCCOBS),
3. College of Business Education (CBE)

4. Annex 2: People contacted

ASLMs Headquarters, Dar es Salaam

4. Mr. Kapande, Assistant Director, Research and training-MAFC
5. Mrinji-Training, MAFC
6. Dr. Meena, Assistant Director, Research and Training-MLD
7. Ms. Lyimo, Training Department, MLD
8. Ms. Maleko, Assistant Director, MIT
9. Mr. Majengo, MIT
10. Mr. Nyambibo, MIT
11. Mr. Mrema, MIT
12. Mr. Misabo, MLD
13. Mr. Kabatange, MLD
14. Dr. Njau, Directorate of Veterinary Services, MLD
15. Ms. Joyce Daffa, Tsetse Section, MLD

Field Visits

1. Mr. Iddi Kinyaga, Principal MATI Igurusi
2. Sydney Kasele, Deputy Principal and Coordinator of Studies, MATI Igurusi
3. Mr. Sakaki, JICA Expert (visiting Mbeya)
4. Ms. Stella Mutagwaba, Principal MATI Uyole
5. Dr. Jones Maro, Deputy Principal, MATI Uyole
6. Mr. Obed Ndakuu, Assistant Coordinator of Studies, MATI Uyole
7. Dr. Moshi, Director Ilonga Research Station
8. Mrs. Anne Asenga, Principal MATI Ilonga
9. Mr. Silaju Kapembe, Principal LITI Mpwapwa
10. Mr. Saidi Mohamed Maskini, Retired Principal, LITI Mpwapwa
11. Mr. Kapinga, Principal Tengeru (met in Morogoro)
12. Ms. Ngoyoko A. Mtenga, Principal LITI Morogoro
13. Mr. Njahani Ngapongoka, Training Manager/Deputy Principal, LITI Morogoro
14. Mrs. Pallangyo, Tutor, Range Management and Tsetse control
15. Mrs. Patricia Makwaia, Principal MATI Ukiriguru
16. Mr. Ben Mwenda, Coordinator of Farmers Training and Education
17. Mr. Francis Nyaki, Principal LITI Buhuri
18. Mr. Hosea Tulole, Tutor, LITI Buhuri
19. Ms. Mary Muya, Tutor LITI Buhuri
20. Ms. Aurea Temi, Tutor LITI Buhuri
21. Mr. Silvester Kilimba, Tutor LITI Buhuri
22. Mr. Issack Telaki, Farmer trained at LITI Buhuri
23. Mr. Salm Rajab, Acting Principal, MATI Mlingano
24. Ms. F.J. Mowo, Tutor, MATI Mlingano
25. Mr. Fredrick Kirumba, Tutor, MATI Mlingano
26. Mr. A.M. Mshana, Principal Agr. Officer, MATI Mlingano
27. Mr. E.W. Kapinga, Principal, LITI Tengeru

28. Dr. Jorome Bahemu, Tutor, LITI Tengeru
29. Ms. Elly Massam, Tutor, LITI Tengeru
30. Mr. Kajeri Gillah, Tutor, LITI Tengeru
31. Mr. Peter Ngowi, Tutor, LITI Tengeru
32. Ms. Veronica Lyakurwa, LITI Tengeru
33. Ms. Anna Masoud, Farmer trained at LITI Tengeru,
34. Ms. Ndetifose Joseph, Farmer trained at LITI Tengeru
35. Mr. Masudi Joseph, Farmer trained at LITI Tengeru
36. Mr. R.J. Shayo, Principal, KATC
37. Mr. A.G. Pyuza, Deputy Principal KATC
38. Ms. Mary Mfika, Tutor KATC
39. Ms. Grace Mshanga, Tutor KATC
40. Mr. Dominick Nkollo, Tutor KATC
41. Mr. Maganda Matinka, Tutor KATC
42. Mr. Frank Rogin, Farmer trained at KATC
43. Ms. Saida Ramadhani, Farmer trained at KATC
44. Prof. L.H.K. Mlowe, Acting Principal MUCCOBS
45. Prof. Aloyce Ofunguo, MUCCOBS
46. Dr. C. Tarimo, MUCCOBS
47. Mr. Richard Mmbaga, MUCCOBS
48. Mr. S.M. Hyera, Principal CBE
49. Ms. C.T.A. Mosille, Director of Human Resources, CBE
50. Ms. Omingo, Training Officer, MTIM

Annex 3: Documents Reviewed

1. Agricultural Sector Development Strategy (ASDS, October 2001);
2. Agriculture Sector Development Programme (ASDP, 2003)
3. A syllabus for a Two-year Diploma Course for Agro-mechanization, May 2003;
4. A syllabus for a Two-year Diploma Course for Irrigation, April 2003;
5. A syllabus for a Two-year Diploma Course for General Agriculture Diploma, December 2003
6. National Agricultural Extension Project Phase II (NAEP II- Cr. 289 TA);
7. National Agricultural Middle Level Training Master Plan (March 1996);
8. Review of the 2 year General Diploma in Agriculture Curriculum and Associated Training Requirements for Tutors, Trainers of Extension Staff and Farmers (April 2002)
9. Small and Medium Enterprise Development Policy (2003), Ministry of Trade, Industry and Marketing.
10. Study on Possible Reform of ASLM Training Institutions Inception Report.
11. Sustainable Industrial Development Policy – SIDP (1996-2020), Ministry of Trade, Industry and Marketing.
12. Tanzania Public Service Reform Programme-Service Delivery Volume 1-Summary highlights, October 2000-Price Waterhouse Coopers (PWC);
13. Tanzania Public Service Reform Programme-Service Delivery Analysis 2001, Detail Analysis, Volume II;
14. Tanzania Educational Directory;
15. Taarifa ya Mkutano Mkuu wa Vyuo vya Kilimo na Mifugo uliofanyika KATC Moshi 22-23 February 2003;
16. Training Needs Assessment Study Report III, Curriculum and Training Plans, May 1996;

17. Vocational Education and Training by Government of Tanzania (Example of
Community Orientation Vocational Training in Folk Development Colleges, May
2000.

Appendix 19

DRAFT

**Study
on the Training Institutes
under ASDP**

August, 2007

Study on ASLMs Training Institutes under ASDP

(Draft)

July 2007

S. Yongolo^{*}, J. Lyakurwa[†], B. Bwire[‡], and F. Arai[§]

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Abbreviations and Acronyms

AfDB:	African Development Bank
ASDP:	Agricultural Sector Development Programme
ASDP BF:	Agricultural Sector Development Programme, Support through Basket Fund Government Programme Document
ASDP F&P	Agricultural Sector Development Programme Framework and Process Document
ASDS:	Agricultural Sector Development Strategy
ASLMs:	Agricultural Sector Lead Ministries (including PMO-RALG)
ASSP II:	Agricultural Service Support Project, Phase II
BET:	Board of External Trade
B.Sc.:	Bachelor of Science
CA:	Certificate for Agriculture
CBE:	College of Business Education
CHP:	Certificate for Animal Health and Production
DADG:	District Agricultural Development Grant
DADP:	District Agricultural Development Plan
DALDO:	District Agriculture and Livestock Development Officer
DAH:	Diploma for Animal Health
DANIDA:	Danish International Development Agency
DAP:	Diploma for Animal Production
DC:	District Council
DCD:	Division of Crop Development
DCO:	District Cooperative Officer
DGP:	Diploma for Crop Production
DDP:	District Development Plan
DED:	District Executive Officer
DFPN:	Diploma for Food Production and Nutrition
DGA:	Diploma for General Agriculture
DH:	Diploma for Horticulture
DI:	Diploma for Irrigation
DIT:	Dar es Salaam Institute of Technology
DLU:	Diploma for Land Use
DNFS:	Division of national Food Security
DPLO:	District Planning Officer
DPP:	Division of Policy and Planning
DRMTC:	Diploma for Range Management and Tsetse Control
DRT:	Division of Research and Training
DRTE:	Division of Research, Training and Extension
DSM:	Dar es Salaam
DTIS:	Diagnostic Trade Integration Study
DVLT:	Diploma for Veterinary Laboratory Technology
EU:	European Union
FAO:	Food and Agriculture Organization of United Nations
GoT:	Government of Tanzania
IDA:	International Development Association
JICA:	Japan International Cooperation Agency
KATC:	Kilimanjaro Agricultural Training Center
LGAs:	Local Government Authorities

LGRP:	Local Government Reform Programme
LITIs:	Livestock Training Institutes
M&E:	Monitoring and Evaluation
MAC:	Ministry of Agriculture and Cooperatives
MAFC:	Ministry of Agriculture, Food Security and Cooperatives (since January 2006)
MAFS:	Ministry of Agriculture and Food Security (up to December 2005)
MATIs:	Ministry of Agriculture Training Institutes
MCM:	Ministry of Cooperatives and Marketing (up to December 2005)
MIST:	Mbeya Institute of Technology and Science
MITM:	Ministry of Industry, Trade and Marketing (since January 2006)
MLD:	Ministry and Livestock Development (since January 2006)
M.Sc.:	Master of Science
MTEF:	Medium Term Expenditure Framework
MUCCoBS:	Moshi University Cooperative College of Business Studies
MWLD:	Ministry of Water and Livestock Development (up to December 2005)
NACTE:	National Council for Technical Education
NAEP II:	National Agricultural Extension Project, Phase II
NALERP:	National Agricultural and Livestock Extension Rehabilitation Project
NALRP:	National Agricultural and Livestock Research Project
NGOs:	Non-Governmental Organizaions
NTW:	National Technical Award
O&OD:	Opportunities and Obstacles to Development
OC:	Other Charges
PADEP:	Participatory Agricultural Development and Empowerment Project
PME:	Participatory Monitoring and Evaluation
PMO-RALG:	Prime Minister's Office - Regional Administration and Local Government (since January 2006)
PO-RALG:	President's Office - Regional Administration and Local Government (up to December 2005)
RDC:	Rural District Council
RS:	Regional Secretariat
RVTSCs:	Regional Vocational Training and Service Centers
SACCOs:	Savings and Credit Cooperative Societies
SIDO:	Small Industry Development Organization
SMEs:	Small and Medium Enterprises
SUA:	Sokoine University of Agriculture
TARP II:	Tanzania Agricultural Research Project, Phase II
TBS:	Tanzania Bureau of Standard
TCU:	Tanzania Commission for University
TIC:	Technical Inter-Ministerial Committee
VEO:	Village Executive Officer
VETA:	Vocational Education and Training Authority
WED:	Women Entrepreneurship Development

Executive Summary

Background: Within ASDS/ASDP framework, training institutions, including the Ministry of Agriculture Training Institutes (MATIs), the Livestock Training Institutes (LITIs) and other related technical training institutes are expected to play an important role in updating knowledge and skills of farmers, extension officers, and other service providers. ASLMs are to ensure that the institutional arrangements and activities of those training institutes are reviewed to meet the demand for commercial farming and participatory knowledge and skills. However, there has been no major undertaking with regard to the assessment of the institutes as well as possible intervention to improve their performance. Against this backdrop, JICA has considered it appropriate to conduct a study to identify the present situation and problems that the institutes are facing, and come up with some practical proposals for next steps of improvement.

Objectives and Scope: The overall objective is to present a set of feasible reform actions that enables the ASLMs training institutes to serve more effectively to the advance of ASDP, while specific focus will be given to: (i) Agricultural sector trend with respect to the needs of human resources, (ii) Services to be demanded, (iii) Target groups of the training, (iv) Training contents. The study has primarily focused on MATIs and LITIs as they play the central role in training the middle level agricultural professionals (agricultural field officers and LGA staff) and farmers.

Agricultural Sector Trend: All of the major agricultural policies prepared during the last several years (ASDS, ASDP F&P, and ASDP BF) maintain the same vision of the future agricultural sector: A modernized, more commercially oriented production sector, led by greater private sector participation. On the ground, too, the sector has been moving toward the same direction, though the pace is still much slower than expected.

Expected Human Resources: Against such backdrop, what sorts of attitudes, skills, and knowledge would be expected for farmers and extension agents? For farmers, in addition to the technical skills conventionally recognized, self-help mindset, capacity of coping with market dynamics, planning and managerial capacity, and other new sets of talents are required. Extension officers on the other hand need to have facilitation mindset, skills of participatory approach, knowledge for commercial farming, and networking skills.

Past and Present Situation of the Training Institute: There have not been major interventions undertaken systematically to the training sub-sector in the past 20 years. Interventions were made in the sub-sectors of extension and research (NALERP: 1989-99, NAEP II: 1996/97-03, NALRP: 1989-99, TARP II: 1998-04). Training was addressed only as a component in those projects, and focus was often on upgrading the skills and academic qualification of existing officers. No serious consideration was given to the improvement of institutional arrangement, course contents, and training facilities. Worse, the sub-sector was hit hard by the retrenchment and employment freeze of the government during 1994/95 to 1999/00. Students stopped coming to the institutes because they had neither government sponsorship nor job prospect after graduation. The government supports resumed from 2000 but only to a limited extent. The institutes have thus been left run down. Currently student intake is at the level of

50 to 70 % of full capacity, tutor vacancy rate is 20 to 50 %. Financially they depend much on their own revenue source such as sales of agricultural products from their farms. Annual budget of the training sub-sector constitutes only (on average) 2 % of the total budget of the ministries.

An exception is the present Crash Programme. Though hastily prepared and being implemented for the coming 4 years, the programme aims at increasing rapidly the number of field extension officers. It is expected to have a major impact on the situation of MATIs and LITIs.

Challenges of the Institutes: Immediate challenges are the physical, financial, and human resource shortages. The backlog of physical renovation and improvement, for example, has been roughly estimated about Tsh. 15-30 billion, about 10 times of regular annual budget for the training sub-sector. Though imminent, these challenges would be mitigated by the present Crash Programme. Serious challenges rather exist in institutional and training contents spheres as briefly described below:

[Institutional Challenges at the Central level]

- Lack of training policy

Lack of an adequate policy prevents the sub-sector from development, hence holding back the supply of proper human resources.

- Ambiguity of future status of the training institutes

It is desirable for the training institutes to be more autonomous in the future. But it is not clear how serious the individual institutes and the central government are on this matter.

- Confusion of target groups of the training services

There are contradictory views on who will be target groups of the training services: farmers, extension officers (in-service and pre-service), or private service providers. One view is that because private service providers prevail in the service delivery in future, thus, it implies, training for extension staff would be reduced, and more focus would be directed on farmers. In another view, the responsibility of extension services is conceded to the local governments, thus farmer training would no longer be the concern of the training institutes hence more focus should be on extension staff.

The present study proposes a middle ground where all three groups (farmers, extension officers and private service providers) are targeted with gradual shift to farmers and private providers in the future.

- Task allocation among the institutes

At present some of the training institutes are specialized in a limited range of subjects (agro-mechanization, irrigation, etc.) while others carry general courses. It is considered worth re-examining the allocation arrangement. It would be more beneficial for the institutes, farmers, as well as the government if all institutes are required to train basic general courses, and in addition to that they are encouraged to specialize in particular subjects reflecting their local conditions and comparative advantages.

- Inadequacy of offered courses
An example is drawn from MATI Mlingano which offers courses of agro-mechanization. The courses concentrate on large-scale farming machines such as tractors and tillers. Such courses seem to reflect old concept of collective capital-intensive farming, but less relevant to today's farming in Tanzania where smallholder farming dominates. Similar review should be made to other courses.
- Dispersion of training activities
In MAFC, according to the 2007/08 budget, training activities are conducted by Divisions other than the Division of Research and Training. Divisions of Crop Development and National Food Security are two major divisions. Such parallel conducts not only reduce the overall efficiency of training services but also disrupt an integrated operation of the ministry.
- Weak coordination among ministries (MAFC, MLD, and MITM)
Presently the training institutes are divided into two groups: MATIs and LITIs, the former belonging to MAFC and the latter to MLD. In training, they tend to focus only on their specialization. Training institutes of MITM operate with no coordination with MATIs and LITIs. However in field, farmers need advice for crops, livestock, and marketing, hence there should be closer coordination among ministries so that training effectively addresses the issues on the ground.
- Weak linkage among training, extension, and research
This issue has been pointed out by many studies. The three branches of the agricultural service have many issues in common. They are better off by working as a team.
- Lack of support to strengthen the cadre of private service providers
In order to attain the policy goal: service delivery by the private service providers, it is urgently needed to establish some kind of support mechanism that strengthens the capacity (quantity and quality) of the private service providers.

[Institutional Challenges at the Institute's level]

- Accreditation
Accreditation from NACTE is crucial for all MATIs and LITIs for them to secure their training quality and to become more independent in future.
- Weak linkage with LGAs
Under ASDP, majority of development activities are arranged at the district level, including extension services and capacity building. They are given funds for the activities, and authorized to dispense the funds according to their plans. Hence, it is the local government who sends farmers or extension officers to the training institutes. Therefore the linkage with LGAs is crucial for them.

- Poor coordination with research and extension branches
This is an issue parallel to the one at the central level. Each training institute should make effort to strengthen coordination within their local range.
- Weak linkage with other training institutes
Any single institute can not deal with all problems of farmers. Hence the agricultural training institutes should expand their network to other field.

[Challenges in Training Contents and Approach (Long course)]

- Standardization
Standardization is necessary for quality control and uniformity of training. But rooms should be given to promote comparative advantage of individual institutes.
- Overemphasis on technology transfer
The transfer of agricultural technology is important. However, the new agriculture requires additional skills and knowledge such as business planning and management. Due consideration should be given to these subjects in the training course.
- Practical training
Practical training should be included in the courses of facilitation and group formation skills.
- More flexible and accommodative arrangement for students
Present admission procedure is rather rigid. In order to expand the number of incoming students, the admission and fee scheme should be reviewed and made more flexible to accommodate students' specific conditions.
- Opening special courses for potential private service providers
Special arrangement would be needed to facilitate the increase of private service providers.

[Challenges in Training Contents and Approach (Short course)]

- More short courses
The training institutes need to build a sound revenue base for their financial independence. Short courses have much potential for revenue expansion, thus should be exploited further.
- Attractive course contents
The institutes should be more innovative to develop attractive short courses. Attempts should be made to focus on specific crops with better income generating potential, including entertaining contents in the courses (e.g. cooking), providing small kits after training, etc.
- Accessible training
Additional services such as transport and accommodation should be included in training.

- Improvement of training approach
It would be more effective to train farmers as a group together with their local extension officers. The inclusion of extension officers makes training more sustainable.
- More emphasis on commercial farming
Parallel to the long course where extension officers are trained, skills and knowledge for commercial farming should be more stressed.
- Joint venture with private companies
In order to reduce costs of training, support should be looked for from the private business circle. For example a seed company might be interested in supporting vegetable production courses if their seeds are advertised in the class.

Proposals: In order to address the challenges above, a number of actions need to be taken. Fundamental importance is in the commitment of the government and the preparation of an adequate long-term policy. Following is the list of the proposals:

- 1. To complete the Crash Programme, but with keeping in mind the actions to be taken after the Programme.**

For the Central Government

- 2. To prepare a policy that shows the direction that the training institutes will move forward.**
- 3. To prepare an implementation programme of the policy**
- 4. To hammer out the regular coordination mechanism for training matters between MAFC, MLD, and MITM.**
- 5. To streamline the training activities under a single administration line.**
- 6. To strengthen the linkage among training, research, and extension.**
- 7. To create special arrangement for strengthening the capacity of private service providers.**

For the Individual Training Institutes (MATIs and LITIs)

- 8. To acquire the accreditation of NACTE**
- 9. To establish an advisory board, strategic plan, and special taskforces.**
- 10. To start thinking seriously how to promote self-revenue mechanism.**
- 11. To review the contents of curricula to reflect the needs for commercial farming.**
- 12. To strengthen the connection with LGAs.**
- 13. To strengthen the linkage among training, research, and extension.**

1. Introduction

1.1 Background of the Study

Under the Poverty Reduction Strategic Paper, the Government of Tanzania (GoT) represented by the four Agricultural Sector Lead Ministries (ASLMs) including Ministry of Agriculture, Food Security and Cooperatives (MAFC), Ministry of Livestock Development (MLD), Ministry of Industry, Trade and Marketing (MITM), and Prime Minister's Office Regional Administration and Local Government (PMO-RALG), formulated the Agricultural Sector Development Strategy (ASDS) in October 2001, the Agricultural Sector Development Programme Framework and Process Document (ASDP F&P) in March 2003, and Agricultural Sector Development Programme, Support through Basket Fund, Government Programme Document (ASDP BF) in May 2006.

Recognizing the stagnation of the sector's performance, the ASDS/ASDP intends to introduce reforms in the sector so as to raise productivity and profitability levels, improve food security and contribute towards poverty reduction. Within this framework, training institutions, including the Ministry of Agriculture Training Institutes (MATIs), the Livestock Training Institutes (LITIs) and other related technical training institutes are expected to play an important role in updating knowledge and skills of farmers, extension officers, and other service providers. In pursuit of the agricultural service reform strategy under the ASDP, ASLMs are to ensure that the institutional arrangements and activities of those training institutes are reviewed to meet the demand for commercial farming and participatory knowledge and skills. The emphasis on demand-driven and business-oriented training, in particular, calls for an assessment by the ASLMs of the training institutes towards their reforms, including rehabilitation, re-equipping and re-training of staff.

While the importance of the training institutes is widely recognized among stakeholders, there has been no major undertaking with regard to the assessment of the institutes as well as possible intervention to improve their performance. Against this backdrop, JICA has considered it appropriate and timely to conduct a study to identify the present situation and problems that the institutes are facing, and come up with some practical proposals for next steps of improvement. The study was conducted with close cooperation with ASLMs. The study team was formed by three government officials and one consultant. Field trips were undertaken to observe present state of MATIs and LITIs and other related training institutes whereby relevant information and data were collected.

1.2 Objectives and Scope of the Study

Overall Objective: The overall objective of this study is to present a set of feasible reform actions that enables the ASLMs training institutes to serve more effectively to the advance of ASDP.

Specific Objectives: The specific objectives are:

- (i) To summarize the trend of the agricultural sector, in particular, of the needs of human resources for which the agricultural sector training institutes are to serve;
- (ii) To identify specific services to be demanded by potential clients (farmers, private sector and extension officials) from the training institutes;
- (iii) To examine target group of the institutes, i.e. farmers, extension officers and/or private sector personnel;
- (iv) To examine the contents of the training curricula including
 - Syllabi
 - Field work

- Linkage with FFS
 - Farmers' training
- (v) To present a practical action plan for the improvement together with institutional reforms, if any.

Scope of the Study: When one discusses about agricultural training, it is often the case that the discussion narrowly centres around the training of extension officers, or of private service providers or of farmers. In the present study, however, we like to view training primarily from the perspective of farmers. We would need training for extension officers, but those trainings are worthwhile only if they effectively facilitate farmers in solving their problems. Therefore, the major focus of the present study is training for farmers. Training for extension staff is discussed in the context of that for farmers. Training for private sector service providers is conceivable, but is not yet of wide application.

Another point relevant to the scope of the study is the range of institutes that the study covers. Given the diverse activities undertaken in the agricultural sector, the aspects that the training should address would be very broad. Consequently the range of training institute that the present study should cover is expected to be wide. However, because of the consideration below, the present study has put primary focus on the training institutes under MAFC and MLD, i.e. MATIs and LITIs.

Reasons for focusing on MATIs and LITIs are:

- In Tanzania, there are not many higher education institutes for the agricultural sector. Other than Sokoine University of Agriculture (SUA) and other a small number of agricultural colleges, MATIs and LITIs are only institutes that provide agriculture specific training. As such, these institutes have been and are the major training centres for farmers and extension officers.
- Within the foreseeable future, even though much commercial activities would be expected in the agricultural sector, it would be unlikely that new training institutes would emerge to serve to demands of farmers and private sector players. Business oriented programmes and those institutes offering such programmes seem to be increasing. But they may remain still relatively peripheral in the sector.
- Therefore, in order to address the rising needs of agricultural human resources, it would be more practical and maybe practical to make best use of the existing institutes rather than introducing new institutions.

However due consideration was given to the training institutes of other authorities such as MITM. The study team visited a broad range of training institutes and organizations which offer training programmes relevant to the development of agriculture. The list of relevant organizations is given in Table 1.1 in the next page where those visited by the study team was indicated by circles.

In addition, the study team visited the following organizations to collect views from still broader range of stakeholders.

- LGAs** : Arumeru DC (Arush Region) and Morogoro RDC (Morogoro Region)
- Private Sector** : Tanga Fresh Co. Ltd., Heifer International Tanzania
- Vocational School** : VETA Tanga, VETA Mubeya
- Research Institute** : Mbeya Zonal Agricultural Research and Development Office

1.3 Method of the Study

The present study has been done by literature review, interviews, site visits and analysis based on those collected information.

When organizations were visited by the study team, a set of questions were forwarded and the interview was conducted along the line of the questions. The presented questions are summarized in the Annex. Detailed study activities are also included in the Annex with the study schedule and the names of people interviewed.

Table 1.1 List of Training Organizations with Indication of Study Visit

	Name of Institute	Location	Remarks	Visit in this study
Under MAFC				
1	MATI Uyole	Mbeya, Uyole	General Agr. and Livestock	○
2	MATI Ukirugur	Mwanza	General Agr.	
3	MATI Ilonga	Morogoro, Kilosa	Food Production and Nutrition, General Agr.	○
4	MATI Mlingano	Tanga	Agro-mechnization	○
5	MATI Igurusi	Mbeya, Igurusi	Irrigation and Land Use	
6	MATI Tumbi	Tabora	General Agr. and Tobacco	
7	MATI Mtwara	Mtwara	General Agr.	
8	KATC	Moshi	Irrigation Rice, Short course only	○
Other Institutes affiliated to MAFC				
9	Kidatu (National Sugar Institute)	Kilombero	Sugarcane, Sugar production	
10	Ifakara	Ifakara		
11	Igabiro	Kagera		
12	Mogabiri	Musoma		
Under MLD				
1	LITI Tengeru	Arusha	Livestock (and Horticulture)	○
2	LITI Morogoro	Morogoro	Livestock	○
3	LITI Mpwapwa	Dodoma, Mpwapwa	Livestock	○
4	LITI Madaba	Ruvuma, Songea	Livestock	
5	LITI Temeke	DSM	Laboratory Technology	
6	LITI Buhuri	Tanga	Dairy Husbandry, Short Course onl	○
Under MITM				
1	Colleg of Business Education	DSM and Dodoma	Business, Marketing and Entrepreneurship	○
(Followings are not institutes for training per se, but have training activities.)				
2	Small Industries Development Organization (SIDO)	DSM	Agro-processing, Women's Entrepreneurship	○
3	Center for Agricultural Mechanization	DSM	Agro-mechanization	
4	Tanzania Engineering and Mechanical Design Development Organization	Arusha		
5	Tanzania Industrial Research and Development Organization	DSM		
6	Board of External Trade	DSM	Export of agro-products	○
7	Tanzania Bureau of Standard	DSM	Quality control and standard	○
Universities				
1	Sokoine Univ. Agr.	Morogoro		○
2	Moshi University College of Cooperative and Business Studies	Moshi		○

2. Agricultural Sector Trend and Expected Human Resources

2.1 Policy Trend of Agricultural Sector

The agricultural sector of Tanzania has long been characterized by the prevalence of subsistence farming suffering from low productivity and production levels. For example, the Tanzania Development Vision 2025 characterizes the sector as follows⁵:

The economy has remained largely untransformed. Agriculture, the backbone of the economy, continues to be dependent mainly on rainfall and on backward technology. Thus agricultural productivity is low and erratic.

Similarly, ASDS observes the weakness of the sector as⁶:

...Tanzanian agriculture has numerous weaknesses, including low productivity, poor coordination and limited capacity, underdeveloped supporting facilities, erosion of the natural resource base, inappropriate technology, dependency on rainfed agriculture, impediments to food market access and low public expenditure.

Recognizing the languish state of the sector and past inadequate approach to the agricultural development, GoT embarked on a comprehensive reform and developmental undertakings of the sector, which have resulted in the preparation of a series of important policy documents: ASDS (2001), ASDP F&P (2003), ASDP BF (2006). Throughout the preparation, a consistent vision has been maintained for the future of the sector⁷:

The agricultural sector will be modernized, commercial, highly productive and profitable, utilize natural resources in an overall sustainable manner and acts as an effective basis for inter-sectoral linkages.

Achieving these long-term goals will require the existing subsistence-dominated agricultural sector to be transformed progressively into commercially profitable production system.

Looking at each document more specifically with respect to human resources or training, one could find out following characterization:

ASDS (2001):

While the document encompasses a broad range of aspects of the sector, the major focus of the policy could be summarized as follows:

- Tanzanian agriculture should transform from subsistence to commercial enterprises.
- Private sector should take a lead in the transformation. Thus an enabling environment needs to be established for facilitating private activities.
- Promote public-private partnership in all aspects of the sector, including service provision, contract farming, and marketing.
- Enhance the participatory approach in planning and implementation.
- Much of development interventions will be conducted in a decentralized manner, including the extension services.

The document is very specific about skills required for farmers and other actors of the sector. It is also clear about the expected role of the training institutes (MATIs and LITIs) in conveying the skills, and what the government should do for that to happen. The document states⁸:

Training institutions including the Ministry of Agriculture Training Institutes (MATIs), ... (LITIs), ... and others will play an important role in updating the knowledge and skills of

⁵ Tanzania Development Vision 2025, by the Government of Tanzania, in Section 2.2.1

⁶ ASDS, p. vi

⁷ ASDS, p. 12

⁸ ASDS, pp. 32-33, emphases of underlines are by the author, while by bold letters is the original.

farmers, extension staff and other agricultural professionals. *Entrepreneurial skills will be critical for the commercially oriented agricultural clientele. Extension staff will play a leading role in imparting those skills and they will make agribusiness management an important part of their extension message. For this reason, the lead Ministries will ensure that training curricula of MATIs and LITIs are reviewed and updated to include agribusiness management and participatory knowledge and skills. Topics on HIV/AIDS, human nutrition, gender and the environment will also be included in all agricultural curricula. There will also be modules for demand-driven short courses for farmers and other stakeholders. The emphasis on demand-driven training calls for a reassessment by the lead Ministries of existing training institutions with rehabilitation, re-equipment and retraining of staff in those institutions with a viable future.*

This description is straight forward in what should be done in the training sub-sector. It also makes clear what the government should do for the intended goals.

ASDP Framework and Process Document (2003):

ASDP F&P was prepared to be a tool for implementing ASDS. As the title suggests, however, the document focuses more on implementation framework, i.e. institutional arrangements and management, and consequently not much discussion was given to detailed activities⁹. Still, the document is basically in line with ASDS with regard to the vision of the future agricultural sector¹⁰: *Successful transformation of agriculture – through the implementation of ASDP – will critically depend on helping smallholders move from subsistence production to commercial agriculture.* The document observes the essential needs of smallholder farmers are¹¹:

- Access to land and natural resource
- Mechanization
- Credit and direct financial support to production
- Improved production technologies
- Post-harvest storage and processing
- Markets

Being a document laying groundwork for the implementation, ASDP F&P is less informative on how to proceed to the commercialization and business oriented agriculture. With regard to training, the document did not elaborate much on the detailed activities. Training is enlisted as an element of the component *B2: Research, Advisory Services, and Training*, in *Sub-programme B: Agricultural Sector support at National Level*. The works to be done in the training are stated only as follows¹²:

- Improve oversight capacity for quality of training services
- Harness national capacity to finance and support training
- Provide training

ASDP Support through Basket Fund, Government Programme Document (2006):

The document has been prepared in the continuous effort to operationalize the vision embraced by ASDS. Unlike the previous documents, the ASDP BF is intended to present specific interventions for the agricultural development. After ASDP F&P, elaboration was

⁹ ASDP F&P reflects the influence of the then on-going shift of administrative structure and development approach. For the former, Tanzania was at that time in the process of decentralization, thus ASDP F&P devoted much space in elaborating the structure and classification of activities between the national and local level. Also, the document articulated the coordinating and management scheme among stakeholders so as to assure the sector wide approach: a new post-project-based approach conceived with much expectation.

¹⁰ ASDP F&P, p. 9.

¹¹ ASDP F&P, p. 9.

¹² ASDP F&P, Annex 2, p. 4.

continued in parallel at the national and local levels¹³. ASDP BF is an integrated version of the two sets of interventions under the sector basket fund.

While the document shares the same vision of the future agricultural sector, the focuses have been narrowed as its views on the constraints of the sector suggest¹⁴:

Key constraints to achieving Tanzania's agricultural growth targets, including both the shift from subsistence to commercial agriculture and the growth in existing commercial enterprises, includes:

- (i) High transaction costs due to the poor state of lack of infrastructure, ..., and the overall policy and regulatory environment governing market transaction ... ;*
- (ii) Under-investment in productivity enhancing technologies. ... , progress has been hampered by the relative under-investment in research. ... ;*
- (iii) Limited access to technology demand and delivery channels ... ;*
- (iv) Limited access to financing for the uptake of technologies;*
- (v) Un-managed risks with significant exposure to variability in weather patterns with periodic droughts. ... ;*
- (vi) Weak co-ordination and capacity in policy, and the formulation and implementation of public intervention among the various actors in the sector*

As such, ASDP BF does not encompass all the issues laid out in ASDS, which is clearly acknowledged in the document¹⁵. The programme rather focuses on a) capacity development and empowerment of farmers, b) reforming and improving capacity of both public and private service providers, c) improving the quality and quantity of public investment in physical infrastructure.

Regarding training and human resource development which is primarily discussed in the context of improving the agricultural service delivery at the local level (Local component 1.2 and 1.3), the perceived scenario is as follows¹⁶:

- Envisioned state of the service delivery is that farmers are empowered so that they can identify their problems and make contracts directly with private service provider to solve the problems.
- For that to happen, first, farmers are to be empowered through training.
- Farmer training will be provided at the national level with the contents being group formation, technology testing, group leadership and networking (for establishing farmer fora).
- For private sector service providers, awareness and publicity supports will be provided so that many of them will participate.
- Extension officers are expected to play key roles in training, facilitating and supporting farmer group formation, farmer networking and assisting groups and farmers' fora/network to develop service contract proposals and plans. They will collaborate with research in conducting on farm trials. They will also link with the district in ensuring the availability of current extension materials for the Ward Resource Centers.

Another important feature of the programme is that substantial funds are supplied to the LGAs with expectation that they will be responsible for almost all development activities including capacity building of staff and farmers, and improving the agricultural service provision.

As summarized above, in the ASDP BF, the training sub-sector is not given much importance,

¹³ The interventions at the national level were prepared as ASSP (Agricultural Service Support Programme) (July 2004), while the ones at the local level was arranged as DADP Support Programme (May 2005).

¹⁴ ASDP BF, p. 7.

¹⁵ ASDP BF, p.6, 1.4 Scope of the Programme

¹⁶ ASDP BF, pp. 16-17, and 26.

nor is given sufficiently articulated interventions. However, having the major focus on farmer empowerment and promotion of private service providers, the intervention is closely related to the training issues. For example, there are great opportunities and responsibilities for the training institutes in empowering farmers through training though the programme is not clear who will perform that training. The document only says that will be done at the national level. Similarly, it is only expected that private service provider will come out once the opportunities are revealed. However, it would be more practical to consider a transition where public sector remains for a time as a majority of service providers while effort will be made to promote private providers through training and other measures.

In sum, these policy documents (ASDS, ASDP F&P, and ASDP BF) share the same vision that the agricultural sector will transform to a modern, technically more advanced, and economically viable sector. They consider that many farmers will move out of subsistence to commercial farming. Farmers are to engage more in market transactions and produce outputs of greater values so as to generate additional income. Also the documents consider such transformation will be led by active participation of private sector. These envisioned characteristics of the “new” agricultural sector should be considered as guiding marks when discussing about the future of the training institutes.

2.2 Production Trend of Agricultural Sector

According to the Agricultural Sector Review conducted last year (2006), the sector has been performing rather well for the last several years. The average real growth rate of the sector of the last five years (2001 – 2005) is almost 5% well above the population growth rate of 2%. More striking observation was that the composition of the sector has been diversifying and that diversification seems to be the source of growth. Farmers are shifting more to income generating crops such as vegetables, fruits, oil seeds, chicken and egg, and milk production. The review found that:

- i) The sector growth is accelerating with the major thrust seemingly coming from the diversification of crop production, in particular by the increase of new cash crops such as vegetables, oil seeds and fruits;
- ii) Export is diversifying with increasing shares in total export of non-traditional crops such as floriculture;
- iii) Private investment is expanding with labour-intensive activities;
- iv) SACCOs are increasing across the country to serve the growing cash demand among farmers.

However, with the following unchanging characteristics:

- v) Productivity of crops and livestock has been stagnating;
- vi) Irrigation and mechanization have not seen any major improvement for the last decade;
- vii) Land areas for agriculture has not expanded, though the composition of land use is diversifying with more land allocated to vegetables and other crops of higher values in market;
- viii) Producer incentives measured by the coefficient of producer price – export price are disappointing for traditional cash crops, though they are better for non-traditional crops.

So, it seems that Tanzanian agriculture is changing gradually but steadily toward the state of more diversified and market-oriented undertaking.

Besides the general observations made by the review, there are many new things emerging on the ground. For example, the arrangement of contract farming is expanding in Tanzania, i.e. the Tanga Fresh Co. Ltd. Of Tanga for milk processing and delivery, paprika production in Iringa and Songea, flower production in Arusha. Also observed is the expansion of jatropha

for bio-fuel production. Maize, sugarcane and soybean are also potential source of ethanol fuel whose production has already been widely commercialized in other countries.

In conclusion, the agricultural sector is transforming, even though the pace is still slow. The government together with farmers and other stakeholders need to accelerate the process. Training has in this context particular importance. As a single source of producing competent human resource, a better arrangement of the training institution should be urgently required.

2.3 Expected Human Resources

As seen in the policy trend, the agricultural sector has been envisioned to transform from subsistence to commercially oriented undertakings. For such transformation to materialize, what sort of characteristics, skills and knowledge would be needed for farmers and those who support farmers? Here we will keep our view primarily at two levels, i.e. the needs of farmers and of extension staff, as the current major clientele of the training institutes are both groups. However, this does not preclude the possibility that the institutes would offer training services to groups of people who would engage in agricultural service provision. Farmers' needs are directly related to their transformation to commercial farming, while extension staff's are those of facilitating farmers and the dissemination of knowledge and skills.

2.3.1 Past findings on the training needs and desired skills and characteristics of human resources

In the past, several studies were conducted to find out training needs of extension staff and farmers. The one conducted in 1996 would be the first of the kind in the relevant past. The study was undertaken for the purpose of a stocktaking of National Agricultural and Livestock Extension Rehabilitation Project (NALERP) and input-supply to National Agricultural Extension Project, Phase II (NAEP II). The study looked at the needs of training at five levels of target groups: farmers, frontline extension staff, extension managers (LGAs officers), trainers (tutors of MATIs/LITIs), and development facilitators. For the present discussion, we focus on the first two groups. The major training needs found by the study for the groups are as follows.

[Farmers]

Crop related: Seed selection; Pest and disease management; Crop rotation; Use of fertilizers; Organic farming; Draft power; Vegetable production; Post harvest technology; etc.

Livestock related: Feeds; Health; Vaccine; Breeding; Husbandry practice; Processing of products; Housing; Calving; Stock management; etc.

Social and economic related: Soil and water management; Farm planning, budgeting, and marketing; Resource management (land, labor and cash); Gender, leadership, participatory approach, and group development; Food and nutrition, etc.

Effective training approach: Practical training and demonstration; Tour and exchange visit; Field day; Printing materials; Discussion and exchange of experiences, etc.

[Frontline Extension Staff]

Extension approach including social aspects: Participatory approach with the coverage of problem identification, surveying, analysis, and planning and priority setting; Group formation and management techniques; Adult education skills and communication skills; Skills to have specific target in accordance with the farmers' resource and natural conditions; Needs assessment skills; Skills to address gender issues; Extension management skills.

Economic development: Market and input information; Farm management (simple cost

benefit analysis); Entrepreneurship; Development linkage (connection to market, inputs, information, other services); Informal credit knowledge.

Technical knowledge: Natural resource management; Crop production aspects; Livestock production aspects; Socio-economic aspects.

Information collection and research at village level: Understanding farming systems; On-farm trials; Obtain feedback from farmers; Carry out simple adoption study (M&E); Report writing skills.

Although this study was conducted more than 10 years ago, the findings seem to be still relevant to the present situation. This implies, however, that not much have done so far in the training sub-sector. Apart from the technical needs both in farmers and extension staff, which are conventional and would obviously be needed for the coming years, interesting observation is that the frontline extension staff had already been aware a broad range of needs that have been advocated in the policies.

Another informative study is *Mechanism for Contracting Extension Services* (Nov. 2000)¹⁷. Though this study attempted to identify areas of extension services that can be out-sourced to private service provider, along the study it examined the current tendency of extension services and farmers' demand for the services.

According to the study, extension services were (at that time) more likely to focus on technological transfer, and farmers in turn expected such information from the service agents (The results of the survey is shown in Annex). Also farmers tended to expect extension agents directly involved in farming practice including inputs supply and market findings, while the agents were also concerned about the supply of inputs and others because they were aware that new technologies could not alone promote productivity without due application of inputs and chemicals. The analysis implies that farmers and extension staff share similar concerns and thus if situation arises close communication would easily be established. On the other hand, the study found problems in such aspects as a) farmers often did not know what services to expect from the extension services, because they thought they knew everything they needed to know about farming as they had been farming for whole time, b) extension staff thought mobilization of farmers or group promotion was not their work, as they perceived they were technical supporters, c) many extension agents lack expertise in problem solving and group facilitation to stimulate demand for extension services.

Observing these conditions on ground and envisaging future development of the sector, the study proposed five tasks of future extension services to perform:

- (i) Farmers mobilization for problem solving: Extension agents are expected to re-orient their approach so as to work with communities to solve prevailing problems in a holistic manner.
- (ii) Networking and coordination for sustainability: Because farmers' problems are multifaceted, village based extension workers should be able to connect to outside information sources, inputs suppliers, and credit sources.
- (iii) Team approach to problem solving: Conventional disciplinary or commodity approach to deliver agricultural extension services is no longer adequate for solving farmers' problems. The problems are related to infrastructure, processing, marketing, and many other services. Therefore extension staff should work together with other internal or external institutions to solve the problems.
- (iv) Quality control of inputs: Extension agents should be more active in quality control of

¹⁷ This report was prepared by by A.C. Isinika et. al. as a summary of the study, *Mechanisms for Contracting Out Selected Extension Tasks to Different Agents* by MAC (September 2000), which was undertaken as an response to the on-going decentralization, in particular to the transferring the responsibilities of extension services to the LGAs.

seeds, fertilizers, and all other farm inputs, because in rural areas, they would be only authority to assure farmers of such conditions.

- (v) Technology development and verification: Though the participation of extension staff in technological development in on-farm trials, new areas were emerging in the field of indigenous technical knowledge. Extension agents should be instrumental to advice local authority in promoting research and experiments.

Though the situation of agricultural sector has moved slightly ahead, these findings are still relevant to the present situation and to the assessment of training needs for extension officers. In particular, the study's suggestion that multifaceted and holistic approach is important should be considered seriously.

Another interesting study is *Assessment of Performance of Past and Current Agricultural Extension Providers in Tanzania*, prepared for MAC in 2000. The report was prepared in response to the Mid Term Review of NAEP II which revealed some disappointing results of the project during the preceding four years. In the process of finding out long-term proposals for better extension services, it examined the problems that hinder farmers' adoption of new research outputs. Among several problems, one concerns with the lack of knowledge particularly on the both parts of extension agents and farmers. The document report¹⁸s:

- a) *Lack of knowledge on the part of both farmers and extension staff.* In particular, extension staff tended to focus on a limited range of technologies, especially concerning the major food and cash crops.
- b) New varieties often do not have matching technologies in consumption, processing, or storage. Therefore farmers have no incentives to adopt.

These problems could be remedied by strengthening and expanding the contents of training.

2.3.2 Expected characteristics and skills of human resources

Fundamental responsibility of the agricultural training institution is to produce agricultural professionals (farmers, extension officers, or private service providers) who will be competent in the emerging environment of the sector. As briefly described in the previous sections, the landscape of the sector is changing, requiring new skills and knowledge for all people working in the sector.

Assessing the findings in the past studies and emerging environment of the sector, we consider the following as necessary elements: attitudes, characteristics and skills. These elements are presented in two groups: for farmers and for extension staff. Note however, that the elements for extension staff are only re-arrangement of farmers' with a view that they are to facilitate farmers to obtain the elements. Importance was given to the promotion of capability of commercial farming, group approach in aspects of planning, management, and investment, and networking to other stakeholders. It is believed that incorporating these elements in the curriculum would be urgently required.

[Farmers]

Technological skills: As before, farmers are encouraged to advance their technological skills. But emphasis would be placed more on value-addition rather than simple production increase. Storage and processing should be more focused. Quality control and improvement would be of vital importance. Even packaging and transport system could be a part of knowledge that modern farmers need to have. Conventional view that technologies are needed to expand outputs is no longer sufficient in the commercial farming.

¹⁸ *Assessment of Performance of Past and Current Agricultural Extension Providers in Tanzania*, MAC (August, 2000), p. 31

Self-help mindset: For any farmers who move from conventional status to a new mode of life, the first requirement is to change their mind-set. It has been observed that many of farmers are still in a mode that supports are due from the outside, especially from the government. It is true that in some areas where markets are less developed, thus farmers have hardships beyond their capacity. But there are regions such as Arush, Kilimanjaro, and Mbeya, where farmers actively engage in market transactions, attempting new crops and looking for new market outlets. Therefore, the change of mind-set is not impossible. Across the country, however, majority of farmers still dwell in the conventional mind-set. For the commercial farming to be really taking place, minds must first be liberated to those of self-help. For any commercial activities, the mind of inquiring and forward-looking is indispensable.

Capacity of coping with market demand, supply and price changes: Engaging in market transactions requires ability to see opportunities, either price difference, new crops, or new markets. Also farmers are required to be vigilant enough for not missing the opportunities. For all these requirements, information is essential. Therefore commercial farmers need to know the importance of information of market and outside world including technological development and regulatory changes.

Ability of planning: In general, farming is a long-term undertaking. Even the shortest cycle would require a few months. If production is concerned with perennial plants or livestock, the plan stretches over several years. In commercial farming, farmers are not selling accidental surplus of their outputs. The sale is more an intended action. Farmers are intentionally produce surplus and sell them to markets to obtain profit. In such circumstances, planning and its management are inevitable. A well prepared plan reduces the risk of loss, increases the chance of profit, and consequently raises the likelihood of expanding their production.

Planning requires many things, including preparation of inputs, scheduling of farming activities, and financial arrangements. But fundamental issue is to structure all related actions in a time line so that necessary things are to be done in a timely manner. In this respect, training should have a great impact.

Managerial capacity: Planning and management are different things. Management is the operation and coordination of things according to the plan. Once a plan is laid out, actions need to be taken according to the plan. People and materials are to be mobilized and funds are to be made ready for payment. In reality, situation will change over time and original plans need to be modified. Then actions are subsequently taken according to the new plan. Management in commercial farming requires a whole new set of skills. On top of technological skills and knowledge, farmers need to deal with record keeping, quality control, delivery and transport, (maybe packaging and processing), financial management, and contracting. If production is done by a group, group management is also an important issue.

Saving and investment for capital accumulation: For subsistence farmers, the idea of investment is new. For those who are in conventional farming, income is so small that saving a part of income for the future benefit is often beyond their capacity. But if the commercial farming is to take place, farmers need to be encouraged to save, accumulate capital, and invest to the future. Parallel to the encouragement, opportunities of cash income should be promoted. Even a small gardening and little livestock husbandry around house should be considered for the opportunity.

Ability of adopting new technology: Farmers are expected to be more open to new technologies and varieties/breeds. To adopt new things requires more than knowing them. Farmers need to be capable of seeing potential benefits of new technologies and able to take risks. Those who attempt to adopt new technologies need also to know the access to inputs, credits, and technical advice. In adopting new technologies, facilitation by the extension staff and group formation also play key roles.

Importance of value-addition: To take better position in market, farmers need to recognize the importance of value-addition. Value-addition is often realized by processing the outputs. The less processed is a product, the less it has value in market, then the less able to command in market transaction. Processing does not necessarily mean to transform the nature of the products. Storage is one simple type of processing (value-addition), because by shifting the timing of supply, farmers are intentionally controlling the value of the products.

Environment and resource conservation: Modern farming often requires a great volume of inputs putting stress on environment and natural resources around the farm. It would be necessary for farmers to recognize the potential long term effect of such measures if they would be able to continue profitable farming for a long time. On the other hand, there are growing demands in market that consumers welcome organically friendly crops. Modern farming does not necessarily mean technology intensive, mechanized, high inputs farming. As long as quality is maintained, labor intensive farming could make farming sufficiently profitable.

[Extension staff]

Facilitation mindset: One key point that all extension staff need to recognize is that the conventional idea that major task of extension service is to impart technical knowledge to farmers is no longer sufficient. Transfer of technical knowledge will remain important in future, but the difference is that the service is no longer a one-way communication. The new approach is that the extension staff facilitates farmers to find the problems themselves and works jointly with them to solve the problems. In other words, the new approach requires extension staff to be capable of enhancing both technical matters and empowering farmers. The difference in these two approaches must firmly be understood by the staff.

Participatory approach: Closely related to the first element is the participatory nature of the services. Here, the point is rather a matter of skills of encouraging farmers and community members to participate in discussion and planning. Skills of this category also include group formation skills and group management skills. Extension staff is expected to disseminate these skills among farmers.

Commercial farming: This category of knowledge and skills include many aspects mentioned in the requirements for farmers above. The subjects cover: market linkage, farm planning, managerial skills, loan application and management, economical evaluation, proposal and report writing, and natural and environmental management.

Networking and coordination: Extension agent can not be a superman to solve everything by himself. Problems that farmers face in field are multi-faceted. Solutions for such problems are necessarily multi-sourced. Therefore the new extension officers need to be well connected to various information sources, be allowed to access external sources, including input and output markets, research, and training sub-sectors. Officers are required to positively develop such networks.

3. Roles of MATIs and LITIs and Present Effort of the Government

3.1 Institutional Structure

3.1.1 Administrative structure

As shown in the tables below, there are eight (8) MATIs and six (6) LITIs. Major characteristics of the institutes are also shown in the tables.

Being government training institutes, all MATIs and LITIs are primarily administered by the respective technical ministries. Prior to the division of MAC into MAFC and MWLD in 2000, all training institutes were under a single ministry. But following the separation, they were grouped into MATIs which are under MAFC (previously MAFS) and LITIs under MLD (previously MWLD). The separation has caused some adverse influence in their operation as discussed later in the report. At present, for MATIs, the Division of Research and Training (DRT) of MAFC is the office that they are to report to. For LITIs, the Division of Research, Training and Extension (DRTE) of MLD is. Both offices are in charge of training and research. However, while DRTE includes extension services as one of their responsibility, DRT of MAFC does not. The responsibility of the extension services in crop sub-sector is vested in the Division of Crop Development. This last point is discussed further in relation to the issue of dispersion of training activities.

Table 3-1. List of MATIs with Major Characteristics

No.	Name of Institute	Location (Region)	Major Characteristics
1	MATI Uyole	Mbeya	* Largest MATI with capacity of students (Long and Short Course) being 500
2	MATI Igurusi	Mbeya	* Relatively small institutes (capacity of 80) * Focus on Irrigation and Land use
3	MATI Ilonga	Morogoro	* Third largest institute with 216 capacity * Focus on Food and Nutrition
4	MATI Mlingano	Tanga	* Specilized in AgroMechanization
5	MATI Ukiriguru	Mwanza	* Second largest institute with capacity of 260
6	MATI Tumbi	Tabora	* Subjects are offered in General Agriculture and Tobacco.
7	MATI Mtwara	Mtwara	* Some focus on cashew nuts production.
8	KATC	Moshi	* Particular focus on irrigation and rice production. * Offer only short courses for farmers and extension officers. * Significant support from a donor.

Source: Prepared by the study team based on the field information

Table 3-2. List of LITIs with Major Characteristics

No.	Name of Institut	Location (Region)	Major Characteristics
1	LITI Tengeru	Arusha	* Largest institute with capacity of 400 * It includes Horticulture Training Unit.
2	LITI Morogoro	Morogoro	* Third largest institute with capacity of 200. * In addition to the Animal Health and Production, it offers a course of Range Management and Tsetse Control.
3	LITI Mpwapwa	Dodoma	* Second largest institute with capacity of 240. * It coexist with the National Livestock Research Institute.
4	LITI Madaba	Ruvuma	* Offers only certificate course and short courses. No diploma course.
5	LITI Temeke	DSM	* Focus on laboratory technologies
6	LITI Buhuri	Tanga	* Offers only short course.

Source: Prepared by the study team based on the field information

MATIs and LITIs receive financial support from the mother ministries for staff salary (Personal Emolument), operational expenses (Other Charges), and development expense. In addition, the courses and curricula are centrally administered. Teaching materials are prepared and updated by the central ministries. However, due to the financial retrenchment afflicting the central government during the latter half of the 1990s, some of the institutes

sought for areas where they have their own decision. The expansion of short courses and the establishment of their own production units are two of those areas.

As briefly described in the tables, MATIs and LITIs have different features. For example, MATI Igurusi is specialized in irrigation and land use, while MATI Mlingano is in agro-mechanization. Some MATIs reflect local agriculture such as MATI Tumbi on tobacco and Mtwara on cashew. Though included as one of MATIs, KATC maintains a fairly distinguished feature as it receives significant support from a donor and its objectives and activities are circumscribed by the nature of the agreement of the support.

Similarly, among LITIs, LITI Tengeru has the largest scale of capacity together with the Horticulture training section. This horticulture training section is still under discussion between MAFC and MLD. The issue took place when the agricultural ministry (MAC) split into MAFS and MWLD in 2000. Since then the training section of horticulture remains at LITI tengeru despite that horticulture is a sub-sector of MAFC. LITI Morogoro has a specialized course of range management and tsetse control. Likewise, LITI temeke concentrates on laboratory technologies. LITI Buhuri offers only short courses for farmers and extension officers.

The diversity of MATIs and LITIs is to some extent the reflection of local conditions and past history (donor projects and government plans). For the future development of the training institution, though the existing arrangement should be respected well, careful examination would be necessary to make best use of available resources.

There are other organizations which have different or weaker affiliation with the ministries in terms of training activities. For example, MAFC has Kidatu Sugar Training Institute. The institute focuses only on sugar production, and does not teach general agriculture. There are training institutes run by private/NGO entities but adopt curricula and materials prepared by the ministry. Such institutes include Igabilo in Kagera and Mogabiri in Musoma.

3.1.2 Structure of education system

Being training institutes, all MATIs and LITIs fall into the category of the middle level technical college (including both agriculture and engineering technical colleges). They are guided by the National Council for Technical Education (NACTE), apart from the administration by the respective technical ministries. An overview of the educational system of the country as well as relative position of MATIs and LITIs in the system is given in Diagram 1 in the following page.

The field of technical education which targets those graduated from the primary school (Standard 7), is divided into several levels: from the bottom of level 1 through up to level 9 and above, each of which corresponds to the award of certificate under the system of the National Technical Awards (NTW). The agricultural training institutes, i.e. MATIs and LITIs are responsible for NTW levels from 4 to 6, while levels 1 through 3 are taken care of by VETA and levels 7 and above are tended by technical institutes such as Dar es Salaam Institute of Technology (DIT) and Mbeya Institute of Science and Technology (MIST). Above those technical colleges are universities such as Sokoine University of Agriculture (SUA), University of Dar es Salaam, and Mzumbe University which are guided by the Tanzania Commission for University (TCU), an educational body different from NACTE.

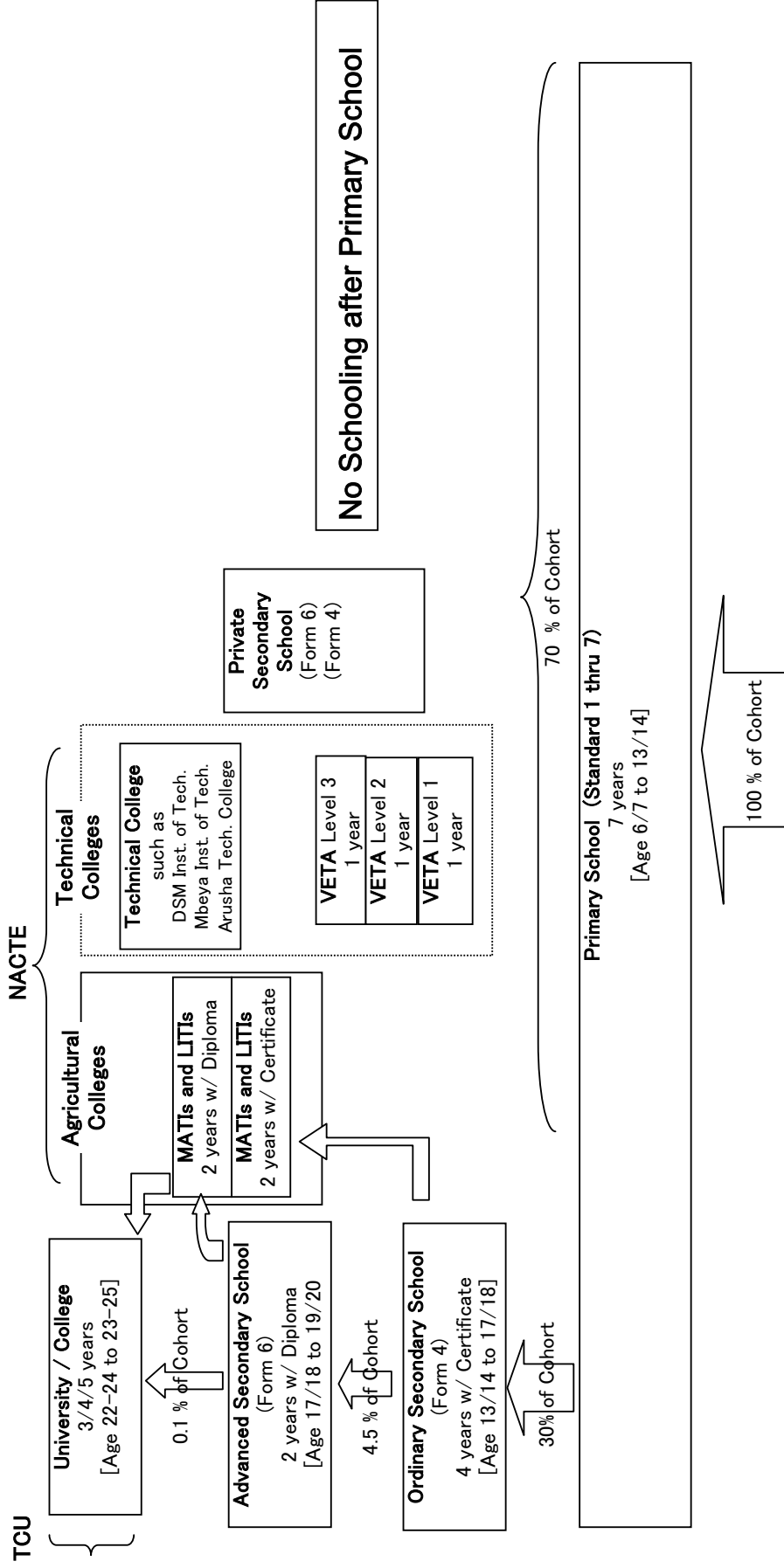


Diagram 1. General Education System (as of 2006)¹⁹

¹⁹ The share (%) of the cohort which joins the programme is very rough estimate obtained by a few unofficial interviews. Given the current effort of the government to establish many secondary schools and other institutions, the numbers should be considered tentative and are most likely to underestimate the present status.

3.1.3 Importance of accreditation

Apart from the technical guidance that MATIs and LITIs receive from the ministries, they are subject to the requirements given by NACTE to keep up their educational quality. This is especially so with regard to accreditation. In order for the training institutes to be widely acknowledged for their educational quality in the country as well as outside the country, they need to obtain accreditation from NACTE, and there are a few requirements for the institutes to meet for the accreditation. Obtaining accreditation is necessary not only for assuring the quality of education for clients but also for being semi-autonomous in their operation. In order for the training institutes to become more independent and more flexible to respond the ever changing demand of the agricultural sector, the accreditation is the first hurdle for the institutes to overcome. The requirements for the accreditation are summarised in the table below.

Table 3-3. Accreditation Requirements

No.	Requirement	Some explanation
1	Establishment of Advisory Board	*To make institutes transparent and semiautonomous by being supervised by this advisory board for their dai-to-day operation
2	Modularization of Courses	* Modular: Set of specific instruction and contents for particular subject
3	Semesterization of Academic Cycle	* To have 2 semesters per 1 academic year
4	Tutor Registration	(1) Certain number of tutors need to have proper academic degree (Univ. Degree or Diploma) (2) All tutors need to undergo the teaching-method training course offered at LITI Morogoro.
5	Quality Facilities	* Facilities include: Classroom, Laboratory, Library, Dormitory, etc.

Source: Interview to the Study Counterparts

3.1.4 Annual supply of agricultural professionals

Currently the agricultural sector personnel (technicians, researchers and other sector specific professionals) are produced by MATIs/LITIs and other agricultural universities such as SUA. The estimated number of annual production of agricultural professionals from these institutes is summarized as follows.

As seen in the table, the total number of new personnel in the sector is still limited in comparison with the vast requirements of the sector. For example, according to the latest estimate of the government in the programme of strengthening the extension services, the government needs to recruit about 2,500 to 3,000 field officers for the coming 4 years to fill the gap between the number of currently in-service officers and the number that theoretically required to meet the national goal of one officer at one village. It should also be noted that majority of university graduates prefer working in town rather than in rural areas, a tendency further exacerbating the human resource supply to the sector.

Table 3-4. Rough Estimates of Annual Supply of Agricultural Professionals

Name of Institutes	Number of Graduates per year (Approximate)
MATIs, LITIs and other Training Institutes*	700
Sokoine University of Agriculture**	1,000
Other Institutes of Higher Education***	100
Total	1,800

Note: * Here included are 7 MATIs, KATC and 6 LITIs,

The computation of the estimate is given in the annex.

** The estimate of the number of SUA graduates is obtained from the interview to the staff of RADAG who himself graduated from SUA recently.

*** Here include such institutes as Moshi University Cooperative College of Business Studies (MUCCoBS) and Saint Augustine University of Tanzania (SAUT) which have courses relevant to agriculture.

3.2 Present Roles of MATIs and LITIs

3.2.1 Roles of MATIs and LITIs

The predecessors of MATIs and LITIs were established with various backgrounds in the past. For example, the oldest training institute was established in 1930 at Mpwapwa for training veterinary scouts. At that time, a veterinary research station was there, established by the German administration. Another old institute is Ukiruguru which was established in 1939 as an agricultural training center. Other institutes have been established over the next 60 years with different backgrounds. Some of the institutes were established by private organizations (e.g. religious organizations). After the independence, the ministry of agriculture set up a training division and started to establish their training institution under a systematic plan. The contents and approach of training at those institutes have undergone a number of changes depending upon the government policy and donor programmes. However, the basic role of the institutes has remained the same as supplying the middle level technical experts needed in the agricultural sector. The “middle level” expert here means such personnel as field extension officers deployed at villages, wards, and the local government, and research technicians at laboratories and other research centers. The qualification that these institutes offer to students after they complete the programme has risen from Certificate only in the past to both of Certificate and Diploma with focus on the latter increasing in these days, reflecting the expanding demand of knowledge and skills and higher academic levels in society.

Prior to the division of the Ministry of Agriculture and Cooperative (MAC) into MAFC and MWLD in 2000, the training institutes were all under a single authority and many of the institutes offered both crop and livestock courses within the same programme. However, after the division took place, the institutes were also separated into the two sub-sectors of crop (MATIs) and livestock (LITIs). While all institutes retain the similar goals in their operation, the focus has gradually shifted apart from each other.

In MATIs case, the institutes are under the directive of MAFC, Division of Research and Training (DRT), in particular its training section. According to the Functions and Organization document of the ministry²⁰, the section has the following responsibilities:

This section will be responsible for conducting short and long term pre-service and in-service training for the technical staff of the Ministry (certificate and diploma) and will also offer tailor-made training to youth and farmers. The section will therefore perform the following main activities:

- * *Manage and administer the ministry's training institute.*
- * *Carry out pre- and in-service training to the technical staff of the ministry and other private students.*
- * *Develop strategies and programmes for institute sustainability.*
- * *Coordinate with other departments on schedule of training programme.*
- * *Review and update curricula in line with client's demands.*
- * *Carry out tailor-made training short courses on agriculture disciplines for extension staff, farmers and youth.*
- * *Seek and provide scholarships within and outside the country to in-service technical staff, and*
- * *Facilitate staff exchange programmes within and outside the country for farmers and technical staff.*

As described here, the training institutes are administered by this section for the purpose of

²⁰ *The Functions and Organization Structure of the Ministry of Agriculture, Food Security and Cooperatives (Approved by the President on 18th April, 2006), by President's Office Public Service Management (April, 2006)*

training ministry's technical staff as well as farmers and youth of the country.

On the other hand, individual training institutes are also clearly aware of their responsibility as typically described in the mission statement of MATI Uyole²¹ below.

(Vision) To be a centre of excellence for providing agricultural training and consultancy services in Tanzania

(Mission)

- * *To provide quality agricultural training for practicing farmers, future farmers, and agricultural technical staff.*
- * *To provide consultancy services on improved agricultural practices to the neighbouring farming community, and*
- * *To establish and manage a model crop and livestock production farm for purposes of supporting training and supplement institute income.*

Following the responsibilities of the ministry's due section and their own mission, the training institutes are currently engaged in the following activities.

- (1) To conduct long courses (2 years) for Certificate and Diploma qualifications, which are often called pre-service training.
- (2) To conduct short courses (various durations) for farmer training and re-training of in-service technical staff (mostly extension officers).

In addition, almost all institutes engage in consultancy services and farm production and sales. This activity is needed for raise their own revenue as we find out in the latter part of the report, the institutes have been in great distress of finance, and struggled to survive in finding out their own financial sources.

3.2.2 Courses offered by MATIs and LITIs:

With a few exceptions, all MATIs and LITIs offer long courses leading to either Certificate or Diploma qualification, and a variety of short courses. Both the Certificate and Diploma courses require two year training in the institute. Diploma is a higher qualification as Certificate is one of prerequisites for the Diploma course. As summarized in the table below, the Diploma course has a variety in specialization, while the Certificate course has only one kind.

Both courses contain theoretical and practical trainings. The general contents of the courses are given as curricula by the central ministries which oversee the arrangement of courses of individual institutes. Based on the curricula, syllabi will be prepared for each course, which include specific contents to be taught in a particular course. For theoretical part, training is mostly conducted in classes and facilities of campus. Practical training is conducted by out-reach programme and field practicals. In the former, students will visit neighboring villages with institute's tutors or local extension officers, and observe and engage in actual farming practice and extension services. In the latter, students are sent for an extended time to private or public farms, agricultural organizations or agro-business entities whereby they work just as one of workers of the receiving organization. At many MATIs and LITIs, the importance of practical experience is commonly recognized and advocated. However, the shortage of funds and transport facilities make such exercise difficult for the institutes to undertake on regular basis.

²¹ *Situation Analysis Report*, by Ministry of Agriculture, Food Security and Cooperatives (May, 2006)

Table 3-5. Courses offered by MATIs

Course Description	Duration	Prerequisite
Long Course		
Certificate Subjects: Agriculture	2 years	* Completion of Form 4 (Ordinary Secondary School) with Science subjects
Diploma in General Agriculture in Crop Production in Food Production and Nutrition in Irrigation in Land Use in Agro-mechanization in Animal Production*	2 years	Either of the following: * Completion of Certificate in Agriculture * Completion of Form 6 (Advanced Secondary School) with Science subjects
Short Course Many subjects	various* (from a few days to a few months)	No special requirements. The course is primarily for farmers and re-training for in-service officers

Note: * Diploma for animal production is offered in MATI Uyole, despite the separation of ministries into MAFC and MLD.

Table 3-6. Courses offered by LITIs

Course Description	Duration	Prerequisite
Long Course		
Certificate Subjects: Animal Health & Production	2 years	* Completion of Form 4 (Ordinary Secondary School)
Diploma in Animal Production in Animal Health in Range Management & Tsetse Control in Veterinary Laboratory Technology in General Agriculture* in Horticulture*	2 years	Either of the following: * Completion of Certificate in Agriculture * Completion of Form 6 (Advanced Secondary School) with Science subjects
Short Course Many subjects	various* (from a few days to a few months)	No special requirements. The course is primarily for farmers and re-training for in-service officers

Note: * Diplomas for general agriculture and horticulture are still offered at LITI Tengeru despite separation of ministries into MAFC and MLD.

Contrary to the long courses, the short courses are more casual and responsive to local demands. Accordingly the duration and subject matter of the course are diverse. With regard to the duration, though some courses are short such as only 3 days and some are long such as 2 months, majority is two weeks. The subjects taken up in the course are very broad. Typical subjects are summarized below.

Table 3-7. Typical Subject of the Short Course

Subjects taken up in the Short Course		
Crops	Livestocks	Others
* Vegetable Production	* Dairy Cattle Husbandry	* Use of Animal Power
* Principles of Crop Production	* Dairy Goat Husbandry	* Water Management
* Rice cultivation	* Poultry Husbandry	* Sunflower Oil Processing
* Cultivation of Irrigated Crops	* Pig Husbandry	* Mushroom Husbandry
* Farm Development	* Milk Processing	* Group Formation
* Fruit Production	* Para Veterinary	* Irrigation Management
		* Bee Keeping
		* Fish Farming
		* Dip Management

Source: Field Survey of the Study

As observed in the table, common subjects are those related to immediate cash income. Short courses are also prepared for re-training of in-service government staff including extension officers. The coexistence of the long and short courses symbolizes the double roles of the training institutes: To produce agricultural experts for the service delivery, and To respond to the service demands of farmers.

3.3 The Crash Programme, Government Effort to Strengthen Extension Services

Recognizing that farmers are not adequately served in field, the government has recently launched an intensive programme of increasing the number of extension officers in villages and wards across the country. The programme, so-called the Crash Programme will

mobilize a great deal of resources to strengthen the extension services and the training programme that MATIs and LITIs will operate. Though the programme's major goal is to increase the number of extension officers, it has a direct impact on the operation of MATIs and LITIs as they are the almost only sources of producing new cadre of extension officers.

As stated above, the major objective of the Programme is to fill up the gap of extension officer deployment in field and supply necessary means for the services. More specifically, it aims at employing approximately 11,000 new extension officers and assigning them to villages and wards in the coming four years. The rationale of the 11,000 new officers is: (i) Tanzania has 12,227 villages, and 2,855 wards, in total 15,082; (ii) On the other hand, the present number of extension officers working in field (in-service) is 3,379; (iii) Therefore there is a shortage of 11,703 officers against the full capacity. The duration of the programme is 4 years starting from this fiscal year (2007/08) until 2010/11. Hence approximately 3,000 new officers are to be employed every year from now. In addition, in order to furnish the 3,000 new officers, the training institutes, MATIs and LITIs need to accommodate corresponding number of new students for the Diploma course. Consequently they are directed to improve and increase the capacity of facilities for those increasing number of new students.

According to the government plan, the programme will proceed as follows.

- (1) In 2007/08, employ 2,500 officers from the pool of 5,279 (1,901 certificate holders and 3,378 diploma holders) who graduated from MATIs and LITIs during 1995 – 2006, but have been unemployed until now.
- (2) For the next 3 years, produce 8,500 new graduates from the training institutes, and assign them to field.

The plan is thus tabulated as below.

Table 3-8. Plan of Extension Officer Deployment.

Year	Initial No. of the Year	New Recruit from Pool	New Graduates (new officers)	End No. of the Year
2007/08	3,379	2,500	0	5,879
2008/09	5,879	0	3,000	8,879
2009/10	8,879	0	3,000	11,879
2010/11	11,879	0	2,500	14,379

Source: DRT, MAFC

In the programme, MATIs and LITIs will adopt special training cycles to cope with the extraordinary requirement of the production of extension personnel. General steps of the cycles are summarized below.

<MATIs>

- a) For the 1st year, students are trained through an intensive course for general agriculture.
- b) Then they are sent to field as extension officers.
- c) After 2-3 years of field experience, they are requested to come back to the school to complete their degree (diploma).

<LITIs>

- a) All students are trained for the duration of 18 months without interruption.
- b) As soon as they complete the course, they are sent to field as interns.
- c) After they complete the intern period, they obtain the degree (diploma).

This cycle is considered necessary by the government to accomplish the unprecedented level of speed and scale of training. Also in order to attain the envisioned goal of deploying the field officers in time, the government has indicated the number of students that each of the

institutes is supposed to accommodate every year for the duration of the programme. The numbers of expected student intake are summarized in the tables below.

Table 3-9. Expected Student Enrolment of MATIs

No	College	Dormitory Cap. (Present)	Dormitory Cap. (after Renov/Const)	Capacity of New Entry	No. of Continui'g Student	No. of New Intake (Expected)
1	Uyole	495	495	495	90	405
2	Ukiruguru	156	332	268	48	220
3	Ilonga	180	216	271	103	168
4	Mlingano	96	120	180	13	167
5	Tumbi	59	130	150	59	91
6	Mtwara	120	160	312	50	262
7	Igurusi	100	120	108	32	76
8	Tengeru (Hortc)	40	80	??		
Sub-Total		1,246	1,653	1,784	395	1,389
(Other Institutes)						
9	KATC		60	80	0	80
10	Kidatu (Sugar)		200	220	0	220
11	Ifakara			40	0	40
12	Igabirol			146	0	146
13	Maruku			??	??	
Sub-Total			260	486	0	486
Overall Total				2,270	395	1,875

Source: DRT, MAFC

Table 3-10. Expected Student Enrolment of LITIs

No	Name of Institute	Dormitory Present Occupation (For Long Crs)	Dormitory Full Capacity	Expected Annual Intake of Students
1	LITI Tengeru	330	400	200
2	LITI Morogoro	220	200	100
3	LITI Mpwapwa	183	240	120
4	LITI Madaba	30	80	40
5	LITI Temeke	9	20	10
6	LITI Buhuri	0	60 (Only Short Crs)	30
Total		772	1000	500

Source: DRTE, MLD

The increment of student intake is significant particularly in MATIs case: by increasing the capacity of dormitory (rehabilitation, construction and the use of double-decker beds), the plan expects the new entry of about 1,389 (for regular MATIs) as against the 395 continuing students. Note also that the assignment of student intake includes those institutes which have been offering only short courses in the past (KATC among MATIs and Buhuri among LITIs). The government has instructed those institutes that all necessary preparations should be done and funds will be made available for such works.

In the preparation of the special training cycle, it was originally conceived that both MATIs and LITIs follow the same cycle so that the deployment of field officers would take place around the same time, and the level of skills and knowledge of new officers would be the same. Unfortunately however, due to difference in the conception for technical preparedness, the two ministries had chosen to follow separate cycles.

Notwithstanding the difference in cycle, the current operation would have major positive impact on the training institutes. This is because, as described below, the programme will bring a fairly large amount of funds into the training institutes and allow them to renovate, construct and update their facilities and human resources. It is obvious that the programme would entail stress on the side of the training institutes, but it is considered that overall effect would be positive.

With regard to the expenses, because the programme aims at strengthening whole range of the public extension services, the budget covers not only the deployment of officers but also supplying equipment, transport and housing. As it includes the training of new officers, the programme also finances rehabilitation and construction of training facilities as well as employing new tutors. Some part of the funds is expected from the ASDP Basket Fund.

The budget of the programme is summarized in the following tables.

Table 3-11. Budget Estimate for Strengthening the Extension Services

No.	Expense Item	District (121) (no.)	Ward (2,855) (no.)	Village (12,227) (no.)	FTC (no.)	Total (no.)	Unit Cost (Tsh. Mil.)	Total Cost (Tsh. Mil.)
1	Employment of Ext. Officer * Salary/Allowance/Transport		1,000	10,000		11,000	2,215	24,365
2	Transport							
	* Car (4WD)				4	4	50,000	200
	* Motorcycle		2,755	3,057		5,812	5,000	29,060
	* Bicycle				8,670	8,670	0.100	867
3	Communication							
	* Camera	121	2,855		4	2,980	0.300	894
	* Video recorder				4	4	2,500	10
4	Implements							
	* Computer		2,855		4	2,859	2,000	5,718
	* Photocopier		2,855		4	2,859	10,000	28,590
	* Power generator		2,855		4	2,859	4,000	11,436
	* Extension kit	655	2,855	12,227	20	15,757	0.200	3,151
	* Uniform	655	2,855	12,227	20	15,757	0.100	1,576
5	Building							
	* Media center				7	7	150,000	1,050
	* Ward agr. resource center		2,855			2,855	20,000	57,100
	* House for ward ext. officers		2,699			2,699	17,000	45,883
	* Solar panel		4,283			4,283	7,000	29,981
	* Dormitory (Mkindo, Ichenga)				2	2	100,000	200
	Grand Total							240,081

Source: DRT (MAFC)

Table 3-12. Budget Estimate for Improving Training Institutes (Tsh. Million)

No	Expense Item	2007/08	2008/09	2009/10	2010/11	Total
1	Laboratory Equipmnt	89.2	89.2	22.3	22.3	223.0
2	Equipmnt for Land & Soil Measure	60.7	60.7	15.2	15.2	151.8
3	Furniture and Office Implements	61.0	61.0	15.2	15.2	152.4
4	Workshop Implements	31.3	31.3	7.8	7.8	78.2
5	Cookers and Dining Equipmnt	5.0	5.0	1.3	1.3	12.6
6	Irrigation Equipmnt	1.8	1.8	0.4	0.4	4.4
7	Transport	160.8	160.8	40.2	40.2	402.0
	Total	409.8	409.8	102.4	102.4	1,024.4

Source: DRT (MAFC)

Table 3-13. Cash Flow of the Programme (Tsh. Million)

No	Activity	2007/08		2008/09		2009/10		2010/11		Total Cost
		No.	Cost	No.	Cost	No.	Cost	No.	Cost	
1	Training Students (8,500 in total)	3,000	2,250	3,000	2,250	2,500	1,875	6,375
2	Employment of Ext. Officers (11,000 in total)	2,500	5,538	3,000	6,645	3,000	6,645	2,500	5,538	24,366
3	Employment of Tutors (258 in total)	258	839							839
4	Improvement of Train'g Inst.		410		410		102		102	1,024
5	Improvement of Ext. Facilities		96,385		97,761		48,031		5,538	247,715
	Total		105,422		107,066		56,653		11,178	280,319

Source: DRT (MAFC)

Note: The total cost of Improvement of Ext. Facilities is different from the one indicated above. The reasons for the difference is not known.

4. Past and Present Situation of the Training Institutes

4.1 Past Interventions to the Agricultural Training Institutes

Despite the fact that MATIs and LITIs have been put in operation for a long time, the development of these institutes have been hampered by a number of factors. The fundamental factor is the ever lasting shortage of government's own funds, and hence high dependence on the external supports through projects and programmes.

4.1.1 Past Projects in the agricultural service sub-sector

Even though the training functions are recognized as one of the major functions of the government by a couple important policies such as Agricultural and Livestock Policy and ASDS²², in actual implementation of policies, the training aspects have often been treated just as an appendix. This is observable in the past interventions undertaken by the government with support of external agencies. For example, the government has put considerable effort in strengthening the extension services with the support of World Bank (IDA) and African Development Bank through National Agricultural and Livestock Extension Rehabilitation Project (NALERP), 1989 – 1999, and National Agricultural Extension Project, Phase II (NAEP II), 1996/97 – 2003. These projects did include training section as a component. But the contents of the support were primarily training/study sponsorships with limited financial supports for rehabilitation and equipment supply. In fact it is surprising to notice that all supports for human resources in these projects were concerned about re-training and upgrading of existing officers. It seems no consideration was given to improving the whole training system so that the pool of extension officers will be increased or better equipped.

Box 1. Components and Lessons Learnt of NALERP and NAEP II, with respect to Training²³

[NALERP (1989-1999)]²⁴

The project had three (3) major components:

- i) Integration of the crop and livestock extension services;
- ii) Strengthening the management, organization. Coordination and supervision of the extension services; and
- iii) Upgrading and/or provision of the necessary manpower, physical infrastructure and logistics support.

Among the various interventions planned within these components, the following were the ones that directly related to the training institutions.

- Rehabilitation of 3 buildings of MATIs and 1 building of LITIs.
- Supply of equipment (land-use, audio-visual and laboratory) and furniture to the 4 training institutes.
- Overseas Training: 28 M.Sc. fellowship, Short courses and Study tours

²² Agricultural and Livestock Policy 1997 includes training as one of the five services that the ministry is responsible for (on pages 30 – 35). Similarly, ASDS describes the roles of public and private training functions on pages 32 – 33.

²³ The contents of the box is drawn from the following two reports:

- (1) *Project Performance Evaluation Report, Tanzania: National Agricultural and Livestock Extension Rehabilitation Project*, by African Development Bank (June 2004) (downloaded from website)
- (2) *Implementation Completion Report Volume 1 – Main Report, The National Agricultural Extension Programme (NAEP II)*, by Ministry of Agriculture and Food Security, Government of Tanzania (Nov. 2003)

²⁴ The project was co-financed by IDA and AfDB, and the project components were shared accordingly. As the report referred to here is the one produced by AfDB, it should be noted that the description on NALERP in this box is limited mostly in the range of AfDB's perspective.

- In-country Training: 70 M.Sc. and 83 M.Sc. fellowship in Sokoine University, and local training seminars.

The project was evaluated satisfactory in terms of relevance and quality at the entry as well as achievement of objectives and outputs. Regarding the interventions in the training aspect, the personal training component seems well attained, but achievement in the part of rehabilitation and equipment supply is not clearly reported in the evaluation.

[NAEP II (1996/97-2003)]

The project had four (4) major components:

- i) Institutional strengthening for the reorganization and rationalization of the extension services;
- ii) Extension education and training for staff, farmers and training institutes;
- iii) Communication support for decentralizing information management; and
- iv) Pilot initiatives to improve extension management, technological transfer to farmers, farmer-extension-research linkages, etc.

Interventions in the training section are mostly included in the second component. Achievements of the project in this respect are reported as follows:

- 20 staff attended the long course of B.Sc.
- 54 attended for M.Sc.
- 405 staff were sponsored for Diploma in Agriculture.
- 605 were sponsored for the Diploma level refresher course.
- 1,690 staff attended 2-4 week short courses.
- 1,070 participated in study tour.
- 44,450 farmers attended residential courses, one-day on-site training, and study tours.

Evaluating these achievements, the report gave following comments for the training section:

For sustainability, "The training institutions had an opportunity to improve on their infrastructure and teaching syllabi, thanks to NAEP II. Lectures and tutors got chances to supervise field-tested extension professionals, an exchange which is desirable in upgrading their professional competence. It is hoped that this experience will be passed on to other students joining the institutions in the future. ..."

In addition to these projects for the extension services, the government adopted major projects in research sub-sector, another important component of the agricultural service delivery. The government conducted two long term projects with the support of World Bank: National Agricultural and Livestock Research Project (NALRP), 1989 – 1999, and Tanzania Agricultural Research Project, Phase II (TARP II), 1998 – 2004. These projects were conceived and implemented with a very long term perspective in which the agricultural research system of Tanzania would be transformed into more demand-driven, private-oriented effective network of research institutions.

The major focus of these interventions was on the strengthening the research section of the agricultural sector. They had component of training research personnel as summarized below:²⁵

²⁵ Description here is based on the following reports:
Implementation Completion Report, Tanzania National Agricultural and Livestock Research Project, by the World Bank (March 1999),
Implementation Completion Report, Tanzania Agricultural Research Project – Phase Two, by Ministry of Agriculture and Food Security and Ministry of Water and Livestock Development (September 2004)

[NALRP]

- 21 attended long term training (1 B.Sc., 16 M.Sc., 4 Ph.D.)
- 660 participated in short courses on research, M&E, etc.
- 25 for postgraduate scholarships
- 50 short course of re-training

[TARP II]

- 48 research scientists enrolled at M. Sc. And Ph.D. level courses.
- 943 attended short courses

In addition, in relation to the training sub-sector, TARP II supported small irrigation works at Uyole, Mpwapwa and Ilonga. Similar supports were planned for Naliendele, Tumbi and Ukiruguru, though they were unsuccessful due to various local conditions.

There have been other projects supported by external organizations. However they were mostly of area-based approach, and moreover they included a spectrum of focuses in their plans such as participatory farmer empowerment, market strengthening, etc. other than training sub-sector itself. So training was just one of many activities of the project, and was always conceived only in relation to other goals. Consequently the past intervention for the training sub-sector was nothing more than a tentative patchwork. It is surprising to observe that so scarce attention has been given to this sub-sector despite the very fact that training is the only source of producing capable extension and research personnel, not to mention capable farmer.

4.1.2 National Agricultural Middle Level Training Master Plan (Mar. 1996)

One exception was the preparation of this master plan. This plan was prepared by Ministry of Agriculture with financial and technical support of European Development Fund. The main thrust of the study was, similar to the present study, the concern that the training sub-sector had seemed left out in the then-on-going dynamic interventions of NALERP (extension) and NALRP (research). Though the analysis inclined more to institutional and technical aspects, many of the observations and proposals are still relevant to present state of the institutes. Unfortunately however, despite the completion, the master plan had never been taken up to the level of serious consideration in the government, and nothing has done so far.

The plan, more than 10 years ago, already observed the seriously run down state of facilities, describing “*Owing to a lack of investment in training over the last decade, the colleges are all in a state of dilapidation.*” After covering an extended range of issue, including institutional arrangement, curriculum, man-power, demand-supply of agricultural experts, it proposed a master plan composed of 10 elements as summarized in the Box below.

Box 2. 10 elements of the Middle Level Training Master Plan

Element1: *Coordination* which highlights the relationship of agricultural technical training with higher education system such as university, and with lower technical education of VETA. It was expected that then-soon to-be-established NACTE would guide the quality and accreditation of the institutes.

Element 2: *National Administration* where the expected responsibilities of then-newly created Division of Agricultural Education and Training are described.

Element 3: *Semi-autonomous Colleges* is the plan that individual training institute (college) should be more independent in arranging their training programmes, administration, and staffing.

- Element 4: *Rehabilitation* which demonstrates the urgent needs of facility rehabilitation of all institutes.
- Element 5: *Staff Deployment* is concerned with the training and re-training of tutors and technicians of the institute.
- Element 6: *Programme Design* directs the reforming of the Diploma programme in particular with respect to the shortening the total time span required for completion.
- Element 7: *Demand and Supply* estimates the demand for future field officers and the capacity of the institutes necessary for coping with the demand. It was estimated that total of 2,100 accommodating capacity would be needed for the entire institutes.
- Element 8: *Linkage* underlines the importance of linkage between training-farmer, training-extension, and training-research.
- Element 9: *Gender Equality* emphasizes the importance to increase the number of female tutors.
- Element 10: *Studies* suggest the needs for further study in the topics of a) Relationship between middle and higher level education, b) Private sector personnel needs, c) Legal provisions for college establishment, etc.

4.1.3 Further down turn of the institutes, and their responses

It was unfortunate that no actions were taken for the well prepared master plan. However, situation turned worse afterward. During the period from 1994/95 to 1999/00 the training sub-sector underwent further struggle by the shortage of funds and student enrolment due to the government retrenchment and freezing of new employment. MATIs/LITIs which were at that time very much dependent upon the financial support from the central government for their operation had faced severe constraints. The suspension of new employment of extension officers by the central ministry discouraged the youth, potential applicants to the institutes. Only since 2000/01 the government resumed supporting the institutes by sponsoring re-training of the in-service extension officers with certificate to obtain diploma. Even this support was made possible by the aid of NAEP II.

The severity of the hardship during that time was observed by the level of student enrolment at LITI Mpwapwa. Table 4-1 shows the variation of student intake to the long course (Certificate and Diploma).

Table 4-1. Student Intake at LITI Mpwapwa

During the field visit of the present study, similar stories were heard at other institutes. For example, MATI Uyole once had only 70 students for the capacity of 500 (460 for 1st and 2nd year students and 40 short course students). LITI Morogoro which has annual capacity of 100, had only 2 students in 1996 (both were from Gambia), 4 students in 1997 and 14 in 1999.

Responses to the severe retrenchment were various depending upon the institutes. Typically they put effort in attracting application by increasing advertisement and contact with general public so that their names and existing opportunities were widely known. Also many institutes expanded their revenue by engaging more into the production and sales of outputs from

Year	LITI Mpwapwa Capacity=240 (120 for a year)
1991	65
1992	41
1993	42
1994	0
1995	0
1996	0
1997	75*
1998	0
1999	9
2000	8
2001	9
2002	12
2003	50
2004	70
2005	84
2006	85

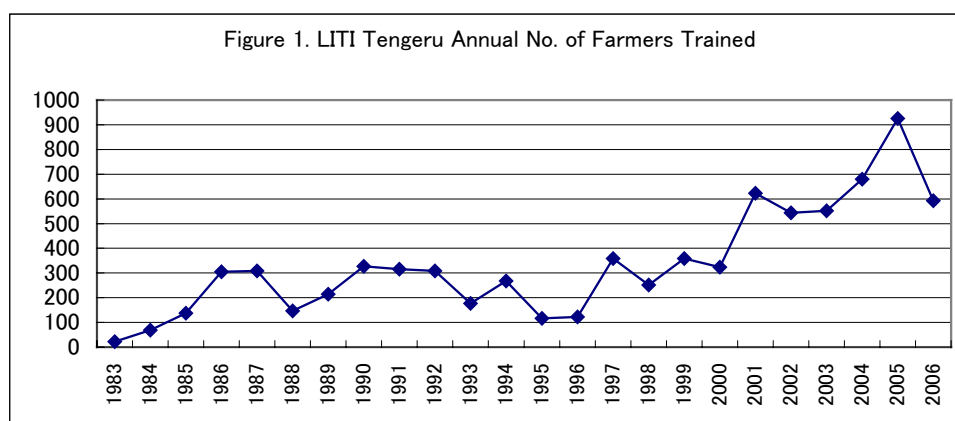
their field. Against that hardship, their efforts were quite commendable. However, the achievements of the effort have been varying: Some efforts have been more successful across the institutes; some are successful at some institutes but not so at others.

This was a harsh experience for all the institutes. The experience strengthened some of them, making them more financially independent of the center. The problem is that that independence was mostly attained by the sales of crops and livestock products which are not an institutes' genuine objective. In order to attain the legitimate financial independence, the increase of student enrolment and tuition revenue must be sought for. In this front, effort has been extended in two lines: enrolment in the long course and short courses.

Table 4-2. Historical change of the No. of Short courses at LITI Tengeru

As described earlier, MATIs and LITIs typically offer both long and short courses in their programmes. Long courses have been set up to produce field extension officers, while the short courses have been for re-training of in-service officers and farmer training. Despite the effort of attracting students, the endeavour for the long course seems to have failed. This is however obvious because the course was designed to train students to become field officers, government employees. But with no employment in the government, no one would apply to the programme. On the contrary, the short courses had been successful at many institutes. The number of courses has been increased and diversity of course contents expanded. One significant development can be seen in the case of LITI Tengeru. The following table and diagram show the historical change of the short courses that they offered.

Year	Annual No. of Course	Annual No. of Farmers	Annual No. of Women	Annual Avg of Women Ration (%)
1983	1	22	6	27.3
1984	3	69	7	10.1
1985	6	137	52	38.0
1986	12	305	170	55.7
1987	11	309	103	33.3
1988	6	147	81	55.1
1989	9	214	158	73.8
1990	13	327	144	44.0
1991	13	315	144	45.7
1992	12	308	109	35.4
1993	10	177	100	56.5
1994	11	268	129	48.1
1995	6	116	83	71.6
1996	9	122	48	39.3
1997	16	359	197	54.9
1998	10	251	104	41.4
1999	13	358	135	37.7
2000	13	324	118	36.4
2001	28	623	308	49.4
2002	22	544	243	44.7
2003	23	552	228	41.3
2004	27	680	338	49.7
2005	35	925	422	45.6
2006	22	593	268	45.2
Total upto 2006	331	8045	3695	45.9



Although potential benefits of the short courses are large, not all institutes attempted to exploit the potential. For example, MATI Igrusi has performed limited variety of short courses. This might have been due to the subject restriction imposed on the institute: MATI Igrusi is specialized in irrigation and land use, both being relatively

capital intensive and difficult to appeal to farmers for immediate income generation.

4.2 Present Situation of MATIs and LITIs

4.2.1 Training Courses

The tables below summarise the courses offered by individual MATIs and LITIs. The tasks and specialization (such as Mlingano is for agro-mechanization) have been established by the government, and it seems that no one questions the efficiency and effectiveness of the overall arrangement. The situation will be altered under the Crash Programme for at least the duration of the programme, where all the institutes, even those previously have been specialized in a limited range of subjects such as Mlingano, KATC, and Igurusi, are required to conduct the general course training.

Table 4-3. Training Courses offered at MATIs

No.	Name of Institute	Location (Region)	Major Focus	Courses		
				Long Course		Short Course
				Diploma	Certificate	
1	MATI Uyole	Mbeya	Crop Genrl Agr	- Crop Production (DCP) - General Agriculture (DGA) - Animal Production (DAP) - Food Production and Nutrition	- Agriculture (CA)	On demand * Dairy Cattle/Goat Hsbndry * Others (Poultry, Anml Hlth)
2	MATI Igurusi	Mbeya	Irrigat'n Land Use	- Irrigation (DI) - Land Use (DLU)	...	On demand * Land hsbndry * Water Mngmnt * Irrg. Veg. etc.
3	MATI Ilonga	Morogoro	Food Prdct Nutrit'n	- Food Production and Nutrition (DFPN) - General Agriculture (DGA)	...	On demand * Draught Anml * Sunflower Oil Prcss * Others (Veg, Poultry)
4	MATI Mlingano	Tanga	AgroMech	- Agromechanization	...	On demand
5	MATI Ukiriguru	Mwanza	Crop Genrl Agr	- Crop Production (DCP) - General Agriculture (DGA)	- Agriculture (CA)	On demand
6	MATI Tumbi	Tabora	Crop Genrl Agr Tobacco	- General Agriculture (DGA)	- Agriculture (CA)	On demand
7	MATI Mtwara	Mtwara	Genrl Agr	...	- Agriculture (CA)	On demand
8	KATC	Moshi	Irrigat'd Rice Short Crs	*Rice Cultivation * Water management * Hand Tractor Operation * Others (Farm'g, Irr. Mangmnt)

Source: Situation Analysis Report, MAFC (May 2006)

Table 4-4. Training Courses offered at LITIs

No.	Name of Institut	Location (Region)	Major Focus	Courses		
				Long Course		Short Course
				Diploma	Certificate	
1	LITI Tengeru	Arusha	General Livstck Horteltr	- Animal Production (DAP) - Animal Health (DAH) - General Agriculture (DGA) - Horticulture (DH)	- Animal Health & Production (CHP)	On demand * Dairy Cattle/Goat Hsbdry * Milk Procss'g * Veg & Fruit Prodc't'n * Organic Farm'g (BioIntnsv) * Fish Farm'g * Others
2	LITI Morogoro	Morogoro	General Livstck	- Animal Production (DAP) - Animal Health (DAH) - Range Management & Tsetse Control (DRMTC)	- Animal Health & Production (CHP)	On demand * Dairy Cattle/Goat Hsbdry * Others (Pig, Poultry, Pastr Mngmnt)
3	LITI Mpwapwa	Dodoma	General Livstck	- Animal Production (DAP) - Animal Health (DAH)	- Animal Health & Production (CHP)	On demand * Dairy Cattle/Goat Hsbdry * Others (Pig, Poultry, Pastr Mngmnt)
4	LITI Madaba	Ruvuma	General Livstck	...	- Animal Health & Production (CHP)	On demand
5	LITI Temeke	DSM	Labrtry Technlgy	- Veterinary Laboratory Technology (DVLT)	...	
6	LITI Buhuri	Tanga	Dairy Hsbdry Short Crs	On demand * Dairy Cattle/Goat Hsbdry * Others (Milk, Naturl Rsrc Mngmnt)

Source: Situation Analysis Report, MLD (June 2007)

This new request might be a good opportunity to re-evaluate the arrangement or task allocation among the institutes. As discussed later, the author thinks that it would be more effective if arrangement is modified in such a way that all the institutes (both MATIs and LITIs) teach basic courses such as general agriculture and livestock with leaving some rooms

for additional courses that uniquely promoted by the individual institutes. Such arrangement would be beneficial both for training of national extension officers (training capacity is increased) and at the same time for promoting comparative advantage of individual institutes.

4.2.2 Student Intake

Despite the resumption of government sponsorship for the long courses, the number of students entering the courses has been still sluggish. The table 4-5 show the trend of MATI Uyole. Note that the annual full intake capacity of Uyole is 230.

Table 4-5. Recent Student Intake (Long Course) at MATI Uyole

Year	Diploma in Agr. (DGA)		Other Diplomas (DAP, DCP, DFPN)		Certificate in Agr. (CA)		Total		
	Private	Gov't	Private	Gov't	Private	Gov't	Private	Gov't	Grand Total
2000	59	0	36	0	6	0	101	0	101
2001	92	36	21	7	8	0	121	43	164
2002	3	20	14	0	5	0	22	20	42
2003	2	35	26	0	8	0	36	35	71
2004	11	82	25	1	25	0	61	83	144
Total	167	173	122	8	52	0	341	181	522

Source: Data from the field visit

Another observation is that as the government sponsorship began, the number of private applicants reduced. This is understandable because if there are many government sponsored students around, private students have difficulty to justify their attendance at the schools. This implies that the government sponsorship is in a short run a good idea to promote training, but in a long run it would rather jeopardize the growth of the institutes.

Apart from the trend of the intake, more serious problem is the general vacancy of the institutes. Though the data is limited only to those institutes that study team made field visit and obtained information, the tables below show the level of intake as against the full (ideal) capacity. In general situation looks more serious in MATIs. For example, Uyole has only 33% of full capacity. Note that these results are inclusive of the positive effect of government sponsorship.

Table 4-6. Annual Intake of some of MATIs

No.	Name of Institute	Location (Region)	Capacity				Long Course Annual Intake (Real)*	Proportion of Real against Ideal (%)
			Total	Short Course	Long Course	Long Course Annual Intake (Ideal)		
1	MATI Uyole	Mbeya	500	40	460	230	77	33.5
2	MATI Igurusi	Mbeya	80	20	60	30	25	83.3
3	MATI Ilonga	Morogoro	216	40	176	88	97	110.2
4	MATI Mlingano	Tanga	100	20	80	40	17	42.5
Total			896	120	776	388	216	55.7

Source: Field Survey and *Situation Analysis Report*, MAFC (May 2006)

Note: * The real intake is the average of the three year (2003/04 – 2005/06)

Table 4-7. Annual Intake of some of LITIs

No.	Name of Institute	Location (Region)	Capacity				Long Course Annual Intake*** (Real)	Proportion of Real against Ideal (%)
			Total	Short Course	Long Course	Long Course Annual Intake** (Ideal)		
2	LITI Morogoro	Morogoro	200	unkown	unknown	100	67	67.0
3	LITI Mpwapwa	Dodoma	240	unkown	unknown	120	81	67.5
Total			440	0	0	220	148	67.3

Source: Field Survey and *Situation Analysis Report*, MLD (June 2007)

Note: ** Because the capacity of the long course is unknown, the total capacity is used for the estimate.

Note: *** The real intake is the average of the three year (2003/04 – 2005/06)

While the resumption of government sponsorship is an important improvement to the training system, it would be high time now for the institutes to consider a more fundamental strategy

to revitalize their sub-sector. General circumstances of the agricultural sector are changing: The government is withdrawing from the hands-on operation; Greater roles are expected from the private sector; Extension services are handed over to LGAs, with expectation that in the future majority of the services will be coming from the private sector. Recognizing all these changes, it would be unavoidable for the training institutes to adopt a new arrangement to cope with the new environment.

4.2.3 Financial status

Even though the government resumed its sponsorship in training, actual financial support to the sub-sector is small, or minimal. As shown in the table below, except for this fiscal year (and probably for the coming four years) in which the Crash Programme will be carried out, the budgetary share that the training sub-sector takes in ministry's total budget has been around 2%, sometimes below 1% in the past 5 years. This is fairly low in comparison with the importance of the human resource development. The share is in general lower in MAFC than in MLD. This low level of financial supports probably implies that the government (both MAFC and MLD) does not have serious plans for strengthening the training institutions. This is unfortunate, because training is a basic measure of improving human resources, the essence of vital production activities. At present there is no major interventions (other than the Crash Programme) directly targeted to the training sub-sector. Because ASDP BF is focusing on the empowerment of farmers and strengthening of extension services, a serious consideration should be given to the possibility of major re-arrangement of the training institution as it directly relates to the policy goals.

Table 4-8 Share of Training Budget in Ministries' Total Budget (Tsh. Bil.)

Budget \ Year	2003/04	2004/05	2005/06	2006/07	2007/08	
M	Total Budget	43.7	64.0	57.8	123.1	143.0
A	Budget of Training (Total)	0.860	0.787	1.265	0.935	3.436
F	OC	0.539	0.562	0.709	0.735	3.043
C	Development	0.321	0.225	0.556	0.200	0.393
	Share (%) of Train'g Budget	2.0	1.2	2.2	0.8	2.4
M	Total Budget	9.7	23.8	38.5	22.5	22.5
L	Budget of Training (Total)	0.3245	0.4746	1.0561	0.6981	1.985
D	OC	0.275	0.4	0.746	0.423	0.161
	Development (Total)	0.05	0.75	0.31	0.275	1.825
	Dev (Local)	0.05	0.75	0.31	0.175	0.74
	Dev (Foreign)	0	0	0	0.1	1.751
	Share (%) of Train'g Budget	3.3	2.0	2.7	3.1	8.8
	Total Budget of MAFC and MLD	53.4	87.8	96.3	145.6	165.5
	Total Training Budget of MAFC&MLD	1.185	1.2616	2.3211	1.6331	5.421
	Share (%) of Training Budget in Total	2.2	1.4	2.4	1.1	3.3

Source: 2003/04 – 2006/07 Total Budgets are from PER 2006

2007/08 Total Budget is from the Ministry's Budget book (June 2007)

Training budgets of 2003/04 – 2006/07 are obtained from the Counterpart of the study
(Original source of the training budget is the MTEF Budget of each year.)

In response to the insufficient financial supports from the centre, the individual institutes struggled to secure enough funds for their annual activities. As shown in the following set of tables, many institutes nowadays obtain fairly large portion of their revenue from the sale of their own outputs. These mechanisms are for the most part the results of financial retrenchment imposed during the late 1990s.

Though there is a variation among institutes, major revenue source is now the own funds (crop/livestock sales). However, as discussed earlier, theoretically it should be the student fees as they are training institutes. Any strategic plans that the institutes would prepare for revitalizing themselves should examine carefully the issue of the diversification of revenue sources and expansion of student enrolment.

Table 4-9. Revenue of Institute (MATI Uyole)

Source	2003/04		2004/05		2005/06		Average	
	Value (Tsh.)	Share (%)	Value (Tsh.)	Share (%)	Value (Tsh.)	Share (%)	Value (Tsh.)	Share (%)
Student Fee	18,025,700	7	24,608,600	7	36,409,016	8	26,347,772	7
Government Support	45,275,174	18	81,686,450	25	114,573,440	24	80,511,688	23
DPs' Funds	0	0	0	0	0	0	0	0
Own Funds 1 (Crop/Lvst Sales)	52,994,000	21	65,525,050	20	160,155,151	33	92,891,400	26
Own Funds 2 (Hiring Facilities, etc.)	137,789,831	54	157,832,320	48	168,532,633	35	154,718,261	44
Total	254,084,705	100	329,652,420	100	479,670,240	100	354,469,122	100

Table 4-10. Revenue of Institute (MATI Ilonga)

Source	2003/04		2004/05		2005/06		Average	
	Value (Tsh.)	Share (%)	Value (Tsh.)	Share (%)	Value (Tsh.)	Share (%)	Value (Tsh.)	Share (%)
Student Fee	8,923,830	7	20,914,000	22	28,283,000	16	19,373,610	15
Government Support	62,669,900	51	22,985,000	24	106,023,380	60	63,892,760	49
DPs' Funds	24,364,400	20	24,910,025	27	13,228,800	8	20,834,408	16
Own Funds 1 (Crop/Lvst Sales)	26,270,036	21	25,168,150	27	28,424,744	16	26,620,977	20
Own Funds 2 (Hiring Facilities, etc.)	0	0	0	0	0	0	0	0
Total	122,228,166	100	93,977,175	100	175,959,924	100	130,721,755	100

Table 4-11. Revenue of Institute (LITI Tengaru)

Source	2003/04		2004/05		2005/06		Average	
	Value (Tsh.)	Share (%)	Value (Tsh.)	Share (%)	Value (Tsh.)	Share (%)	Value (Tsh.)	Share (%)
Student Fee	159,300,000	36	198,700,000	39	179,000,000	38
Government Support	53,700,000	12	56,700,000	11	55,200,000	12
DPs' Funds	21,000,000	5	62,100,000	12	41,550,000	9
Own Funds 1 (Crop/Lvst Sales)	205,100,000	47	197,700,000	38	201,400,000	42
Own Funds 2 (Hiring Facilities, etc.)	0	0	0	0	0	0
Total	439,100,000	100	515,200,000	100	477,150,000	100

Table 4-12. Revenue of Institute (LITI Morogoro)

Source	2003/04		2004/05		2005/06		Average	
	Value (Tsh.)	Share (%)	Value (Tsh.)	Share (%)	Value (Tsh.)	Share (%)	Value (Tsh.)	Share (%)
Student Fee	43,800,000	26	53,300,000	35	46,800,000	23	47,966,667	27
Government Support	27,500,000	16	9,200,000	6	23,600,000	12	20,100,000	11
DPs' Funds	0	0	0	0	50,000,000	24	16,666,667	9
Own Funds 1 (Crop/Lvst Sales)	99,000,000	58	89,500,000	59	84,600,000	41	91,033,333	52
Own Funds 2 (Hiring Facilities, etc.)	0	0	0	0	0	0	0	0
Total	170,300,000	100	152,000,000	100	205,000,000	100	175,766,667	100

4.3 Other Training Institutes (and Institutes that provide Training Courses)

There are many other training institutes offering courses relevant to the agricultural sector. While the present study will not be able to cover all of such institutes, the following should represent a good range of general tendency. Particular focus was given to those institutes under MITM, because the ministry is one of the ASLMs and direct connection with ASDP. Being in charge of marketing development, ministry's support is particularly important in transforming agriculture into a business-oriented and commercially active sector.

College of Business Education (CBE): This college is specialized in training students in business sector. It is a parastatal, financially supported by the government, but fairly semi-autonomous in its planning and management. They have already been accredited by NACTE. Their curricula include:

- Accounting
- Business Administration
- Procurement
- Industrial Scientific Methodology
- Marketing Management
- Marketing Services

Most of the graduates will find jobs in manufacturing and service industries. The college recently initiated a project of "CBE Entrepreneur Centre", which targets at training people for the Small and Medium Enterprises (SMEs). While they have not received many applications (to both regular programme and the new project) from agricultural sector,

according to their explanation, it is possible and they would be most welcome.

From their perspective, the present agriculture places too much emphasis on traditional cash crops and export crops. They consider there are other non-traditional crops and products to be promoted for income generation. Farmers are in general short of capital, therefore need to be supported to fill the gap.

They consider the coordination or joint project with MATIs and LITIs is quite possible. They would take the part of training of entrepreneurship which would include group formation, cash management, business planning and other subjects.

Small Industry Development Organization (SIDO): This is an organization to promote small industry of Tanzania. It has special relevance to agricultural sector in terms of processing and agribusinesses. According to the interviewee, commercial farming in Tanzania is very limited due mainly to low capital, low technology and low awareness of opportunities of market. Also a serious problem is difficulty in accessing loans.

According to their view, business training should include subjects such as:

- Client treatment (Customer services)
- Pricing strategy
- Quality control
- Product promotion (Marketing strategy)
- Distribution strategy
- Record keeping
- Input management

They have an interesting programme which has direct linkage with agricultural sector. The programme is “Women Entrepreneurship Development (WED)” with financial and technical support from UNIDO and Danish Government. This programme focuses on food processing, and highly popular among women. An overview of the programme is given in the Box below.

Box. 3 Women Entrepreneurship Development (WED) – Food Processing

WED was initiated jointly by UNIDO and SIDO in 1993. Since 2004, however, SIDO is operating it independently.

Objective: To promote productive employment and gender equality, focusing on poverty alleviation and sustainable livelihood, contributing to empowerment of Tanzania women, employment generation and income distribution.

Services offered in the programme:

- Courses of food processing and entrepreneurship development (including ToT)
- Consultancy for the food industry
- Information provision on the food industry and markets
- Organizing open days and Trade Fairs for SMEs
- Sourcing and sale of food processing equipment and inputs
- Facilities for food processing and testing
- Networking and advocacy

Impact (as of the end of 2006/07):

- 176 trainers have been trained. At least 1 – 2 or more trainers at each of the 21 regions.
- 5,000 entrepreneurs have been trained in 1 month or short tailor-made courses.
- Over 60% of trainees are in business.
- 50% of those started business are producing regularly.
- 20% of them are operating at the small-scale level.
- 3,500 jobs have been created by both long and short course participants.

- Value added to processed foods in comparison to materials from farms is over 200%.
- Formation of TAFOPA (Tanzania Food Processors Association) a grouping of programme beneficiaries.

While SIDO has been pressing on the development of small scale industry, according to them there are many more things to be done. Some of the potential areas are:

- Oil processing
- Packaging
- Storage

It was suggested that it would not be beneficial if too much support be given to farmers. Such excess would reduce the ownership of farmers, because after all it is farmers themselves to overcome the hardship and transform to modernized producers.

Tanzania Bureau of Standard (TBS): TBS is a parastatal under MITM with major responsibility for (i) formulating national standard for all sector including the agricultural and food sector, (ii) Supervising the enforcement of the standards. So far TBS prepared more than 1,000 standards among which two third are for the agriculture and food sector. In supervision, focus is on local producers and importers.

In line with the control of the standards, TBS also provides industrialists with training on management of standards, for example, how to manage the safety standard for food production. The organization also carries out testing services as it owns facilities for testing whether products are in accord with the standard. The facilities include laboratories for the sub-sectors of Food, Chemical products, Textile goods, Metallurgy, Electrical goods, and Civil engineering products.

Currently they are in the process of establishing a package technological centre. The centre will offer the services of structure, graphical design, trading, testing, and information dissemination.

[Training]

A recent major issue of training has been the requirement of “traceability” of food products, which is enforced by EU. TBS conducted, with DANIDA support, a series of training for enhancing the compliance with this requirement in the sector of coffee, cashew nut, tea, and fish. In total 500 farmers participated.

Another issue that TBS has been concerned with is the harvest loss of smallholders. Due to lack of proper packaging, processing, preserving, and other forms of value-addition, farmers suffer from large loss after harvest. Training will be carried out in the packaging technology centre.

TBS has a set of regular training programme, covering subjects of quality management, environment management, and food safety management: 1 week (5 day) course for 20 – 25 people per course. Being a cost recovery programme, the tuition is \$300 per person.

TBS’s training has relevancy to the commercial agriculture, in particular, with respect to packaging and quality control for those who aspire to engage in international trade. TBS considers it quite possible to accommodate any request for training of extension officers. Especially if there would be government support for the activities, they would be willing to consider a joint training programme.

Board of External Trade (BET): This organization is engaged in the promotion of export of Tanzania products. They will organize Trade Fair and other promotional events. Their

activities are primarily the responses to the outcome of the Diagnostic Trade Integration Study (DTIS).

[Training]

Their farmer training has been rather ad hoc. They conducted training only when there were specific requests.

Currently they are carrying out a product development programme for the 5 sub-sectors:

- Spice
- Horticulture
- Leather
- Fish
- Textile/Cloth

In their implementation, they approached SUA for the support of training. In all training courses, practicality was given high priority. Farmers are expected to pass on their learning to other farmers after they finish the programme.

Another training programme is the entrepreneurship training supported by British and German government. Trainees undergo 5 modules, each takes 1 week and conducted once in a month. Along the training, trainees are requested to come out with their own products which are expected to be tradable for international market. They are sent to an international exhibition and subject to evaluation. BET helps connecting those products to international buyers. The tuition is Tsh. 75,000 / module: in total of 5 modules, Tsh. 375,000. This programme is very popular, as more than 100 applications are received for the opening of only 30 every year. It is expected that more farmers are interested in the programme and apply. TEB is expanding the centres for this training.

With regard to tutors, they have now 30 tutors who are qualified for training in product development. They are all trained in the Netherlands.

According to TEB, training would be effective if it is crop specific such as spice, ginger, cardamom, black pepper, etc. They consider following training strategy effective and contribute to commercialization of agriculture:

- Examine each region (or district), and select 2 promising crops (or livestock products)
- Train a few extension officers (maybe 5) together with groups of farmers for 1 week particularly for the crops
- Then let them promote the crop in the region (or district)

This is the idea of “One Product from One District” invented in Japan and adopted in some Southeast Asian countries.

Vocational Education and Training Authority (VETA): This is an organization (authority) that focuses on technical and vocational education for those finished the primary school. It has regional centres (Regional Vocational Training and Service Centres: RVTSCs), the study team visited two of them: RVTSC Tanga and Mbeya.

VETA is a parastatal under the Ministry of Education (previously it was under the Ministry of Labour). The major source of the government subsidies is the Training Levy imposed all private companies employing certain number of employees. The government subsidy bears a significant part of the cost: In the case of RVTSC Tanga, total cost for the first year student is Tsh. 290,000 out of which 200,000 is covered by the government funds while the rest, 90,000 is paid by the student (about 31% only). For the second year student, the proportion is less: the total is 195,000, student pays 45,000 (23% only), while 150,000 is by the government.

An interesting strategy of VETA is that they employ full time labour market analyst who regularly study the job market and send observation and recommendation to the head quarter and regional offices. Based on such information, the offices adjust and create training courses and programmes.

RVTSCs have entrepreneurship courses where such subjects as accounting, bookkeeping, customer services, and document writing skills are taught. However, they do not have much connection with the agricultural sector because their major focus is on manufacturing and service industries. RVTSC does have agricultural courses (at Tanga), but it is their observation that the youth are not interested in agriculture, reason being the graduates have difficulty to find jobs.

There are not much courses offered jointly with the private companies. They are rather ad hoc with specific needs of companies such as for electricians of a company to update skills to a particular field of products.

5. Challenges facing the Training Institutes

5.1 Physical, Financial, and Human Resource Constraints

As described earlier, the training institutes of agriculture (MATIs and LITIS) have been left out for a long time. It is only recent that the government re-started to support them in terms of operational funds and student sponsorship. But even those recent supports are still limited in comparison with the institutes' goals, missions, and capacity.

Considering the long time neglect, this year's government programme, "Crash Programme" is a welcome sign that the government has after all recognized the important role of the institutes. However, there will be still many obstacles left despite the government programme. While the problems relevant to the Crash Programme will be discussed later, let us look at those rather imminent ones which stem from the long time neglect.

5.1.1 Physical Constraints

Even though the central government assured the salary of tutors, minimum funds for day-to-day operation (OC costs) and some sponsorships for training (and re-training) of government officers, those financial supports have been hardly enough to maintain and rehabilitate properly the existing equipment and facilities, not to mention to construct any new facilities. Situation was exacerbated during the period of government retrenchment (from 1994/95 to 1999/00). All of the training institutes are presently badly run down. The table below summarizes some of the needs that the institutes (only MATIs) consider necessary for conducting their mission properly.

Table 5-1. Rehabilitation Needs of MATIs

Facility	1	2	3	4	5	6	7	8	Total	Share (%)
	Uyole	Igurusi	Ilonga	Mlingano	Ukiriguru	Tumbi	Mtwara	KATC		
Administration Block	1	1					1		3	0.7
Office	40				6	1	16	1	64	15.0
Class Room	13	4			5		3		25	5.8
Dormitory	4	5	1	1		1	8	2	22	5.1
Kitchen	1					1	1	1	4	0.9
Dining Hall	1	1				1	1		4	0.9
Recreational Hall	1	1	1		1				4	0.9
Godown			1						1	0.2
Store	2	1	1			1	3	2	10	2.3
Workshop	1	1		1	1	1	1	1	7	1.6
Production Unit	8		3	12	7		3	4	37	8.6
Dispensary	1					1			2	0.5
Grade A House	20	9	1	1	17	12		8	68	15.9
Grade B House	7	49	10		13	20	40	5	144	33.6
Grade C House	15						4		19	4.4
Library	1			1			1	1	4	0.9
Laboratory	1	1	2		1		2		7	1.6
Rest House	1						1	1	3	0.7
Total	118	73	20	16	51	39	85	26	428	100.0
Capacity (Total No. Student)	500	80	216	100	260	160	100	60	1476	
Rehab. Needs/Student	0.24	0.91	0.09	0.16	0.20	0.24	0.85	0.43	0.29	

Source: *Situation Analysis Report*, MAFC (May, 2006)

The table indicates that major rehabilitation work is needed for offices (15%), tutors' houses (A: 16%, B: 34%), and production unit (9%). Less serious are class rooms (6%) and dormitory (5%). Note that the table indicates only the number of items (facilities) that needs rehabilitation. Regarding financial requirements, the present study was able to find only sporadic information: MATI Ilonga (Tsh. 2,105 million), MATI Igurusi (Tsh. 542 million), LITI Tengeru (Tsh. 1,725 million), LITI Mpwapwa (Tsh. 1,817 million). The order of requirements would be Tsh. 1,000 to 2,000 million per institute. If we multiply it by the number of the institute, the total figure is about Tsh. 15 – 30 billion, about 10 times of regular annual budget given to the sub-sector in the past.

5.1.2 Financial Constraints

With regard to financial constraints, as described in the section above, all institutes are currently in much need of funds. However, the real issue is not that the institutes are in short of funds, which is obvious, and probably mitigated to some extent by the Crash Programme, but rather how to increase revenue and make it stable flow. Currently they collect revenue from 4 sources: students' tuition, government supports, donors' supports, and self supports. The difficulty is that the support from the government and donors would not be reliable as a long term financial source. It is true that the present Crash Programme would give a much boost to the institutes to improve their facility and tutor conditions. But that support is only temporary, for the duration of the programme, i.e. 4 years until 2010/11. After that it is not at all sure whether the government maintains the same level of support every year, nor clear if the government keeps even the reduced level of support. On the contrary, ASDP BF which is the government core programme for the agricultural development indicates that the agricultural services including extension and research will be much carried out by the private sector and the government is supposed to promote the private involvement in the services.

Recognizing the direction indicated in ASDP BF, it would be more likely that the government supports will come down to the level of before Crash Programme. As shown in Table 4-8 in Section 4.2, it is about 2% of the ministries' total budget. If this is the case, strategies against the financial constraint needs to be oriented to the direction of self-help of the institutes which will be discussed in the next chapter.

5.1.3 Human Resource Constraints:

Constraints in the human resources are also severe. The problem is not only the total number of tutors is limited, but many of them are old and retiring soon. According to the ministry's estimate, about 10% of MATI tutors will retire in the coming 4 years. At MATI Uyole for example, the total number of tutors is theoretically 60, but currently they have only 37 tutors. Even their supporting staff (secretary, accountant, cook, security guard, etc.) is only a half of their actual needs. The shortage of tutors is summarized in the tables below.

Table 5-3. Tutor Shortage in MATIs

Name of Institute	Number of Tutors														Total	
	Ph. D.		MSc.		BSc./BA.		Adv. Diploma		PGD		Diploma		Certificate			
	Actual	Required	Actual	Required	Actual	Required	Actual	Required	Actual	Required	Actual	Required	Actual	Required		
MATI Uyole	0	...	10	...	13	...	0	...	0	...	14	...	0	...	37	60*
MATI Igurusi	0	...	3	...	7	...	3	...	0	...	8	...	0	...	21	23*
MATI Ilonga	0	...	5	...	5	...	0	...	0	...	13	...	2	...	25	37*
MATI Mlingano	0	...	6	8*	3	11*	0	...	0	...	8	...	0	...	17	19 for MSc. & BSc.*
MATI Ukiriguru	0	...	6	...	5	...	0	...	1	...	15	...	0	...	27	...
MATI Tumbi	0	...	0	...	9	...	0	...	0	...	1	...	0	...	10	...
MATI Mtwara	0	...	2	...	1	...	0	...	0	...	5	...	1	...	9	...
KATC	0	...	6	...	4	...	0	...	0	...	11	...	1	...	22	...
Total of MATI	0	0	38	0	47	0	3	0	1	0	75	0	4	0	168	...

Source: *Situation Analysis Report*, MAFC (May, 2006)

Note: * These numbers are obtained in the interview at individual institutes during the field survey.

Table 5-3. Tutor Shortage in LITIs

Name of Institute	Number of Tutors										Fulfillment of Tutor(%)
	Ph. D.		MSc.		BSc.		Diploma		Total		
	Actual	Required	Actual	Required	Actual	Required	Actual	Required	Actual	Required	
LITI Tengeru	0	0	10	12	11	15	29	33	50	60	83.3
LITI Morogoro	0	0	14	14	7	12	8	12	29	38	76.3
LITI Mpwapwa	0	0	3	13	9	15	8	12	20	40	50.0
LITI Madaba	0	0	3	5	6	10	2	6	11	21	52.4
LITI Temeke	4	0	10	10	4	4	15	15	33	33	100.0
LITI Buhuri	0	0	1	6	2	8	8	12	11	26	42.3
Total of LITI	4	0	41	60	39	64	70	90	154	218	70.6

Source: *Situation Analysis Report*, MLD (June, 2007)

One interesting observation is that there seems tendency that the further the distance of the institutes from cities, the greater the shortage of the tutors will be. For example, LITI Temeke which locates at DSM maintains 100% of tutor requirement while Mpwapwa and

Madaba struggle to keep just barely 50%. LITI Morogoro and Tengeru are ranked in the middle, indicating that they are not completely short of tutors but still able to keep more than 70% of the requirements.

Another constraint of human resources of the institutes is the relatively lower level of tutors' academic qualification. When the government is intending to raise the level of field officers' qualification, the training institutes also need to elevate overall level of tutors' academic background. At present many tutors are of the diploma holders. When the institutes will supply diploma to students, and aspire to become NACTE accredited training institutes, it would be necessary for them to have tutors majority of which are the holders of the degree of BSc. or above.

In addition, the tutors should be provided with much more opportunities for their re-training and refreshment. The government should be able to supply such opportunities for keeping up the tutors ability and morale high. However, such opportunities should be given on a cost-sharing basis and participants should strictly be requested to submit reports and/or outputs of the opportunity.

Positive Impact and Issues of the Crash Programme (with respect to the training sub-sector):

The present Crash Programme is an ambitious undertaking of the government. It is true that the agricultural sector currently suffers from the shortage of extension officers. Farmers are left without anyone to look for their technical advice. Therefore, to fill up the gap between the existing number of officers in field and "desired" number of officers is to improve the condition of the agricultural service delivery to some extent. Moreover, the programme is definitely beneficial to the individual institutes as they can renovate and construct facilities, employ new tutors, and they receive a large number of new students with guaranteed sponsorship of the government. Students too will be happy as they are assured the job after the programme. Most of the issues described in the preceding sections will be for sure mitigated. Consequently, despite the initial stress of accommodating the abrupt increase, the institutes will benefit from the new inflow of energy.

On the other hand, there are some concerns about this ambitious and rapid intervention. Some of the issues are briefly described below.

- a) Scale and speed: The first issue is simply the programme's sheer scale and speed. According to the plan, the institutes should increase the number of intake student from around 400 to 1,400, and from around 400 to 500 in the case of MATIs and LITIs respectively. And they are requested to start immediately from this year. Currently all institutes have only limited space for students with outdated facilities. Despite the willingness of the government to supply enough resources, it would not be simple. Not to mention the tutors' readiness of receiving a large number of students at once. In addition, some of the institutes have never had long courses. Consequently the tutors of such institutes might have not been equipped with of teaching materials for long courses.
- b) Uncoordinated approach between MAFC and MLD: The Crash Programme was first conceived as a united undertaking of the two ministries. But due to the different perception of operational feasibility, the two decided to take different approaches. As described earlier, MAFC follows the original plan that the increased number of students will graduate in one year after the intensive training, then are sent to field, and come back after 2-3 years to the school to complete the diploma, while MLD decided to follow rather a gradual approach in that the number of increase is less and students undergo more or less similar curricula but only for a shorter duration of 18 months, then are sent to field. They will not be required to return to school to complete the programme. The difference

in perception aside, the division causes serious problem because the original plan of deploying 11,000 new extension officers in field assumed that the officers are trained in general agriculture including both crops and livestock. Now the training will be done in a different setting between the two groups of institutes and thus new officers will be only crop or livestock specialists. Suffering are farmers who see a new officer able to answer only a half of the problems they face.

However there are opinions supporting the division. Their point is that farmers want specialists rather than generalists. Therefore, according to this view, it would be more beneficial in a long run to train extension staff specialized in crops and in livestock separately. The idea will be accepted. But in that case, the plan requires much longer time frame. Simple calculation gives us that we need double the number of extension officers currently expected in the Crash Programme, requiring probably double the length of time to accomplish.

The fundamental issue is, though, the lack of coordination between the two ministries. And obviously coordination requires time. Therefore the bottom line of the problem of the Crash Programme is the hastiness of the preparation and implementation. Without sufficient consultation and well thought strategy, plans will end up attaining only a part of the original goals.

For the time being, because the immediate unification of the two approaches would be difficult, the second best way is to strengthen the coordination between the two ministries, so that, for example, the geographical assignment of new graduates would take into account the locality of demands on crops and livestock.

- c) Curricula of training: Another concern of the Crash Programme is the effectiveness of the training. In the case of MATIs, students will undergo one year intensive training, and sent to field for service. At present, the ministry is earnestly preparing modules of training, i.e. sets of specific instruction of training to particular subject on particular groups of students. However, if preparation is carried out based on the conventional technology oriented approach, it is afraid that resulting training would be less effective to equip students (future extension officers) with much needed tools for agriculture transformation. This is because, from the past experience, it has been known that field officers need to have much broader range of skills including social, economical and coordinating techniques. Such shortcomings might be amended by the re-training course after their finishing first duty in field. However, the issue is that textbooks and course contents are inherently of conservative nature, thus once they are produced and established, it takes some time to revise them. Therefore, it is essential to prepare curricula and modules of courses with due consideration to the changing conditions of the agriculture sector.
- d) Crowding out of private demand of training: Because of the instructive nature of the programme, the institutes need to replace spaces for privately applying students by government sponsored students. In some occasions, the institute needed to send refusal letters to the parents of students who were already informed of admission to the institute in this academic year. Such actions, obviously not the interest of the institute nor their intension, jeopardize the reputation of the institutes and discourage the population to approach the training institutes. Moreover this new programme which is initiated by the government strong leadership has a side effect of decelerating the movement of the institutes towards self-management and semi-autonomous status. Some of the institutes have been motivated to reach such status by obtaining accreditation and securing self revenue sources. But to some extent the current programme would disperse the momentum of such movement.

It is hoped that these concerns will be somehow addressed in the course of implementation so as to achieve greater benefits for the farmers and the sector as a whole. However, in spite of the concerns, it is expected that the Crash Programme as envisaged by the government would

have an overall positive impact on the institutes. The positive effects would be greater if the institutes find, in the midst of the stress of rapid adjustment, ways to keep their views towards the long term goals and sustain the momentum even after the programme.

5.2 Institutional Constraints

As a second group of challenges, we like to look at the issue of institutional setting. The challenges described above are imminent and need to be addressed immediately. However, it is probably more important at this juncture of time to contemplate the whole system of the institutes (the institution) with a view of much longer term, the future of the agricultural training institutes.

The Crash Programme is a good start in uplifting the ability of the institutes as it gives them fresh resources and raise their physical and human capacity. However, there are lots to be done to make the training institutes really effective in pushing up farmers and Tanzania agricultural sector to a new stage. The institution has not yet set out the positive spiral of development. A schematic diagram is given below. The diagram shows a cycle where the institutes will offer demand-driven training services and in return they collect revenue, then use the revenue to improve the next stage. Along the process, it is hoped that the institutes will become more autonomous and agricultural sector will be more commercially oriented. The desirability of autonomy of the institutes is described below in relation to the future status of the institutes.

5.2.1 Institutional Challenges at the Central Level_

Need of Training Policy: The first obstacle for the cycle to set out is the lack of clear policy or strategy for the training sub-sector. It is the responsibility of the government to make clear what sorts of roles are expected for the institutes, and in what process could they attain such goals. The policy should be so arranged that the training services will continuously be up to the demands of rapidly changing agricultural sector.

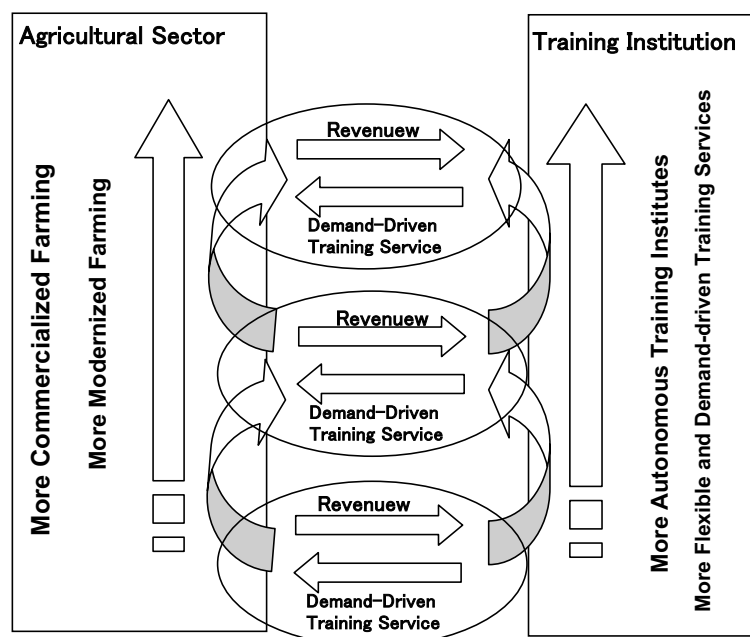


Diagram 2. Conceptual Cycle of Training Institute Development

In the past, a master plan was already once prepared (1996) as described in Section 4.1. However any actions were not taken to put it in implementation. While the preparation of a master plan is rather a technical matter, the fundamental issue is the commitment of the government to make better use of the training sub-sector so as to attain the vision declared in the policies.

Future Status of the Training Institutes: Currently all the agricultural training institutes are under close control of the mother ministries: They receive PE and OC; many of the long course students are government sponsored; and some short course students are also sent by the government; not to mention the arrangement of the Crash Programme. Also their curricula and syllabi are subject to the ministries' guidance, and the training materials are

primarily prepared and supplied by the government. These arrangements are necessary for, i) keeping the training quality standard high and uniform, ii) supplying extension officers to areas across the country. However, given the present decentralization trend of policies including the agricultural policy, it is authors' view that the institutes should be given more autonomous status in the future. As a matter fact, the master plan prepared in 1996 (introduced in Section 4.1) already mentioned the idea and proposed to accelerate the process²⁶. The reasons for considering such status desirable are as follows:

- (1) It requires less financial and administrative burden to the government.
- (2) It allows the institutes to supply better services (demand-driven services) to clients (farmers and extension staff).
- (3) It gives more opportunities for the institutes to associate with private sector players.
- (4) It is in line with the general trend of privatization and the ASDS/ASDP vision.

The future status would be somewhere in the middle of full control of the government and completely private operation. The present study considers the parastatal status would be appropriate and feasible. A parastatal is a semi-autonomous body with subsidies from the government (PE and part of OC), which enjoys self-determination across a substantial range of issues including planning, recruitment, administration, service contents (courses and subjects), and student admission. SUA and other public universities are the examples. However, in order to attain such status, the institutes need to overcome a number of hurdles, including accreditation from NACTE, improving curricula and administration, and most importantly to become competitive in the market of training and education. At present some of the institutes had begun to move forward to that direction. Some have already obtained the provisional status of NACTE accreditation. But still, much needs to be done.

Issue of Target Groups: Uncertainty remains here about the target group of training: In the future (after the Crash Programme) who will be the major target of the training, extension officers, farmers, or private sector players (service providers)? Conventionally it is simply assumed that the institutes are to train extension officers, because they have been established for that purpose. The issue is, however, not so clear, and should be examined carefully in the preparation of the training policy and programme.

Regarding the present situation, two observations are made:

- (1) In ASDP BF, the extension services are expected to be supplied mostly by the private service providers (PSPs). The public service providers (presently in-service extension officers) are expected to empower farmers and farmer groups and facilitate them to contract directly with PSPs. This probably implies that the cadre of public providers will be reduced in size in the future.
- (2) There is a view among some of the government officials that the government training institutes should no longer be concerned with the training of farmers, because now the responsibility of extension services is conceded to LGAs, thus services to farmers are primarily conducted by LGAs including trainings.

The first idea seems to suggest that the training institutes should focus in the future on the training of PSPs, maybe including farmers. The second suggests that the institutes work primarily on the public extension officers, maybe including PSPs. These are contradictory, but both have shortcomings.

According to a study²⁷, though it is slightly old, PSPs are classified into three groups: NGOs,

²⁶ *National Agricultural Middle Level Training Master Plan*, by Department of Research and Training of MAC, (March 1996), pp. 31 – 32.

²⁷ Major Agricultural Extension Providers in Tanzania, by D.F. Rutatora and A.Z. Mattee, in *African Study Monographs*, 22 (4): 155-173, December 2001.

Private agri-business companies, and Community-based or farmer organizations. There are about 200 NGOs in Tanzania involved in various types of agricultural services. They seem to be more effective in service delivery as they often employ participatory approaches. They are also sufficiently cost conscious, adopting cost-sharing with farmers. However, they are more likely to perform in isolation and area-based fashion. Also some of NGO activities are related to large national projects thus tapered off after the projects are over. Service providers of private business entities on the other hand are very cost conscious and have sharp focus on the services to offer. It should be noted, however, that many of the services from this group are actually carried out by the public extension officers. The companies employ them for a specific service delivery with some allowances, transport and in-house training. Being a private company, they are concerned with productivity and quality, but not with farmer empowerment and other social skills. Finally, farmer organizations are not yet major players in the service delivery due to their limited experiences, trainings, linkage with other groups, etc. All these suggest that PSPs are not yet ready to replace the public extension service in immediate future. Therefore there must be transition time, and for that period the existing system need to be relied on. Consequently, the training institutes need to deal with the demands for the public extension services. At the same time, the institutes need to open the window to the PSPs. The training of PSPs is a new territory for the institutes.

The second idea that farmer training should be done by LGAs seems to be a misunderstanding of the situation. The situation that extension services are now in the hand of LGAs does not mean that training should also be their responsibility. Extension and training are different and can be operated at two different levels. In addition, training of farmers at LGAs is not practical at all, because they have neither human nor physical capacity for such activities. Moreover, it is not cost effective to establish training systems all over the country. The center (MATIs and LITIs), having accumulated experiences and know-how in farmer training, should continuously be the center of the activities. On the other hand, the institutes are much in need of such services for their sound financial base.

Though the issue of target groups should be discussed thoroughly in the next stage, when the policy and programme of training sub-sector are to be prepared, it is reasonable to assume that we need transition time during which efforts will be made to promote the private sector service delivery. On the other hand, farmer training should continue, even expand because such service is crucial for the institutes to gain financial independence. Now the issue of target group would tentatively be concluded as follows:

- The training institutes will accommodate for the time being farmers and (public) extension staff as before.
- The training institutes will be open to the training of PSPs.
- Emphasis in training will gradually be shifted toward farmers and PSPs and the private sector will take a lead in the service delivery.

Re-examination of Task Allocation among the Institutes: Related to the policy preparation is the re-examination of the task allocation and course offering among the institutes. Currently some institutes specialize in a limited range of subjects (like Mlingano, Igurusi, and Temeke). Also some offers only short courses (KATC and Buhuri). While the gain of specialization is well acknowledged and historical conditions aside, it would be worth re-considering the tasks and courses of the institutes from the viewpoint of effectiveness of the entire institutional system. There seems potential benefit in introducing a new system where all the institutes offer basic general courses such as general agriculture, with, only on top of that, allowing (and encouraging) individual institutes to adopt locally unique subjects

to exploit individual comparative advantages.

This institutional re-arrangement should be looked at from two aspects: How to utilize the existing training institutes to better serve the nation-wide demand of extension officers in a long run; and How to encourage individual institutes to raise their competitiveness by specialization in the academic market. It is authors' view that all the institutes small or large should be able to supply basic standardized courses such as general agriculture, crop production, and animal health and production all at diploma level. Then, individual institutes will be encouraged to promote subjects of their comparative advantages. Those specific subjects may be agro-mechanization, irrigation, nutrition, or even agro-forestry. The reasons for considering this arrangement favourable are:

- The arrangement increases the institutes' overall production capacity of extension officers (including re-training capacity).
- The arrangement allows the exchange of tutors among institutes easier, thus enhances mutual communication among them.
- The arrangement helps the institutes to attract students locally, benefiting both the local population and the institutes.

Re-examination of Courses offered by the Institutes: Another important point that should be considered in the institutional re-arrangement is the appropriateness of the courses offered in the training institutes. A typical case is the MATI Mlingano which is specialized in agro-mechanization. Mechanization is important to improve efficiency of production. However, modernization does not always mean mechanization, not to mention large-scale machines such as tractors and tillers. As mentioned elsewhere, modern agriculture could be labour-intensive (rather than capital-intensive) with focus on high value-added crops. Besides, when one considers current practice of farmers at local level (many are small-holders) and policy directions (group formation and empowerment at grassroots level), much demanded from now on would be machines which are smaller, less complicated, less expensive, and more accessible to farmers. The idea of large scale mechanized farming is simply a remnant of the old-days collective farming. Moreover, machines are important in processing stage. Hence, mechanization courses offered at the training institutes should include much broader range of machines such as milk processors, chillers, juice processors, oil extractors, grain millers, drying equipment, etc.

Similar examination should be given to all other courses including Food Production and Nutrition, Horticulture, Tsetse Control, and Range Management.

Dispersion of Training Activities: Another serious institutional challenge is the dispersion of training activities. The issue has already been noted in the master plan prepared in 1996²⁸, but it seems no remedial actions have been taken yet.

The challenge is particularly acute in MAFC where training activities are conducted by many Divisions other than DRT. The table below describes the 2007/08 budget allocation of training activities among Divisions of MAFC.

Table 5-4 Training Budget of MAFC Divisions

²⁸ *National Agricultural Middle Level Training Master Plan*, by Department of Research and Training of MAC, (March 1996), p. 21.

SubVote	Division	Budget (Tsh.)	Share(%)
1003	Division of Policy and Planning (DPP)	596,405,000	9.2
2001	Division of Crop Development (DCD)	1,251,643,400	19.3
2002	Division of Irrigation and Technical Services (DITS)	305,517,500	4.7
3001	Division of Research and Training (DRT)	3,436,580,402	53.1
4001	Division of Cooperative Development (DCD)	15,510,000	0.2
5001	Division of National Food Security (DNFS)	869,203,500	13.4
Total Budget of Training Activities		6,474,859,802	100.0
Share (%) of the Training Budget in the Total (OC+Dev) Division Budget			4.9
Total Budget (OC+Dev) of MAFC		131,711,635,580	

Source: MAFC MTEF 2007/08

The total training budget of MAFC is approximately Tsh. 6.5 billion of which 53% is used by DRT. Striking fact is that other Divisions such as Crop Development (DCD) and National Food Security (DNFS) and even Policy and Planning (DPP) carry out training activities. Especially the scales of DCD and DNFS are substantial. One reason for the separate conduct of training seems to be the operation modality (and mentality of relevant officers) of outside-funded projects: such projects are often assigned to a particular Division, and the Division conduct activities considered appropriate for the goals of the projects. This is the case for DCD, as PADEP is chiefly managed by the Division and the training activities are all funded by the project. In other cases (DNFS and DPP), reasons are not clear, but they conduct training with the fund of ASDP BF and ASPs II, respectively. There should not be any problems of using those external resources for training activities for the goals of projects. The issue is rather lack of communication and coordination among Divisions. It might happen that those Divisions to which specific projects are assigned would prefer to keep control of the funds, hence reluctant to coordinate with other Divisions which are responsible for particular activities under the functional structure of the Ministry. However such narrow-mindedness should be brought to an end if the Ministry would really work as an integrated organization. As discussed elsewhere, the weak communication between MAFC and MLD on the issue of training is of similar kind.

In the case of MLD, the issue of budget dissipation is not as serious as MAFC. As shown below, almost 90% of training budget is used by DLRT.

Table 5-5 Training Budget of MLD Divisions

SubVote	Division	Budget	Share(%)
1004	Division of Livestock Research, Training and Extension (DLRTE)	1,354,498,600	87.4
7001	Division of Veterinary Services (DVS)	128,567,000	8.3
7003	Division of Pastoral System Development (DPSD)	67,100,000	4.3
Total Budget of Training Activities		1,550,165,600	100.0
Share (%) of the Training Budget in the Total (OC+Dev) Division Budget			9.3
Total Budget (OC+Dev) of MAFC		16,707,332,000	

Source: MLD MTEF 2007/08

Weak Coordination among Ministries: Another coordination issue exists between MAFC/MLD and MITM. Though the coordination between MAFC and MLD is not perfect, there are at least some, because the two are historically close (they used to be one at some points of time in the past) and both share similar nature of responsibilities: technical backstopping for the sector. However, the chasm between the two and MITM seems much wider. As the present study identified, however, there are many training programmes conducted under the guidance of MITM in the field of business, entrepreneurship, processing, and marketing, which are considered vital for the sector if it is really to transform to the envisioned state. Effort should be made to narrow the chasm. There are many ways to fill the gap, but the first step would be to organize a small workshop to let everyone know that the linkage and coordination is necessary for the sector, useful for the progress, and beneficial for all stakeholders.

Weak Linkage among Training, Extension, and Research: As already mentioned in relation to the dispersion of training, there is lack of communication and coordination among

three branches of service delivery. The reason would be the project-based operation of the tasks, or sheer distance among offices. But the effect is only negative in that resources are dissipated in duplication and half-attained outputs. The issue has already addressed in NAEP II as it produced a guidelines on “*Institutionalizing Extension – Research – Training and Education linkage under NAEP II*”: A Proposal (April, 2001). The rest would be only the commitment of the government to take it seriously.

In connection to this linkage, consideration should be given to a broader range of linkage, including the effective use of existing network of extension services such as the Farmer Field School (FFS) and/or the Folk Development Center (FDC). The current plan of establishing the Ward Agricultural Resource Center (WARC) is also important to consider. Network is vital to invigorate the exchange of information, hence improve skills and knowledge.

Special Support to strengthen the Cadre of Private Service Providers : The policy (ASDP BF) envisions that the service delivery will be performed by the private sector. Though it is not clear exactly who would be the actors for this role, it seems that, under the present circumstances, the actors need to be looked for at various sources: NGOs, the research institutes, agri-business companies, individual practitioners, and to some extent farmer groups. But the basic problem is that the capacity (the number and technical ability) need to be strengthened rather quickly. The best feasible approach for this goal is to utilize the present training institutes. However, the present training system does not include any special arrangements for promoting private service providers. Therefore it would be desirable to create some special arrangements in the institutes so as to facilitate the emergence of private service providers. Such arrangement is also beneficial to keep the practice of those providers in a certain range of quality.

5.2.2 Institutional Challenges at the Institutes’ Level

There are institutional challenges relevant to individual training institutes. They include: a) to obtain accreditation from NACTE; b) weak linkage with LGAs; c) poor coordination with research and extension branch of the service delivery; d) weak linkage with other training institutes.

Accreditation: Accreditation is very important for the institutes in terms of both obtaining semi-autonomous status and attracting students. Currently the institutes are already in the process of acquiring the status. Some of them are already in the provisional status. Also the Crash Programme would give desirable push for them to accelerate the acquisition as they improve the facilities and employ new tutors both of which are part of the requirements.

As a requirement of NACTE, the institute is supposed to establish an Advisory Board for management. This arrangement should be thought seriously with proactive consideration. For the institutes to be semi-autonomous and competitive in the market, each institute needs to be very strategic. They need to prepare strategic plans and manage their organization with strategic decision making. In this respect the selection of the board members is key and the terms of reference of the board need to be so specified. The board is also necessary to make the operation transparent, which is an important issue to be taken into account in developing the reputation.

Weak Linkage with LGAs: The linkage with LGAs is vital as, under ASDP, LGAs are provided with funds for training of farmers and extension staff. They are also in a position to find out what would be needed for farmers to set out more commercial oriented farming. Therefore the institutes need to have a very good communication with them to attract students and to invent better training courses for clients.

Poor Coordination with Research and Extension Branch: The coordination among four parties (Farmers, Extension, Research, and Training) is also very important, because those sub-sectors have close interactions with farmers, hence feedback from them should be an important source for the training people of information about the actual situation of farmers. In addition, it would not be an unconceivable idea that the training institutes themselves engage in small scale of extension services to the neighbouring villages (already done at some institutes in the form of outreach programme) and carry out experimental activities in field setting.

Weak Linkage with other Training Institutes: Finally, as it is pointed out in the previous section, linkage with other training institutes whether they are under MITM or other ministries (like CBE, SUA, VETA, and MUCCoBS) should be strongly encouraged. It is more cost effective for the institutes in expanding curricula and courses to cooperate and work jointly with other institutes which have already developed the concerned curricula rather than establishing them from the scratch. Moreover, communication will bring stimuli to the linked organizations which is an important source of progress.

5.3 Coping with Dynamic Change of the Sector (Curriculum and Training Approach)

As briefly described in Section 2.2, Tanzanian agriculture is changing. As the sector review last year revealed, the sector is slowly but steadily moving toward the state of more commercial-oriented production. A number of new crops are being introduced and some progressive farmers are attempting to exploit the opportunities.

Given the direction that government is aspired to move and what actually happening in field, farmers as well as the training institutes must be busy in learning new things and catching up with changes. In the coming years, farmers are supposed to engage more in commercial farming with greater knowledge of new varieties, methods of husbandry, and access to financial resources.

On top of these considerations, it should be recognized that the agricultural training institutes are presently and probably for at least several years to come, a sole institution that could provide training services systematically. Recognizing the circumstance, the agricultural training institutes have to innovative in many respects but in particular in their curriculum and training approach.

Curriculum and Training Approach: Argument on curricula is often concentrated in a narrow range such as curriculum for passing the NACTE requirements. This is acceptable for the goal of short-term. But to be accredited by NACTE is only the first step of the much broader development of the training institutes. The argument of curricula should be made with much large and long perspective in mind. Particularly, one should consider the direction that the institutes would head to, i.e. becoming more independent and more demand-driven in future. In long future, they would even compete in the academic market with other higher education organizations such as SUA and MUCCoBS. With such a long-term aspiration in mind, MATIs and LITIs need to engage more actively in preparing attractive curricula, courses, and student admission arrangement.

When considering the challenges in curriculum aspect, there are two levels: Training for extension staff and for farmers, or in other words, training of the long course and of the short course. Let us discuss about the long course.

[Long Course]

The objective of the long course is to produce extension officers. MATIs and LITIs have

been established primarily for this purpose. Therefore, even now, many of the institutes consider the long course as a mainstay of their operation, while the short courses are a sort of appendices. Apart from the overemphasis on this goal, the existing arrangements of the long course have several concerns to be addressed.

(1) Standardized contents

Standardization of training contents is necessary in light of the objective of producing personnel for the entire country. It is also a necessity to assure the quality of produced human resource. However, the issue here is a need of rooms for including some locally unique characteristics in the contents. Uniqueness is necessary for the institutes to advance their competitiveness. There must be a balance between the two requirements: standardization for mass production and quality control, and specialization for competition.

(2) Overemphasis on technology transfer in extension services

It seems that even now the conventional perception that the chief task of extension agents is to transfer technology to farmers. This approach has been found less effective by studies in the past. Often farmers do not know what to ask in the first place, and the information given by the agent would not be well-aligned with the specific context that the farmers are in. Also it was observed that farmers have an intrinsic psychological barrier that prevents outsiders' advice. The barrier comes from their perception that they know everything they need to know about farming of their crops because they have worked on them for a long time. For the extension service to be more effective, the agents need to break such barrier and facilitate farmers to recognize that there are much more to know and use for their betterment. Suggested approach as an alternative is the facilitation approach in that extension staff promotes the awareness of farmers and make them form groups and let them discuss and find out problems themselves. Along the way, the farmers are expected to be empowered so that they can initiate their actions for solutions, including contacting with outside sources.

Another drawback of the technology-centred extension approach is that such approach does not address the needs of farmers in their endeavour to commercial farming. For farmers to engage in commercial farming, they need to know many things. The following subjects (though in a simplified form) need to be included in the training curriculum:

- Business planning skills (including cost estimates and asset management)
- Bookkeeping and accountant skills
- Loan application and negotiation skills (including writing skill of application forms)
- Marketing skills (including how to present their products)

Related to the facilitation skill are the skills for group formation. Group formation is crucial for commercial farming because groups give a greater leverage in bargaining in both input and output markets, also allows members to take risks easier in investment. Extension efficiency will also be improved in group training rather than individual training.

Other important skills that the extension agents need to have are networking and coordination skills. These are important because, first in the commercial farming, farmers need to be connected to timely and quality-assured supply of inputs (seeds, fertilizer, chemicals). They also need have good access to market information. Though these connections should be made by farmers themselves, the extension agents would be in a position to bridge the concerned parties, or at least need to be able to suggest farmers where to look for. Similarly coordination skill is important because the problems farmers face are often multi-sectoral stretching across social and economical areas including for example agricultural, gender, legal, environmental and financial aspects. In such cases, agents need to be a good coordinator of the experts of relevant

fields.

(3) Practical training

The importance of practical training is already well understood at present by tutors and other relevant people. So it is expected that such understanding will continue in future. However, consideration should be added in the area of group formation and participatory approach of extension services. Because such approach is crucial in the future extension service and officers are supposed to be good at these activities. Conventionally field practicals and out-reach programmes are mostly for technical exercises. But similar concept should apply to such new skills. Practical training for such skills should be conducted as a part of out-reach programme where students are led to neighbouring villages with in-service extension officers, and be exposed to the actual performance of group formation and other dynamics. Being a facilitator is sometimes quite different form being a teacher or trainer. The difference would be perceived only through actual experience.

(4) More flexible and accommodative arrangement for student

It is a vital importance to attract students to the institute. One important aspect in this regard other than the course contents is administrative arrangement flexible enough to absorb the difficulties that students have. Some of the examples are the following:

- Splitting of tuition payment: Not every student (or their parents) is wealthy enough to pay tuition at once. Allowing them to pay in instalment helps them great deal.
- Splitting can be applied to other charges, including charges for meal, boarding, and books.
- Other flexibility would be allowing some students (e.g. pregnant students) to postpone their study for some time.
- Admission could also be eased to accept with some loan which would be managed by the institute.

(5) Opening long courses for potential Private Service Providers (PSPs)

As the present policy (ASDP BF) envisions, the service delivery will be performed mostly by the private sector in the future. However, at present PSPs are still in the process of growth. Therefore, for the envisioned situation to happen, the training institutes need to open their door to those individuals or group of people who are already working as PSPs (members of NGOs for example) or who aspire to become one of them. Special arrangement would be needed from the government in the form of subsidies or course arrangement. Without such supporting activities for the increment and expansion of the private sector, the envisioned policy may have difficulty to attain the goals.

[Short Course]

Presently two kinds of short courses are offered: one is for specific needs of local farmers and the other is for re-training/refresher of in-service extension staff. The former is often requested and financed by local NGOs (like Heifer Production International), and the latter is sponsored by the central government or local governments. Current observation gives the following summary:

- Short courses for farmers are more frequent than for extension staff.
- Livestock related subjects are more frequent than crop related subjects.
- Some institutes are more eager than others.

(1) More short courses

Short courses are important and worth exploiting further, because a) it brings revenue to the institutes, b) it benefits farmers directly, c) it brings first hand information of farmers demands in agricultural training and technical advice in general. With such potential benefits lying in the operation of short courses, the progress of the institutes would not be

conceivable without exploiting the potential.

However, as described below, the exploitation needs effort. The institutes need to prepare a good strategy and change their mind-set. Also they need to make the curriculum contents and administrative setting more attractive, flexible and accommodative to the potential clients.

(2) Prepare more attractive course contents

It is a well known fact that farmers are financially strained and have limited capital. But that means they have keen interest in raising cash income with small investment. That is one reason that courses of dairy products and vegetable husbandry are popular among farmers. Presently it is observed that some people of the institutes still consider themselves as educators (rather than service providers) who lead and educate farmers to the goodness of their life. Such aspects would remain in the future, but emphasis should be put more on their financial benefits. Subjects and contents are thus selected and arranged to meet directly the needs.

One interesting example is seen in the Table 5-6. This is a list of short course subjects offered by LITI Tengeru, laid out in a time sequence. Tengeru (both livestock and horticulture) has been active in offering short courses for farmers in neighbouring communities, and adjusted the offerings to some extent to capture the demand on ground. As the list suggests, new subjects are being added along the course, and it seems that subjects tend to become more specific, like banana, animal skin, bee keeping, etc. This implies that there could be new subjects that farmers would be interested in. Also specific topics could be expanded to the subjects like tomato, soybean, sesame, flower, etc. Any crops which have potential for cash income should be targeted. Moreover, the training should include not only technique of husbandry but also of processing, storage and even consumption (i.e. cooking). The importance of the consumption knowledge of products should not be underestimated. Such knowledge positively affects the expansion of market (consumption in public), and directly benefit the nutrition of population and hence improve people's welfare.

(3) Additional services to make the training more accessible to farmers

Making the training more accessible to farmers is important. Examples are supply of transport service, accommodation service, production kits (containing seeds and small tools), and payment in kinds.

(4) Improvement of Training Approach

Follow-up is important to make training really effective. The ideal could be that tutors themselves visit trainees after sometime, and provide additional advices on the spot. But this requires more time and funds on the part of the institutes. Alternative could be that, as KATC has been promoting, farmers are invited as a group together with local extension officers, and they would be together trained in the same course. The advantage of this approach is: 1) Farmers keep some discipline as officers are together, 2) The officers can also get a re-training opportunity, 3) Since officers have already basic knowledge, they would understand the subjects more deeply, hence could answer questions raised in field after the training, 4) Officers are in general more widely connected to outside world, therefore they could be a bridge between farmers and outside information sources. With these advantages, it is considered that this training approach should be more promoted.

Another issue in the training approach is the emphasis on practicality. It is already acknowledged by many people. But it should be repeatedly emphasized. Farmers are conservative and do not try new things if they are only taught in classrooms. They would change the view only if they see difference in their own doing or see other farmers are doing successfully. Therefore, in this respect, practical approach is really crucial, and experimental courses including study tour to other farmers would be useful to consider.

(5) Emphasis on business planning and management (Elements for commercial farming)

The point was elaborated in the section of Long Course, but the same can be said to the short courses. In short courses, it is less likely that trainees (mostly farmers) are interested in such subjects. But the experience of the institutes under MITM (SIDO for example) suggests some farmers do look for training of that kind. Therefore the institutes should consider in advance preparing short courses focusing on business management skills. In addition, the existing short courses should be reviewed to include more contents of business and entrepreneur skills as a part of the overall contents.

(6) Joint venture with private companies

Probably the largest standing block in the expansion of farmer training is the farmers' inability of bearing the cost entailed by the training. One possible way of mitigating the problem is to work jointly with private companies that have benefit by supporting the training. For example, a seed company would be willing to support a training programme where the company's seed would be advertised and used as a useful example for husbandry. The company even agree to supply a kit of production to farmers after the training. Opportunities of such joint venture should be more eagerly exploited.

Table 5-6. Short Course Subjects Offered at LITI Tengeru

Abbreviat'n	Kind of Course	Year																								
		Description	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006
DCH	Dairy Cattle Husbandry	1	3	6	11	9	5	7	5	5	3	3										1	4	10	5	2
MP	Milk Processing				1		1	1	1	2	1	1										3	3	1	5	
DGH	Dairy Goat Husbandry					2	1	1	3	3	2	3	3	2	1	3	3	6	2	2	5	4	2			7
ToT	Training of Trainers								3	2	4															
PgH	Pig Husbandry								1		1												2			
PRH	Poultry Husbandry									1	1	1	1	1			1							1		
Intgr.Agr	Integrated Agriculture											1	3													
Beef H	Beef Husbandry											1														
Coopertv	Cooperatives												1													
ParaVet	Para-Veterinary												3													
Intgr.DF	Integrated Dairy Farming													2	4	5	3	1	4	2	7					1
F.Motivtr	Farmer Motivator														1	2	1			3						
Intnsv.LvF	Intensive Livestock Farming															2										
GrpLcdrshp	Group Leadership															2										
VegP	Vegetable Production																1		4	8	3	1	1			
Av&dP	Avocado Production																									
CropP	Crop Production																									
BascAgrLvp	Basic Agriculture and Livestock Production																									
Lv&Pstr Mngmt	Livestock and Pasture Management																									
Onion/Leek P	Onion and Leek Production																									
Sustnbl Veg P	Sustainable Vegetable Production																									
Agroforstry	Agroforestry																									
AgriLvs&Envirmt	Agriculture Livestock and Environment																									
DGH&BIA	Dairy Goat Husbandry and Bio-intensive Agriculture																									
Veg&Frt P	Vegetable and Fruit Production																									
Veg&Bmn&Frt P	Vegetable, Banana and Fruit Production																									
Hide&Skin P	Hide and Skin Production																									
DipTrnk Mngmnt	Dip Tank Management																									
Bee Keep'g	Bee Keeping																									
Animl Trct'n	Animal Traction																									
Crop/Seed P	Crop and Seed Production																									
FishF	Fish Farming																									
Crop/Brly P	Crop and Barley Production																									
DG&Pr	Dairy Goat and Poultry																									
FFS	Farmer Field School																									
WaterHrvst&BIA	Water harvesting and Bio-intensive Agriculture																									
Total	Number of Courses offered	1	3	6	12	11	6	9	13	13	12	10	11	6	9	16	10	13	13	28	22	23	27	35	22	

Source: Data collected in the field survey.

6. Proposals and Action Plan

6.1 Proposals for improving the Services of the Agricultural Training Institutes

The current Crash Programme is welcome as long as it brings new energy to the long-ill-supported institutes. With new financial support from the government, they can rehabilitate, improve and construct facilities. They are also able to recruit new young tutors. It is expected that an increased number of students will bring a vibrant atmosphere to the institutes.

However, we like to see the issues of the institutes in a much longer perspective, i.e. what would be the situation after the programme is over? How would the institutes sustain the momentum once they would be given by the Crash Programme? How would they serve better for farmers and Tanzanian agriculture in future?

The NAEP II Project Completion Report stated that:

As a lesson learned, "Given the opportunity and resources, the local training institutions can be transformed to centres of excellence. However their sustainability depends on government and project funding to sponsor students."

As a recommendation, "The supported training institutions should be assisted to come with long-term student recruitment and/or re-training plans from the private sector, instead of depending on government-sponsored students."

As the report rightfully indicated, the training institutes need strategic plans with views that they will become more self-dependent and private-sector-oriented organizations. From this long-term perspective, we like to propose the following actions:

1. To complete the Crash Programme, but with keeping in mind the actions to be taken after the Programme.

The four years of the Crash Programme should be considered as a preparatory period, a sort of catapult, for the next big leap. During this period, the government as well as the institutes should, while pressing on the Programme, carry out foundation work for the next stage.

[Proposals for the Government (MAFC, MLD, and MITM)]

2. To prepare a policy that shows the direction that the training institution will move forward.

This preparation should be done during the four years (hopefully by the end of the third year) that the Crash Programme is underway. The importance of policy should not be underestimated. Recognizing that human resources are the primary source of development, training of agricultural personnel regardless whether they are farmers, public extension officers or private service providers, should be of utmost importance, almost parallel to that of nation's general education. Policy is important to unite the relevant actors in one direction and allow them to see individual activities in perspective.

The policy should make clear at least the following aspects of the training sub-sector:

- Objectives of the agricultural training with clear understanding of agricultural trend;
- Roles of the training institutes; and
- Envisioned institutional setting including hierarchical and geographical arrangements of the institutes.

In the process, particular attention should be given to the following issues:

- * What are the most effective task/functional allocation and linkage arrangement among the training institutes (MATIs, LITIs, and Others)?
- * What are the sustainable roles and arrangement of the training institutes?
- * How to streamline all training activities under a single line of administration (within MAFC, as well as among the Ministries)?
- * What is the most effective information linkage arrangement among farmers, training institutes, extension services, and research?

With regard to the future status of the training institutes, as discussed in Section 5.2, it is authors' view that in a long run (maybe 10 years) they should become parastatals, semi-autonomous bodies with subsidies from the government (PE and part of OC), like SUA and other public universities. But in a short run (4 years at least, because the Crash Programme will be on-going, but maybe longer up to 6-7 years), they will remain as institutes administered by the government. Once they obtain the NACTE accreditation, they can start the preparation for the status of parastatal. Obviously there is a transition period where the institutes gradually increase their responsibilities while the government withdraw their supports. With the status of full-fledged parastatal, they can compete with other training and/or educational institutes in the country as well as internationally.

Target group of the training should be inclusive, i.e. farmers, public extension staff, and private service providers. The present policy envisions the greater roles performed by the private sector in service delivery, but it is considered more practical to rely on the public sector for the coming few years until the private sector will sufficiently grow. For the time being, effort should be continued to encourage the private sector to increase their capacity and network through training at the training institutes or national sensitization workshops. In this respects, special arrangements for strengthening the capacity (number and technical ability) of the private providers is desirable (see proposal 7 below). Farmers training should be not only continued but expanded further, because i) it has direct impact on production and modernization of farming, ii) it is necessary for the institutes to secure stable revenue and thus to attain more a self-dependent status.

3. To prepare an implementation programme of the policy.

A programme is a plan that puts the policy in place and operation. The programme should include at least the following:

- Actions to be taken to materialize the envisioned institutional setting;
- Responsible organization to take the actions;
- Supervising agency;
- Coordinating agency which is often put directly under the supervising agency;
- Financial estimates; and
- Time line of activities.

4. To hammer out the regular coordination mechanism for training matters (and maybe extension too) between MAFC, MLD and MITM.

Currently the coordination does not seem working properly. However, without good team-up between the three ministries, it is afraid that much resource would be consumed in vain. Particular effort should be made to the coordination between MAFC and MLD as they are the central ministries in charge of the agricultural sector.

5. To streamline the training activities into a single administration line.

In MAFC, several divisions are performing training activities. Though the needs for such training are acknowledged, it reduces the effectiveness of training because the experiences will not be shared and the benefit of specialization (in training matters) is not exploited. In other words, parallel practice dissipates resources and increase administrative costs. It should go without saying that such parallelism discourages the unity of a ministry which is essential for delivering effective services to the public. Together with the action for the coordination among the ministries, serious effort should also be made to solve this front.

6. To strengthen the linkage among training, research, and extension.

As described in Section 5.2, close communication among three branches is vital to effectively address the problems that farmers face in field. These three branches of the agricultural service delivery system have many in common and better to work as a team. This issue is old, and only commitment of the government will matter for its implementation.

7. To create special arrangement for strengthening the capacity of private service providers

In line with the present policy (ASDP BF), effort should be made to strengthen the capacity of private service delivery. Present capacity is still insufficient and specific intervention is desirable. Arrangements would include, for example, subsidies for those students who work as private practitioners afterwards or special diploma courses (e.g. 1 year) for those already have worked for a substantial period of time.

[For the individual training institutes (MATIs and LITIs)]

8. To acquire the accreditation of NACTE.

This is the first step for all the institutes to move on to the status of parastatal, a semi-autonomous body with a range of self-decision-making authorities.

9. To establish an advisory board, strategic plan, and special taskforces

One of the requirements of NACTE accreditation is the setting-up of an advisory board. The nature and tasks given to the board is crucial. The institutes should be careful enough to select capable people for the member. Participation from the private sector is indispensable. Then the institute should prepare strategic plans for their progress. The plan should identify their comparative advantages, competitive edges, process of enhancing such advantages, financial perspective, work force development, etc. The institute also need to make use of taskforces which are groups of staff to tackle particular issues such as curriculum reform, marketing expansion, job promotion, etc.

10. To start thinking seriously how to promote self-revenue mechanism.

Self-revenue should be increased by attracting more students from general public and by utilizing all existing assets of the institutes. The former requires innovation in training courses and accommodation of students, while the latter calls for strategic planning of use and development of the assets, including lands, animals, machine, and human resources.

Important revenue sources are student fees (long courses and short courses) and sales of production units. Strategy will be prepared with consideration to the aspects

described in Section 5.3. Following is a brief summary of considerations for the revenue enhancement:

- To strengthen advertisement in student recruitment.
- To allow students to take part in the operation of the production units.
- To make best use of the production units (quantity and quality)
- To make tuition payment arrangement flexible.
- To expand the possibility of short courses by including new topics/subjects.
- To seek subjects of income generation potential.
- To consider courses of very specific and narrowly focused contents (tomato, eggplants, cheese processing, etc.)
- To consider potential of training on storage and processing.
- To offer small benefit and entertainment in training such as delivery of kits and cooking practice.
- To make the access of farmers to training easy (transport services or lodging services)
- To invite farmers as a group with local extension officers.
- To seek joint venture with private companies.

11. To review the contents of curricula to reflect the needs for commercial farming.

Present contents of training courses are weighted in favour of technical skills. However, the transformation of farmers and the agricultural sector requires different focus in the kind of skills and knowledge to be imparted. This means that, in addition to the conventional skills, new ones such as business planning, management, accounting, loan application, group formation, participatory problem solving, etc. should be emphasized in training both for extension officers and farmers. In the training of extension officers, it should further be stressed that extension services are in essence facilitation, not instruction. As private sector is expected to take a leading role in the service delivery, the difference should be reminded with particular emphasis.

12. To strengthen the connection with LGAs.

Under ASDP, majority of agricultural development undertakings takes place at the district level and below. Needs for training will be identified mostly by LGAs and farmers. The connection is essential because a) LGAs will be the major source of training requests, b) communication with LGAs allows the training institutes to obtain information of the field.

13. To strengthen the linkage among training, research, and extension.

While attempts will be made at the central level to establish an institutional arrangement, individual institutes should carry out their own effort at the local level, by individually approaching to the nearby institutes or make contact with neighbouring LGAs to communicate with extension officers of the area.

On the part of the government, they are also considering to advance the idea of supporting commercial farming through the improvement of training sub-sector. The following (in Box. 4) is a tentative proposal from MAFC, DRT in that young men and women will be selected to have an intensive training of commercial farming with some privileged support of land supply and easy access to financial resources. The viability of the plan should be carefully examined, but the intension should be well taken.

Box 4. Project of Commercial Farming Training for Youth

Objective: To provide the youths with theoretical and practical education and training so that they become fulltime farmers with the competence who will be able to manage and operate commercial farms in an environmentally sustainable and economically profitable manner.

Background: The migration of young men and women from rural to urban areas has been increasing over the years. Success efforts to curb this movement depend upon the response and willingness of young people to settle and engage themselves in agriculture under the rural setting.

In order to ensure basic food security, improve the living standards of the people through income generation from agriculture and livestock production, MAFC and MLD are planning to establish commercial farming training programme as a strategy to promote entry of competent Tanzanian youths into commercial agriculture.

The current curricula in the MATIs do not include some aspects concerning agriculture as business. Therefore there is an urgent need of incorporating issues on commercial agriculture in order to cope with the overwhelming global changes. In the programme, a selected group of tutors will first be trained by foreign trips and other short courses. Then they will lead the programme for the remaining tutors and youths.

Project duration: 3 years (July 2007 – June 2010)

Expected number of trainees: 150 young men and women

Total estimated cost: US\$ 2,799,057

Expected Benefits:

- * The trained tutors will acquire necessary skills and knowledge on commercial agricultural production and these will be resource people to train tutors in other MATIs and targeted young people.
- * Trained youths will carry out commercial farming and hence lead to increase national production.

Specific contents of the programme:

- * To improve and modernize training and learning facilities.
- * 25 tutors will be trained and qualified for commercial agricultural production: (i) Carry out a study tour for the 25 tutors, (ii) Establish a fellowship exchange programme with similar institutes so as to conduct workshops and to develop curriculum for the programme.
- * 150 young men and women will be trained.

Both theory and practical training shall be run in succession or concurrently. Student shall be given large land on which to grow and manage a crop of their choice under guidance of tutors. They will also be attached to large scale commercial farms where they will be able to have access to farm record keeping, labor management and farm planning. Practical training will be emphasized whereby 70 – 80 % of all the time in the three years of the course shall be devoted to practical training.

6.2 Action Plan

An action plan is proposed here with the view that the proposals made in the previous section would be implemented in a reasonable time frame. There are some assumptions for this time frame that assures the validity of the plan.

- (1) The Government, in particular MAFC and MLD understand that their training institution has important roles to play in the development of the agricultural sector, and are committed seriously to improve the system.
- (2) Similarly, the government, MAFC and MLD specially, consider it seriously that the coordination within the ministry and between the two ministries need to be addressed so that the effective and efficient provision of training services will be materialized.
- (3) The coordination mechanism set up in the beginning should be maintained.
- (4) The Crash Programme will be carried out as planned.

Table 6-1. Action Plan

No.	Fiscal Year		Government (MAFC, MLD, Others) Action	Institute Action
1	2007/08		<ul style="list-style-type: none"> - Organize Coordination Meeting - set up a Task Force 	<ul style="list-style-type: none"> - Work on the Crash Programme - Press on to acquire the accreditation - Start setting-up Advisory Board and Task Forces
2	2008/09		<ul style="list-style-type: none"> - Set up a Work Group for Policy Preparation and start working on the Policy 	<ul style="list-style-type: none"> - Work on the Crash Programme - Press on to acquire the accreditation - Start preparing strategy
3	2009/10		<ul style="list-style-type: none"> - Finalize the Policy - Start preparing the Programme 	<ul style="list-style-type: none"> - Work on the Crash Programme - Finalize the accreditation - Process the Strategy
4	2010/11		<ul style="list-style-type: none"> - Finalize the programme, and - Start implement the programme 	<ul style="list-style-type: none"> - Work on the Crash Programme - Finalize the Strategy
5	2011/12		<ul style="list-style-type: none"> - Organize a workshop to launch the programme 	<ul style="list-style-type: none"> - Carry on the strategy
6	2012/13		<ul style="list-style-type: none"> - Organize a workshop to exchange the strategies 	<ul style="list-style-type: none"> - Carry on the strategy
7	2013/14		<ul style="list-style-type: none"> - Undertake a review study of the programme 	<ul style="list-style-type: none"> - Undertake a review study - Carry on the strategy
8	2014/15		<ul style="list-style-type: none"> - Organize a workshop to exchange review results - Modify the programme 	<ul style="list-style-type: none"> - Modify the strategy - Carry on the strategy
9	2015/16		<ul style="list-style-type: none"> - Organize a workshop to exchange the modification 	<ul style="list-style-type: none"> - Carry on the strategy
10	2016/17		<ul style="list-style-type: none"> - Organize a workshop to exchange the progress 	<ul style="list-style-type: none"> - Carry on the strategy
11	2017/18		<ul style="list-style-type: none"> - Conduct a stocktaking study to see the past progress 	<ul style="list-style-type: none"> - Undertake a stocktaking study - Carry on the strategy
12	2019/20		<ul style="list-style-type: none"> - Organize a workshop to exchange study results - Modify the programme 	<ul style="list-style-type: none"> - Modify the strategy - Carry on the strategy
13	2020/21		<ul style="list-style-type: none"> - Organize a workshop to exchange the modification 	<ul style="list-style-type: none"> - Carry on the strategy

Annex. 1

Study Outline:

1. Major Study Activities

- Field Survey (MATIs, LITIs, Other Training Institutes, LGAs, Private Sector)
- Literature Review
- Data Analysis

2. General Study Schedule

Activity	Schedule	June			July			August				
		4 - 8	11 - 15	18 - 22	25 - 29	2 - 6	9 - 13	16 - 20	23 - 27	30 - 3	6 - 10	13 - 17
1. Preparation for the study		■										
2. Literature review		■	■									
3. Interviews of ASLMs and other Stakeholders				■	■			■	■			
4. Field Survey (MATIs, LITIs, etc.)						■	■	■	■			
5. Analysis								■	■	■		
6. Report preparation										■	■	■
7. Presentation												▽ Draft

3. Field Survey Schedule

Date	Day	Activity (1)	Number of Stay
30	Sat		
July 1	Sun	DSM (Lv at 7:00) → Arusha	1(Arusha)
2	Mon	- LITI Tengeru - AVDRC	1(Arusha)
3	Tue	- Arumeru DC (visit at 8:30) - Heifer International - MOCCoBS (14:00), then Arusha→Moshi	1(Moshi)
4	Wed	- KATC	1(Moshi)
5	Thu	Moshi (Lv at 6:00) →Tanga, (First visit LITI Buhuri) - VETA Tanga - Tanga Fresh	1(Tanga)
6	Fri	- MATI Mlingano - Tanga Zonal Research Office - LITI Buhuri	1(Tanga)
7	Sat	Tanga→DSM	
8	Sun	DSM (Lv at 7:00) → Mbeya	1(Mbeya)
9	Mon	- MATI Uyole - Mbeya Zonal Research Office - FTC - Mbeya VETA	1(Mbeya)
10	Tue	Mbeya (Lv at 6:00) →Morogoro - MATI Ilonga	1(Morogoro)
11	Wed	- SUA - TSAEE (HQ)	1(Morogoro)
12	Thu	- LITI Morogoro - Morogoro DC	1(Morogoro)
13	Fri	- LITI Mpwapwa	1(Morogoro)
14	Sat	Morogoro→DSM	
15	Sun		

Annex. 2

Persons interviewed:

1. LITI Tenguru

July 2, 2007, 8:10 – 12:00

Simon Mringo, Acting Principal
Venance Samuel Tarimo, Livestock Tutor, Farm Manager
Balija Gregory Philip Luyombya, Livestock Tutor, HOD, Extension and Farmers Training
Adolf Ndewingia Mushi, Coordinator of Studies
Elly Andwerd Masam, Livestock Tutor and Training Manager

2. AVRDC (Africa Vegetable Research and Development Center)

July 2, 2007, 12:30 – 14:30

Detlef Virchow, Director (Only Courtesy call)
Mel O. Oluoch, Training Specialist
Hassan S. Mndiga, Senior Training Assistant

3. Arumeru DC

July 3, 2007, 08:30 – 10:15

Paulus B. Kessy, Acting DALDO
Charles O. Ngilont (PADEP Distr. Facilitation Team)
Rebeca Mongi, District Extension Officer

4. Heifer Project International

July 3, 2007, 10:30 – 12:00

Alfred Futeh, Acting Country Director
Alson Lyimo, NEZ Manager
Dionisia Mallya, Training, Gender and HIV/AIDS Coordinator
Proches Bureta, Monitoring and Evaluation Coordinator

5. Moshi University College of Cooperative and Business Studies (MUCCoBS)

July 3, 2007, 15:00 – 17:00

Faustine K. Bee, Senior Lecturer and Director of Bureau of Research and Consultancy Services

6. Kilimanjaro Agricultural Training Center (KATC)

July 4, 2007, 09:30 – 13:00

Richard J. Shayo, Principal
Adam G. Pyuza, Deputy Principal
Geoffrey Maregesi, Head of Worker Management Section
Nichodemus Shauritanga, Head of Information Unit
G. G. Mshanga, Acting Head of Extension Farmer Training Section
Takayoshi Iemoto, JICA Expert in Irrigation/Farming for Supporting Service Delivery Systems of Irrigated Agriculture

7. VETA (Regional Vocational Training and Services Center: RVTSC) Tanga

July 5, 2007, 12:00 – 13:00

Frank Masumba, Registrar

8. Tanga Fresh, and Tanga Dairy Cooperative Union (TDCU)

July 5, 2007, 14:20 – 16:30

Ali Majani, Chairman
Athumani L. Mahadhi, Acting Secretary
Lut Zylstra, Director

9. MATI Mlingano

July 6, 2007, 09:40 – 13:30

A. M. E. Mshana, Acting Principal
Nicholaus N. Nkondora, Acting Head of Agro-mechanization Dept.
Nasoro S. Mpanmba, Assistant Farm Manager
Gwandu Xhwaisal, Acting Head of Extension and Farm Management Dept.

10. LITI Buhuri

July 6, 2007, 14:15 – 17:00

Francis P. Nyakyi, Principal
John J. Mnyikas, Deputy Principal
Martine Simtenda, Assistant Coordinator of Studies
Michael Ngonyani, Student in charge
Mary Muya, Catering and Waraen
Juma K. Nyange, Agricultural Farm Manager
Hosea L. Tulole, Animal Health Department
Kingu S. Kilimba, Assistant Agr. Farm manager
Alex S. Maliga, Purchasing Officer
Gabriella G. Chagula, Accountant

11. MATI Uyole

July 9, 2007, 09:00 – 13:00

Stella K.L. Muiagwaroa, Principal
Obad Ndankuu, Assistant coordinator of studies
Gerald Isaak Kibassa, Head animal science department

12. Mbeya Zonal Agriculture Research and Development Office (ZARD)

July 9, 2007, 12:00 – 13:00

Mr. Ngogho, Acting Director
Mr. Kilanga, Zonal Extension Research Liaison Officer

13. Mbeya VETA (RVTSC of Mbeya)

July 9, 2007, 14:30 – 15:30

Mrs. Mary Kengia, Head of Training

14. MATI Ilonga

July 10, 2007, 13:15 – 16:00

Anne N. Assenga, Acting Principal
Laurent Mathew, Coordinator of Studies
Jumaa M.H. Mfuko, Head of Animal Science Department

15. SUA

July 11, 2007, 09:30 – 11:30

Malongo R.S. Mlozi, Professor of Training and Extension Service Department

16. LITI Morogoro

July 12, 2007, 09:00 – 11:00

Njahani Ngapongora, Deputy Principal
Leticia K. Kashasha, Student and Welfare Manager
Paul K. Sheupemba, Administration and Finance Manager
Gasper B. Shirima, Estates and compound Manager

17. Morogoro Rural DC

July 12, 2007, 12:30 – 14:00

George M. Pyumpa, District Irrigation Officer
Remijo J. Mpagawe, District Plant Protection Officer
Kyoko Akasaka, JOCV, Agricultural Extension Officer

18. LITI Mpwapwa

July 13, 2007, 10:30 – 13:00

Silaju F. Kapembe, Deputy Principal
Yahya N. Dondorah, Assistant Coordinator of Studies
Obad M. Nyasembwa, Acting Head of Animal Health Department
Richard E. Kissinga, Animal Production Tutor

19. College of Business Education

July 19, 2007, 14:10 – 15:30

C.T.A. Mosille, Director of Human Resources, Acting Principal
R.J. Katabi, Acting Registrar
Entace Mukayu, CBE Mwanza Manager
Alfred E. Msovella, Lecturer and Coordinator, Strategic Planning Unit
Taluka A. James, Director of Finance

Godfrey A. Mahimbo, Head of Department, Marketin

20. Small Industry Development Organization

July 20, 2007, 10:00 – 11:00

Arnold D. Lvoga, Manager of Regional Extension

Happiness Mchomvu, WED Coordinator (July 23)

21. Tanzania Bureau of Standard

July 23, 2007, 11:30 – 12:30

Thomas M. Mnunguli, Head, Electrical Engineering Section

Charles M. Ekelege, Agricultural Director

L. Kinabo, Head, Process Technology Department

22. Board of External Trade

July 24, 2007, 10:45 – 11:45

Samuel B. Mvingira, Director of Research and Planning

Annex. 3

Questions in the Interview:

For the Ministry's Training Institutes (MATIs, LITIs, etc.)

- (01) How do you see the present status of the training institutes (MATIs, LITIs, and Business Schools) in the development of Tanzania agriculture?
- (02) Do you think the institutes have performed their expected roles properly?
- (03) If no, why have they not been able to perform their roles?
- (04) What sort of roles should we expect the institutes to perform for the future of Tanzania agriculture?
- (05) What have been major obstacles of the agricultural/livestock training system of Tanzania in the past?
- (06) What kinds of skill or knowledge do you think farmers/livestock keepers should have for the development of Tanzania agriculture?
- (07) Given the demand of skills and knowledge of farmers/keepers, how do you think the training institutes should promote such skills and knowledge among farmers/keepers?
- (08) How do you think the cooperation or coordination with the private sector in promoting training activities in Tanzania?
- (09) The demands of farmers/keepers are diverse and maintain local characteristics. How do you think the training institutes cope with such diverse demands?
- (10) We like to collect the information described in the next page.

Information to be collected from the Ministry's training institutes (MATIs, LITIs, etc.)

- (1) Revenue and Expenditure (for the last 3 years)
- (2) Curriculum
- (3) Teaching materials (incl. materials used in field exercises and equipment)
- (4) Trainers' specialized fields

For the Colleges, Other Training Institutes, and Private Sector

- (01) How do you evaluate the present status of the training institutes (MATIs, LITIs, and Business Schools) in the development of Tanzania agriculture?
- (02) Do you think the institutes have performed their expected roles properly?
- (03) If no, why have they not been able to perform their roles?
- (04) What sort of roles should we expect the institutes to perform in the ASDS/ASDP framework (for the future of Tanzania agriculture)?
- (05) Given the expected roles described above, what are bottlenecks of the training institutes?
- (06) What sort of interventions should the government/ministries take to improve the working of the training system of the country?

Annex. 4

Results of the Study

on Tasks considered to be done in the Extension Services:

excerpts from “Mechanism for Contracting Extension Services (Nov. 2000)”

Extension Tasks as listed by District Based Stakeholders

DED and Councilors	Farmers	Extension Agents
<ul style="list-style-type: none"> - Manage livestock clinics - Coordinate supply of day old chicks - Provide artificial insemination services - coordinate/Facilitate supply of agricultural chemicals and fertilizer - Advise on various aspects of farming - Teach/Advise on use of fertilizer and agricultural chemicals - Advise on management of cattle and goats - Technical advice on seed production - Manage demonstration farms 	<ul style="list-style-type: none"> - Provide education/information to farmers - Provide information on new seed - Offer training on ADT* - Conduct farm visits - Advise on better crop management practices - Advise on management of eroded land - Technical advice on leasing land for agricultural development - Advise on organic farming and proper use of inorganic fertilizer - Advise on use of traditional medicine or indigenous technical knowledge (ITK) in agricultural production 	<ul style="list-style-type: none"> - Offer technical advice on crop production - Education/demonstration on manure application - Assistance to get agricultural inputs to remote places - Mobilize farmers groups to address specific needs (e.g. plant protection brigades in Kondo) - Advise on diseases and use of agricultural inputs/chemicals or drugs - Training on various aspects of farming - Demonstration on various farming practices - Advise on soil fertility - Collecting soil samples for analysis (PH, soil nutrients) and recommend on fertilizer/manure use - Advise on improving local livestock herd - Advise on dry land farming - Advise on use of local herb and medicine (ITK) for livestock - Training on ADT - Advise on improved feed formulation - Advise on establishment of ranches and improvement of local cattle herd through cross breeding - Advise on soil and water conservation - Introduce leguminous pasture seed for dairy farmers - Sensitize and train on food storage and carry out - Meat inspection - Conduct on farm trials for different technology aspects

* ADT: Animal Drawn Technology

Annex. 5

Results of the Study

on Factors preventing Farmers from adopting New Technologies:

excerpts from “Assessment of Performance of Past and Current Agricultural Extension Providers in Tanzania” prepared for MAC in 2000.

- (i) High costs of inputs such as fertilizers, chemicals and seeds.
- (ii) Unavailability of inputs. Farmers often do not know where to turn to find out necessary inputs.
- (iii) Unavailability of new variety of seeds in particular due to:
 - Insufficient seed production
 - Lack of distribution channels particularly for beans, oil seeds, root crops, and pasture seeds.
 - Poor quality of seeds
- (iv) Lack of knowledge on the part of both farmers and extension staff. In particular, extension staff tended to focus on a limited range of technologies, especially concerning the major food and cash crops.
- (v) Disease and pest control as well as organic fertilizers have not been promoted.
- (vi) New varieties often do not have matching technologies in consumption, processing, or storage. Therefore farmers have no incentives to adopt.
- (vii) Some new technologies are irrelevant to farmers.
- (viii) Lack of researcher’s effort to popularize the new technologies.

Annex. 6

Estimates of Annual Outputs of MATIs and LITIs

Estimate of MATI Annual Output

No.	Name of Institute	Location (Region)	Capacity				Long Course Annual Intake (Real)*
			Total	Short Course	Long Course	Long Course Annual Intake (Ideal)	
1	MATI Uyole	Mbeya	500	40	460	120	77
2	MATI Igurusi	Mbeya	80	20	60	30	25
3	MATI Ilonga	Morogoro	216	40	176	88	97
4	MATI Mlingano	Tanga	100	20	80	40	17
5	MATI Ukiriguru	Mwanza	260	40	220	110	55
6	MATI Tumbi	Tabora	160	20	140	70	35
7	MATI Mtwara	Mtwara	100	20	80	40	20
8	KATC	Moshi	60	60	0	0	0
Total			1476	260	1216	498	326

Source: *Situation Analysis Report*, MAFC (May 2006)

Note: ** For Uyole, Igurusi, Ilonga, Mlingano where field visit was conducted, the real intake is the average of the three years (2003/04 – 2005/06). For the rest (Ukiriguru, Tumbi, and Mtwara), estimate was made by assuming 50% of ideal intake number.

Estimate of LITI Annual Output

No.	Name of Institute	Location (Region)	Capacity				Long Course Annual Intake*** (Real)
			Total	Short Course	Long Course	Long Course Annual Intake** (Ideal)	
1	LITI Tengeru	Arusha	400	unkown	unknown	200	132
2	LITI Morogoro	Morogoro	200	unkown	unknown	100	67
3	LITI Mpwapwa	Dodoma	240	unkown	unknown	120	81
4	LITI Madaba	Ruvuma	80	unkown	unknown	40	27
5	LITI Temeke	DSM	20	unkown	unknown	10	7
6	LITI Buhuri	Tanga	30	30	0	0	0
Total			970	30	0	470	314

Source: *Situation Analysis Report*, MLD (June 2007)

Note: *Because the capacity of the long course is unknown, the total capacity is used for the estimate.

Note: *** For Morogoro and Mpwapwa where field data were obtained, the real intake is the average of the three years (2003/04 – 2005/06). For the rest (Tengeru, Madaba, and Temeke), estimate was made by assuming 66% (which is the proportion of the two institutes where data are available) of ideal intake.

Sum of the above estimates	640
Estimate of Total Annual Output of MATIs and LITIs with approximate 10% margin added.	700

Source: 1. Mpango wa Kuimarisha Huduma za Ugani 2007/08 – 2010/11

(Programme for Strengthening the Extension Services)

2. Mkutano wa Wakuu wa Vyuo Kujadili na Kukubaliana Juu ya Utekelezaji wa Kuimarisha Huduma za Ugani

(Meeting for the Heads of Colleges on the Agreements of Implementation of Strengthening Extension Services)

Appendix 20

President's Office – Regional Administration and Local Government (PO-RALG)
Rural and Agricultural Development Advisory Group of JICA Tanzania Office (JICA-RADAG)

**Fact Finding Study on the District Agricultural Development Plan (DADP) and
Local Government Capital Development Grant (LGCDG) Implementation
at the District Level in the First Half of 2005/06 (Part I)¹
(Draft)**

December 2005

Herbert Gondwe², Fuminori Arai and Yuki Isogai³

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¹ The findings and interpretations expressed in this report are those of the authors and do not necessarily represent the views of PO-RALG, JICA-RADAG, or JICA.

² PO-RALG

³ JICA-RADAG

Abbreviations and Acronyms

ASDP:	Agricultural Sector Development Programme
ASDS:	Agricultural Sector Development Strategy
ASLMs:	Agricultural Sector Lead Ministries (including PO-RALG)
ASSP:	Agriculture Service Support Programme
CBG:	Capacity Building Grant
CMT:	Council Management Team
DADP:	District Agricultural Development Plan
DALDO:	District Agriculture and Livestock Development Officer
DC:	District Council
DDP:	District Development Plan
DED:	District Executive Director
DPLO:	District Planning Officer
GoT:	Government of Tanzania
HLG:	Higher Level Government
JICA:	Japan International Cooperation Agency
LGA:	Local Government Authority
LGCDG:	Local Government Capital Development Grant
LGRP:	Local Government Reform Programme
LGSP:	Local Government Support Programme
LLG:	Lower Level Government
M&E:	Monitoring and Evaluation
MAFS:	Ministry of Agriculture and Food Security
MC:	Municipal Council
O&OD:	Opportunities and Obstacles to Development
PO-RALG:	President's Office - Regional Administration and Local Government
PRS:	Poverty Reduction Strategy
RAS:	Regional Administrative Secretary
RS:	Regional Secretariat
SACCOS:	Savings and Credit Cooperative Society
SWAp:	Sector Wide Approach

1. Background of the Study

The Government of Japan, through the Japan International Cooperation Agency (JICA), has been supporting the Government of Tanzania (GoT) in their development of the agricultural sector. Since the inception of the Poverty Reduction Strategy (PRS) in 2000, a sector wide approach (SWAp) has been adopted for the agricultural sector. Japan has been actively taking part in the process and contributed together with other donors to the preparation of the Agricultural Sector Development Strategy (ASDS) and the Agricultural Sector Development Programme – Framework and Process Document (ASDP).

Following the completion of the ASDP in March 2003, the government moved into an implementation stage where, at the local government level, the District Agricultural Sector Development Plan (DADP) was put in practice, while for the research and extension sub-sector, the Agricultural Service Support Programme (ASSP) began to be negotiated. Towards January 2005, the government conducted the ASDP Process Review, and identified a number of issues to be addressed for the better implementation of the ASDP.

While those issues were to be taken up in the follow-ups, a new concept for more effective implementation of the ASDP has been proposed. After the tasks of DADP and ASSP were closely studied and sorted out, it was proposed and accepted by the stakeholders that the two schemes to be implemented together with a closer linkage. In this development it was determined that funds of the two schemes would be integrated into the anticipated ASDP Basket Fund and be disbursed through GoT's broad grant disbursement scheme for LGAs, i.e., the Local Government Capital Development Grant (LGCDG) system.

The LGCDG system is in line with the government policy of decentralization by devolution that also includes fiscal decentralization. The system materializes GoT's long-term efforts to transfer funds from the central government to the councils in a transparent and equitable manner, giving the latter discretion to spend according to government policies. The system is also in line with the Tanzania Development Vision 2025 that emphasizes on empowerment of local governments and communities and promotion of grassroots participation.

It is important to note that prior to this system there were no discretionary grants, and all planned activities were rather finally approved by the central government during the annual budget approval in Parliament.

Given the on-going developments in the ASDP process, there are many issues to be studied and brought to the understanding of stakeholders. One of the issues is the actual implementation of the LGCDG system at the district (LGA) level and connection between current DADP process and the system. The system started from the latter half of the last fiscal year (2004/05), and this year is the second cycle of the process. While it is planned that the DADP and the ASSP will be implemented (financially) through the system from the next fiscal year (2006/07), it is not clear how the LGAs are ready for implementation.

Because of the new arrangements, the DADP process will have a few new features such as the requirements for the LGAs to qualify for funds. It would be important to find out how district agricultural officers respond to such new requirements. In addition to the DADP-related issues, it is also important to find out how is the LGCDG system actually works at the district level, this is crucial as the system becomes the base of DADP implementation, and if the system will not function properly, neither will the DADP.

In response to GoT's request, JICA launched the second phase of the Support Program on Rural and Agricultural Sector Development in November 2005. As in its first phase, the program is intended to assist GoT in implementing the ASDP through various studies and other supporting activities. The present study is one of the undertakings of the program.

2. Objectives of the Study

The present study focuses on the actual situation of the DADP and the LGCDG system at the district level considering the fact that funds for the DADP are going to be disbursed through the LGCDG system from FY 2006/07. By collecting information at the district level, the study aims at assisting the revision of ASDP documents, and eventually improving the unified DADP disbursement process. The information will be shared with the A-DPG members through JICA. The specific objectives of the study are as follows.

- a. To review the progress of both the LGCDG system and the DADP at the district level in the first half of the 2005/06 fiscal year
- b. To find out LGAs' understanding of the LGCDG system and the future integration of the DADP into the system
- c. To examine the performance of LGAs for the LGCDG system and the DADP process
- d. To reveal LGAs' views toward the system and the integration
- e. To summarize the basic design of the LGCDG system in relation to the ASDP

3. Methods and Areas of the Study

This study constitutes the first part of the study that will be conducted in the four regions: Coast, Dodoma, Rukwa, and Ruvuma. While the major part of the study is the field survey in which the study team visits the LGAs and collects information and documents from the relevant officers, the team also carries out interviews with several key persons in Dar es Salaam as well as at the Regional Secretariats (RS).

The present study was conducted in Coast and Dodoma Regions in December 2005. The detailed schedule of the study is shown in the Appendix. Prior to the field study, a set of documents explaining the purpose of the study and major points of discussion was prepared and sent to the LGAs through RSs. The LGAs visited by the study team are as follows.

Coast Region: Kibaha, Bagamoyo, and Kisarawe District Councils

Dodoma Region: Kongwa and Dodoma District Councils and Dodoma Municipal Council

In the visits, the study team met in most of the cases the District Planning Officer (DPLO), the District Agricultural and Livestock Development Officer (DALDO), and the District Extension Officer (DEO). When he/she was available, the team met the District Executive Director (DED). The officers that the team met are summarized in the Appendix. At the districts, the team discussed with the district officers their knowledge about and performance of the LGCDG system and the DADP process.

The present study gained participation of government personnel. It was expected from the beginning that the study should be collaboration between GoT and JICA. In the present case, the team was composed of three members, one official of PO-RALG and two members of RADAG. Due to short notice, the Ministry of Agriculture and Food Security (MAFS), one of the major players of the ASDP process, was unable to dispatch an officer this time. The members of the study team are tabulated in the Appendix.

4. Implementation of the LGCDG System

4.1 Background and Objectives of the LGCDG System

Mainly two streams of GoT's policies flow into the design and establishment of the LGCDG system; one is decentralization and the other is consultative policy implementation. In the system, the consultative policy implementation is realized by the operation of the consolidated fund where GoT and other development partners put their resources (Figure 1). The decentralization is materialized by the nature of the fund to be allocated to LGAs in that the LGAs have discretion on how to utilize the fund. Along with these streams, the LGCDG system is set to become the main vehicle for allocating development grants to LGAs. The system has been put in operation from the second half of FY 2004/05.

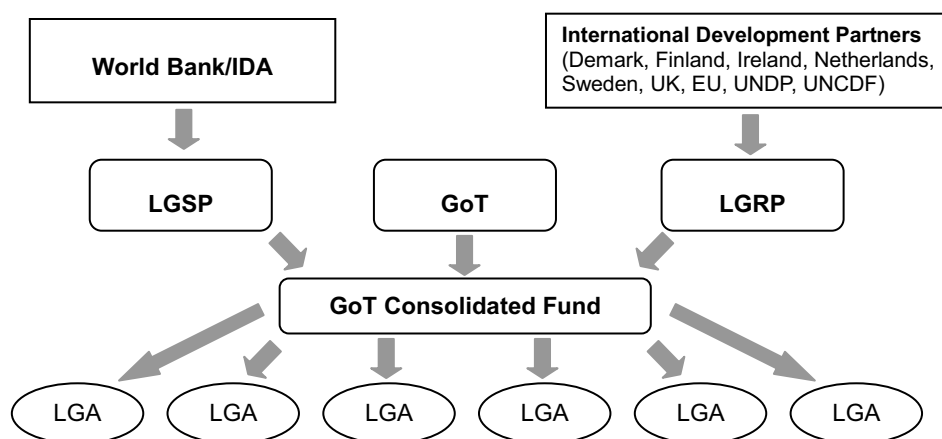


Figure 1 Flow of Funds

Source: Prepared by the study team based on PO-RARG, *LGCDG System Implementation and Operations Guide*, July 2005.

In addition to decentralization and consultative policy implementation, the LGCDG system intends to streamline the current multiple incoherent fund flows. Currently some grants go through PO-RALG, while others go through relevant ministries. In another case, resources in kind are distributed directly to local service providers from a ministry⁴. By streamlining the fund flows, LGAs will receive instructions from and submit reports to only one ministry, which is supposed to simplify the tasks of LGAs and to get rid of duplication in their work.

Another purpose of the LGCDG system is to realize transparent and equitable fund allocation that goes along with the national policy of poverty reduction. According to a study quoted by 'Local Government Fiscal Review 2004', wealthier LGAs generally receive more budget than poorer ones⁵, which is apparently contradictory to the government's policy of poverty reduction. Since this is supposedly derived from the negotiation-based allocation system, it is expected that the formula-based allocation of the LGCDG system would mitigate the current uneven situation.

⁴ In the health sector, drugs are distributed to local healthcare providers directly from the Ministry of Health, instead of disbursing relevant budget to LGAs. "Local Government Fiscal Review 2004", p. 40.

⁵ Jameson Boex, "The incidence of local government allocations in Tanzania", *Public Administration and Development*, 23 (2003): 1-11, on p. 44, "Local Government Fiscal Review 2004".

4.2 Institutional Arrangements: Outline of the LGCDG System

There are three groups of financial resources in the LGCDG system: 1) GoT; 2) the World Bank/IDA through the LGSP; and 3) other donors through the LGRP basket fund (see Figure 1 above). The LGRP and the LGSP support the LGCDG system through several components, such as governance, finance, human resource development, institutional strengthening of PO-RALG, etc. While there are three organizations working with close coordination at present, according to the LGSP office⁶, The LGRP and the LGSP are to be merged into PO-RALG gradually as the institutional restructuring of PO-RALG progresses.

Besides the implementation organizations, there are three oversight bodies at the central level; the LGCDG Steering Committee, the LGCDG Technical Committee and the LG Capacity Building Consultative Group (Figure 2)⁷. Development Partners (DPs) are in the Technical Committee and Local Government Capacity Building Consultative Group, where they can make comments on the system, the fund allocation and its effective utilization, though the final decision will be made by GoT. The technical committee was held in Tabora in September 2005 and conducted a field survey of the LGCDG implementation⁸.

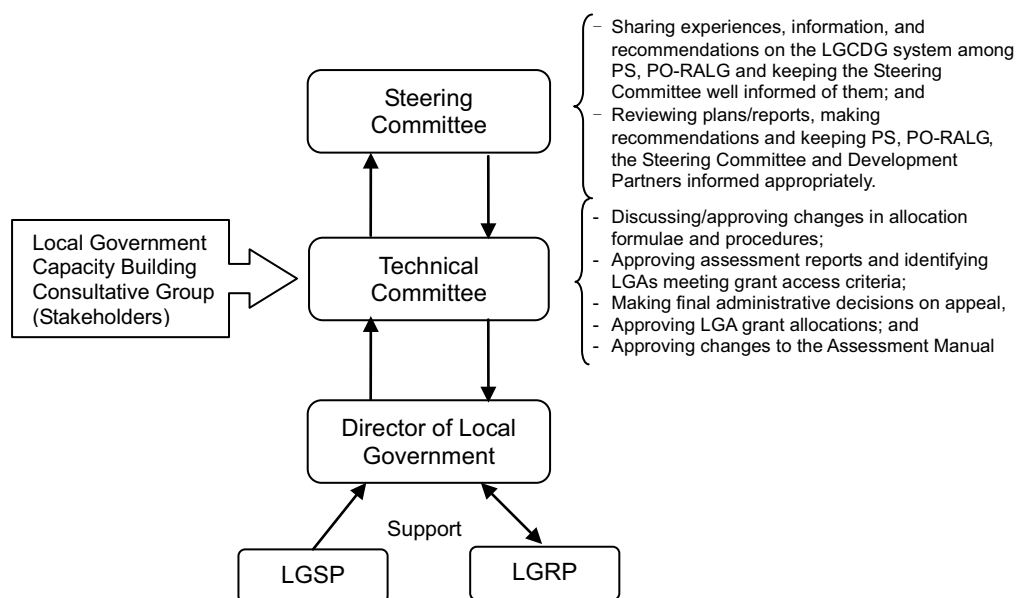


Figure 2 Oversight Mechanism

Source: Prepared by the study team based on *LGCDG System Implementation and Operations Guide*, op. cit.

The LGCDG system runs on an annual cycle as shown in Figure 3. This cycle goes along with the normal budget cycle once the system gets on track. The more detailed schedule and relevant problems of operation are discussed in the next chapter. A more detailed operations guide about who does what and when can be found in the *LGCDG System Implementation and Operations Guide*.

⁶ For details, see RADAG, *Hearing Memo on LGCDG December 5, 2005 at LGSP Office*.

⁷ For details, also see PO-RALG, *LGCDG System Implementation and Operations Guide*, op. cit., pp. 15-16.

⁸ The collated results are included in the Appendix.

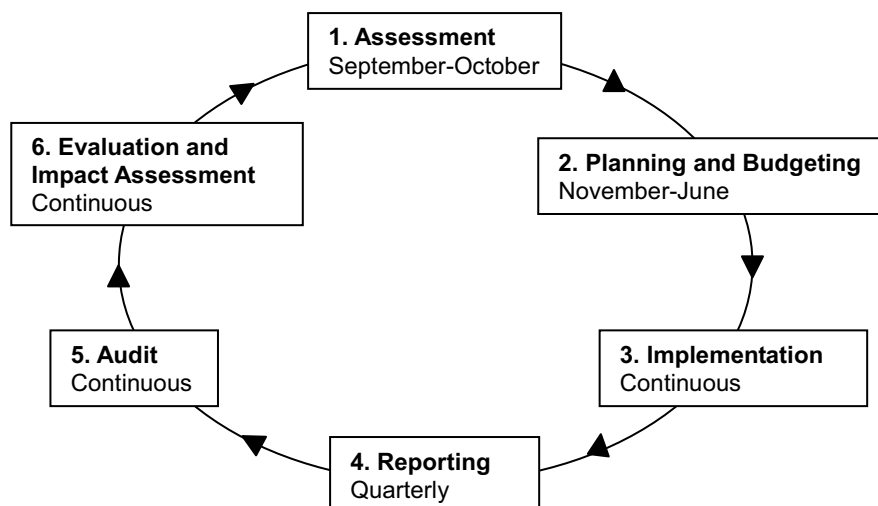


Figure 3 The LGCDG Cycle

Source: Prepared by the study team based on *LGCDG System Implementation and Operations Guide*, op. cit.

4.3 Progress to Date

At present, as the system is in the inception stage, the whole process is still at variance with the planned cycle. While effort has been made, the activities are relatively behind even the schedule planned for the transition. The comparison between the transitional plan and the actual is shown in Table 1. Despite the effort, there seems some delay for the 2005/06 implementation. The LGSP explained that the reasons for the delay of 2005/06 are logistic/administrative difficulties such as opening bank accounts, preparation of the participation agreement, delay of the no objection letter from the World Bank, and the remote location of some councils. It also seems that the delay of the first year still pushes the whole 2005/06 schedule forward. However, the process is gradually catching up with the normal track, and the next assessment is to be carried out in all the 113 councils in January – February 2005.

For FY 2005/06, all the 113 councils were screened. Initial assessment was carried out in January 2005 in 47 councils, which are the same councils screened for FY 2004/05 and the remaining 66 councils were assessed in April/May 2005. From February to April 2005, a desk review was carried out by a consultant⁹ contracted by PO-RALG to assess whether certain previously disqualified councils have rectified the situation to meet the minimum access conditions. According to the review report, out of 47 LGAs that were screened for FY 2004/05, 18 LGAs were qualified for both FY 2004/05 and FY 2005/06, 7 qualified for FY 2004/05 but failed for FY 2005/06, 11 failed for FY 2004/05 and rectified to be qualified for FY 2005/06 (1 of 11 is provisionally qualified), and 11 failed for both FY 2004/05 and FY 2005/06 as shown in Figure 4. Most of the disqualification is on account of adverse audit reports and financial mismanagement. The results indicate that it is not certain whether councils once qualified will be qualified in the next assessment.

⁹ PricewaterhouseCoopers.

Table 1 Operational Timetable

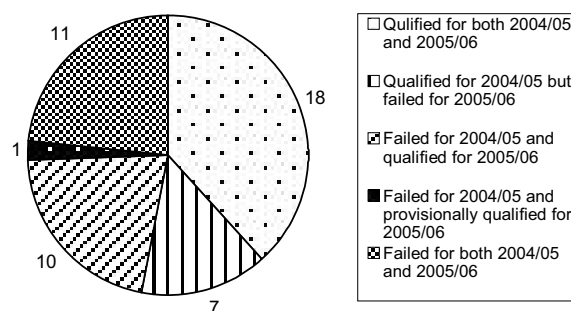
Year	Month	Planned	Tentative	Actual
2004	May			Partial disbursement for 2004/05 ¹⁾
	Jun			Assessment for 2nd half of FY
	Jul	FY2004/05		2004/05 at 47 councils
	Aug			
	Sep	Assessment for 2005/06		
	Oct			
	Nov	Disbursement of CBG flat rate ²⁾ ; Official notification of qualification ³⁾ (by PO-RALG)		
	Dec	Issue the Planning and Budgeting Guidelines		
2005	Jan	} Planning and budgeting		Initial assessment for FY 2005/06 at 47 councils
	Feb			LGAs received the guidelines
	Mar	Submit planning documents to the Regional Secretariat		Review on the qualification status of 47 councils.
	Apr		Disbursement for 2nd half of 2004/05	Assessment for FY 2005/06 at 66 councils ⁴⁾
	May			Partial disbursement for 2004/05 ¹⁾
	Jun		Assessment for 2005/06	
	Jul	Disbursement (1st quarter) ⁵⁾	Disbursement (1st quarter)	Assessment result compilation
	Aug			
	Sep			
	Oct	Disbursement (2nd quarter)		Planning and budgeting
	Nov	Assessment for 2006/07		Submit planning documents to the Regional Secretariat
	Dec			
2006	Jan			
	Feb	Disbursement (3rd quarter)	Assessment for 2006/07	Assessment for 2006/07 ⁶⁾

Notes:

- 1) Due to the delay in funding, 80% (Tsh 4.8 billion) was transferred and the balance was supposed to be disbursed when funds become available. As of August 5, 2005, it has not been transferred.
- 2) Flat US\$20,000 is allocated first, and the balance will be filled later.
- 3) Information obtained by the study team suggests that many of councils do not receive official notification from the central government. Some of them received notifications without any statement on the amount of grants.
- 4) The assessment period is based on *Financial Synthesis Report-Assessment of 66 LGAs for CDG and CBG under the LGCDG system*.
- 5) Dodoma and Kisarawe District Councils have not received the funds as of November 2005. The other councils the study team visited had not checked their accounts.
- 6) According to an LGSP officer.

Sources: Prepared by the study team based on the following information.

- *LGCDG System Implementation and Operations Guide*.
- *LGSP Semi Annual Report January-June 2005*.
- Information obtained during the field study conducted in Dodoma and Coast Regions from December 1-8, 2005.
- *Financial Synthesis Report-Assessment of 66 LGAs for CDG and CBG under the LGCDG System*.
- *Final Report: Review of the 2004 Assessment Results for 47 LGAs*.
- Aide Memoire Supervision Mission, September 19-28, 2005.

**Figure 4 Qualification Status of 47 LGAs**

Source: Prepared by the study team based on *Review of the 2004 Assessment Results for 47 LGAs*.

Computed for the transition from FY2004/05 to FY2005/06, the probability of failure after qualification is 0.28 (= $7/(18+7)$). Also there is possibility that councils continue to fail in their qualification. If, again, a tentative estimate is allowed from the previous experience, the probability of continuous failure is 0.5 (= $11/(11+1+10)$). These estimates by no means suggest any substantial tendency, but it would be more assuring to provide the LGAs with additional measures supporting their capacity improving effort.

The assessment team consists of four people on average, staying at each council for 3-4 days. The team inspected managerial, financial/accounting, planning and implementing aspects through documents, interviews with officers and site visits. The assessment team is supported by the Project Support Team, which consists of the LGSP staff, financial specialists, etc. In some occasions, RS advisers were also in the team as an assessment staff member¹⁰. The results of assessment were summarized and presented to the assessed council on the last day of the assessment. The councils had opportunities to make comments and/or questions on the results. The results of the assessment in the whole country were compiled, documented and summarized into the Synthesis Report by the LGSP and the LGRP. The documentation is well done with support of the Project Support Team. However, the Project Support Team is supposed to be absorbed into PO-RALG in the future as the LGSP and the LGRP are supposed to be¹¹. The main concern is the capacity of PO-RALG to maintain the quality of documentation after it takes over the tasks of the Project Support Team.

Necessary information is not distributed in a timely manner from the central government to LGAs. Some of the councils the team visited did not receive official notifications of qualification and some others received notifications without the statement of the amount of grants. In the normal process, the councils are supposed to receive the information in a formal letter in October and an announcement in newspapers in November (of the previous fiscal year). However, in FY 2005/06, the process was delayed and the notice was issued in October 2005. In addition, most of the councils had to prepare their budget plan (Project Proposal) according to the actual amount of grant provided in the letter. Information distribution in a timely manner is important for streamlining the system.

Taking a closer look into the *LGCDG System Implementation and Operations Guide*, minor discrepancies between the planned operation and the actual one can be found. The followings are stated clearly in the operations guide, though the interviews conducted by the study team have revealed that they were not operated as such.

- The District Management Team is to peruse the Assessment Manual and keep LGA staff and Counselors informed.
- PO-RALG is responsible for preparing a number of tailor made courses and training for planning and budgeting. The present courses do not capture all the intended council staff.

4.4 Actual Situation of the System at the District Level

Most of LGAs the study team visited positively perceive the LGCDG system basically because the system provides LGAs, which can capture grassroots needs directly from the people, with discretion how to allocate their budget. However, there is a common concern

¹⁰ In the Dodoma Region, the study team was informed that some of the RS advisers were chosen and took part in the assessment as a member in other regions.

¹¹ Currently PO-RALG is under restructuring and 60 additional posts are advertised and the selection is under way.

among LGAs on the LGCDG implementation. They are not sure if the grants will be disbursed in a timely manner, which is crucial for effective/efficient implementation of projects, as well as for agricultural activity, which depends on seasonal factors.

LGAs see advantages and disadvantages in the planned integration of the DADP into the LGCDG system. Advantage is that LGAs can receive instructions from a single ministry, PO-RALG, instead of various instructions from different ministries. The procedures will be streamlined and quicker. The main disadvantage is that the new system does not have a method to take disparities among departments within a council into consideration. That is, while there might be well functioning departments, bad performance of some departments will deteriorate the evaluation on the whole council. However, LGAs think that overall there are more advantages than disadvantages.

Another problem that several councils mentioned was the mobility of their staff. The LGAs do not have enough vehicles to keep close communication with the lower level government (LLG). The lack of interaction between the higher level government (HLG) and LLG, which may undermine the implementation of the LGCDG system, is also proved by the average score of performance measures (Figure 5). The average score of 'Interaction between HLG and LLG' (as shown by category E in Figure 5) is apparently lower than the others, and it is the only area that is below the minimum score to receive basic allocation¹². Some councils that have tight budgets are not able to provide per diems for the trips of their officers to wards/villages. This can de-motivate officers to execute the necessary field trips.

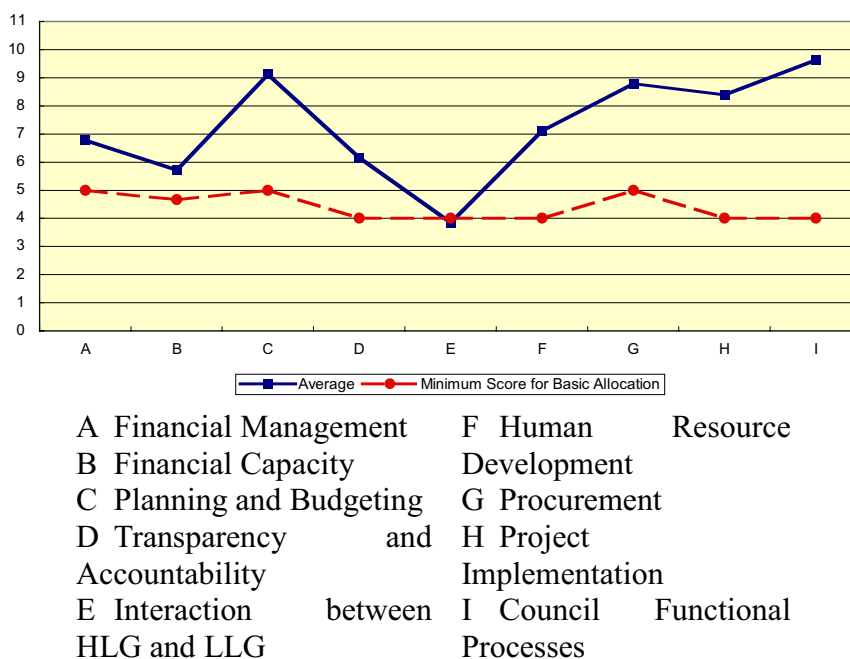


Figure 5 Average Score of Performance for FY 2005/06¹³

Source: Prepared by the study team based on *Assessment of 66 Local Government Authorities of Capital Grants and Capacity Building Grants under the LGCDG System: Final Synthesis Report*.

¹² PO-RALG concluded that the interaction between HLG and LLG is well organized despite its low score. (See *Assessment of 66 Local Government Authorities of Capital Grants and Capacity Building Grants under the LGCDG System: Final Synthesis Report*, p. 5.)

¹³ The magnitude is adjusted in proportion.

The officers could carry out necessary tasks more effectively if the system relaxed the present restriction on the use of capacity building grant (CBG) on transportation because their low mobility is mostly derived from the lack of budget.

Financial decentralization is in process, but human resource management is still quite centralized. LGAs have to get permission from the President Office - Public Service Management to fill vacancies, which usually takes time. Some of LGAs have vacant posts for a long time, waiting for permissions from the central government. The recruitment procedures should be reconsidered to let LGAs hold the discretion of human resources that should go along with the financial discretion.

Through the fieldwork, the study team has recognized that the lack of information sharing within councils is one of serious problems that prevent them from proper preparation for assessments. Most of DALDOs were not informed of the future unification of the DADP and the LGCDG system.

5. Implementation of the DADP

5.1 Progress to Date

Based on the information collected in the field study, the major events of the DADP implementation for FY 2005/06 are summarized in Table 2. Not many instructions were given by the central government for the last twelve months. Since the budget guidelines for LGAs did not contain the ceiling of the DADP fund for individual councils, they were unable to prepare proper DADPs (or a list of activities that the councils called an action plan) in a synchronized manner with other plans of council. What the district staff often do is that they anyway prepare their agricultural plan regardless of the ceiling (as they do not know it) and re-plan once the ceiling is provided. There was a workshop held in April 2005 by PO-RALG and MAFS for familiarization of LGAs with the new DADP guidelines, but only some selected LGAs were invited. In the present study, only Bagamoyo District Council (DC) and Kisarawe DC acknowledged their participation in the workshop. There was an announcement of the DADP ceiling on a newspaper in August 2005, but some councils did not notice it. No letters were issued from the center to remind them of the announcement.

Table 2 Major Events of DADP Implementation for FY 2005/06

FY	Year	Month	Event
2004/05	2004	Dec.	Central Government Budget Frame approval by Cabinet
	2005	Jan.	LGA Budget Guidelines provided by PO-RALG
		Feb.	
		Mar.	
		Apr.	Workshop on the new DADP guidelines
		May	
		Jun.	
2005/06		Jul.	
		Aug.	DADP ceilings on newspaper
		Sep.	
		Oct.	
		Nov.	Notice from MAFS and disbursement
		Dec.	

Source: Prepared by the study team based on information obtained during the field study.

In late October 2005, councils began to receive notifications from MAFS about the ceiling of

the DADP fund, instructions to open a bank account and prepare and submit an action plan for FY 2005/06. The way that councils came to know the ceiling and instruction was not uniform. Some council received a person from MAFS conveying the information, while others received a fax telling the information. In one occasion, MAFS, unable to fax the letter, called the council, and the council dispatched a person to receive it from MAFS. Despite the short notice, the councils immediately responded to the instruction and submit their plans. They re-planned or adjusted according to the ceiling the original plan prepared in the process of the regular planning process (March - May). Most of the councils visited by the study team had already received the fund by early December 2005.

The fund disbursement was obviously late, and the time allowed for preparation was inadequate for some of the planned projects such as road maintenance and dam construction. The most common concern of the district officers was late fund disbursement. Together with insufficient communication between the center and LGAs, the delay of information and disbursement significantly hampers the LGAs' planning and implementation.

Some council took voluntarily action to make contact with MAFS regarding the ceiling and other instructions along the planning process. For example, Dodoma DC sent an inquiry letter to MAFS in April after the newspaper announcement. Dodoma Municipal Council (MC) called MAFS when they had found that Kongwa DC had received a letter from MAFS. To any of these inquiries, however, MAFS could not respond properly.

The total ceiling of the DADP for FY 2005/06 is Tsh. 4.23 billion according to the newspaper announcement. Therefore, councils received more or less the same amount of fund in FY 2005/06 as that in FY 2004/05.

5.2 Actual Situation at the District Level

It was observed that DADP preparation at the district level was in general inadequate. In most of the councils, they prepared a list of projects and activities to be carried out by the DADP fund, and called it the DADP. It is also called an action plan. Among the six councils visited in the survey, only Kisarawe DC has prepared a full volume of the DADP that includes not only a list of activities but also analyses and strategic descriptions of the plan. The most common reason not to prepare a full version of the DADP was that they had already prepared the DADP for FY 2003/04 and projects and activities included there had not completed yet. They think that they should simply carry out those remaining projects in the subsequent years. It seems that there is need to make them aware that the DADP should be proposed as a 3-year rolling plan that requires update and review in following years.

With respect to linkage with the DDP and strategic planning, it was observed that many councils consider the O&OD as the base of connection of the DADP with the DDP and practice of strategic planning. While there is variation in the degree of completion of the O&OD practice among councils, those that had completed the practice described their strategy of choosing projects and activities for the DADP on the basis of the O&OD results. Other factors that councils consider in their planning are: (1) the national priorities notified from the center; (2) on-going projects with higher priority; (3) balance among villages and wards in distribution of funds; (4) results and outcomes of past plans; and (5) the amount of fund available in a particular year¹⁴. Prioritization of projects and activities is discussed and

¹⁴ Projects of large scale such as irrigation projects for a large area are more likely postponed due to this consideration.

determined first by the Council Management Team (CMT) where DED, the treasurer, and the heads of departments meet to exchange opinions. The proposed plan would then be submitted to the RS for consultation and finally to the full council for approval.

Beside the O&OD, LGA officers did not see much linkage between the DDP and the DADP. While the O&OD is the approach recognized and encouraged by the center to LGAs for their planning, there is need to promote among LGAs to take a more strategic view in the planning process. For example, since the O&OD is a process gathering demands from the grass roots, the outcomes of the process are more likely to focus on people's immediate needs such as education and health. Though these are of eminent importance in reducing their poverty, plans that LGAs are to prepare would be more appropriate if they consider productive aspects of the community and the district as a whole. In such consideration, LGA officers need to be more strategic in choosing and prioritizing their activities.

However, district officers have accumulated some experience based on the two years of DADP formulation and implementation and now seem more versed in the tasks.

The difficulty that faces LGAs in planning their DADPs is the delay of the ceiling information. As reported in the previous section, the 2005/06 ceiling was informed in August 2005, in most cases only by a newspaper announcement. Some councils overlooked it and were unaware until direct contact was made by the center (one council did not even get the direct contact). The best timing of the information is January as it is the time when the general budget guidelines are provided to LGAs. If the DADP is synchronized with the normal budgeting process, LGAs plan their DADP together with DDP and plans of other departments of the council. They do not need to re-plan DADP in a separate process. In such a synchronized manner, LGA officers commented that the linkage between the DADP and the DDP could be better assured.

Typical projects included in DADPs were small-scale irrigation, rehabilitation of dips, construction of charco dam, oxenization (animal draft power), SACCOS, etc. These are basically the ones recommended by the center as the quick wins in the 2003/04 DADP instructions. Some LGAs commented that it would be more effective if they can choose activities from a broader range of options.

6. Linkage between the DADP and the LGCDG System

Once the DADP fund is disbursed through the same channel as the LGCDG fund is, the two systems will have many things in common. The aspects shared by the two systems can be summarized below.

- The planning and implementation cycle will be the same.
- The organization of primary responsibility will be the same (PO-RALG).
- Allocation of fund will be formula-based, though the formula may be different.
- Both systems will be subject to assessment. Conditions may be different, but those for the DADP are additional. That is, if basic conditions were not met, the entire funds will be suspended, while if only agricultural conditions were unmet, only the DADP fund will be suspended.
- Both systems are assessed by one team dispatched by the center with one agricultural expert joining the original team.

- The reporting format and process will hopefully be the same in the near future.
- Monitoring and evaluation will be done in a similar process.

On the other hand, there will remain some differences as shown below.

- The DADP fund is specifically for the agricultural sector. Therefore, it is at variance with the basic idea of the LGCDG system in that LGAs have discretion in using the fund.
- The formula for allocating funds among LGAs is different between the DADP and the LGCDG system. They might necessarily be so, as long as the DADP fund is sector-specific fund for LGAs.
- Assessment criteria are different, and they might have to be so, again, as long as the DADP fund maintains its sector-specific nature.

At the district level, LGAs can determine the use of the LGCDG fund. Therefore, some districts spend part of the fund in agricultural development. Because that the use of the LGCDG fund is subject to discretion of LGAs, effective use of the funds, and agricultural development, will depend more on their capability of planning and implementation.

7. Issues and Recommendations

In general, LGAs welcome the unification of the two funds for reasons: (1) as a single ministry (PO-RALG) issues instructions and receives reports, the administrative procedures will be simplified; (2) because one ministry controls the fund flow, the funds would be disbursed much faster than under the present system; (3) because of the simplification, the communication channel will be shorter, facilitating close interaction between the center and LGAs; and (4) because of the fiscal synchronization, planning could be made more effective and strategic.

Although the LGAs officers were in general appreciative of the new arrangements, the agricultural and livestock officers of most of the LGAs visited¹⁵ were unaware of the plan. Some of them even did not know the LGCDG system and, therefore, the new features associated with the new plan such as assessment imposed on them for qualification.

The study team provided a rough sketch of the new system in which LGAs will be assessed for the DADP fund by a team from the center with respect to agriculture-related conditions. The team also explained that these conditions were in addition to the basic financial conditions required in the original LGDCG system and that the assessment would be done for both financial and agriculture-related conditions by the assessment team joined by an agricultural expert.

Given the explanation, the agricultural and livestock officers of the LGAs visited expressed some concern about the new arrangements such as: (1) due to insufficient information sharing within the LGAs, officers at the lower level are often not updated; and (2) the unified flow of both funds may cause unfair results for some departments if the entire funds are denied due to the failure or lack of responsibility of a few departments while others are doing fine.

The issues found in the field study with regard to the DADP unified with the LGCDG system

¹⁵ The officers of the five out of six councils visited by the study team were unaware of the plan.

are summarized as follows.

- The top council officers, e.g., DED, Treasures, and DPLO, have the opportunity to attend seminars in which the DADP and LGCDG systems are explained. However, some of the heads of departments and subject matter specialists (SMSs) are not sufficiently informed of these developments.
- Information in the form of documents reaches the council headquarters but not to the department of agriculture and livestock and the field staff, further interrupting the information sharing. However, it should also be noted that LGAs often do not have sufficient funds for duplicating the documents or managing follow up seminars.
- The disbursement of the LGCDG and additional DADP funds entails more workloads on the officers concerned that may, without proper training, cause ineffective planning and implementation.
- The present system of assessment does not take account of the different levels of performance of different departments within a council. Even if one department performs very well, but if others perform badly, the whole council will be disqualified.
- The implementation of some activities, e.g., irrigation, roads, etc., have a bearing connection with the rainy season. Therefore, timely disbursement of grants is the most serious concern of the LGA officers.
- Sometimes the O&OD results focus more on the social sectors. Therefore, without proper guidance or information, LGAs may be less aware of the importance of the production sector.
- LGAs are often in short of administrative and running costs including those for basic facilities and equipment. If such a situation continues, the new arrangements for the unification of the DADP and the LGCDG system may not work properly.
- Filling job vacancies is sometimes delayed because of the slow communication with and of obtaining approval from the center.
- As demonstrated by the past assessment, it is not certain whether councils that have once been qualified can easily maintain the status. It has also been found that councils that have failed may fail next time. These findings suggest that it is too early to assume that the introduction of assessment swiftly convince the councils to improve their management.

Presented below are some recommendations to overcome the issues described above. These are based on the comments given by the advisors and officers of the RSs and LGAs visited by the study team. It should be noted that these recommendations are still tentative because of the limited implementation experience of the system.

- In order to cope with the increasing workloads due to the harmonization of the LGCDG and DADP funds, LGA officers need training to gain knowledge and skills in project formulation, implementation, monitoring and evaluation, accounting, etc.
- The present system of assessment should be revised so that the different levels of performance among departments within a LGA can be taken into account.
- The funds should be disbursed timely because the implementation of some activities is closely related to seasonal conditions.
- It would be better to tie the DADP grants with the agricultural sector, because the O&OD results may focus more on the social sectors. Instructions from PO-RALG should

highlight the importance of the production sector and assure that the selection of activities should be consistent with the national goals.

- The grants should allow LGAs to meet essential administrative and running costs such as computers, access to the Internet, stationery, etc. and instructions from the center should not prohibit the purchase of these items. LGAs should also be allowed to improve means of transportation and communication by relaxing the restriction on expenditures for such items in CBG.
- As human resource development is one of the performance measures for CDG, the system should facilitate related activities in LGAs, as well as support their recruitment of necessary personnel.
- It would be better to study closely the reasons/causes that make some LGAs fail in their qualification. Training courses could be designed with a better focus by clarifying the weak points of those LGAs and having clear insights into their needs.
- Deliberate effort should be made to ensure the policy documents, guidelines and directives are available for use in DALDO's offices including the field staff.

References

[Obtained during the Field Study]

- 1) A copy of the August newspaper announcement of DADP fund allocation
- 2) A copy of a letter from MAFS (the ASDP secretariat) to Dodoma DC in regard to submission of DADP action plan and to inform the sum (ceiling) of the fund
- 3) Action plan for DADP 2005/06 of Dodoma DC
- 4) Detailed budget for the action plan for DADP 2005/06 of Dodoma DC.
- 5) A copy of the Participatory Agreement for LGCDG signed by Dodoma MC
- 6) A copy of a letter from PO-RALG (the LGSP) to Dodoma MC, requesting to sign for the agreement
- 7) A copy of a letter from the Dodoma MC to LGSP sending a CBG plan.
- 8) A copy of a letter from the LGSP to the Dodoma MC acknowledging the reception of the CDG and CBG project proposals
- 9) A copy of a letter from the LGSP to LGCDG implementing councils requesting to send the CBG plan
- 10) A copy of a letter from Dodoma Mc to the LGSP submitting the project proposal for CDG and CBG
- 11) A copy of a letter from Kibaha DC to MAFS for submission of DADP Action Plan
- 12) The DADP Action Plan of Kibaha DC
- 13) Kisarawe DC 2005/06 DADP
- 14) Kisarawe DC Proposal for construction development of Gwata irrigation paddy project
- 15) Kisarawe DC DALDO Office Action Plan: Other charges for the year 2005/06

[Obtained from the LGSP Office]

- 1) Local Government Capital Development Grants (LGCDGs) Summary of Project FY 2004/05
- 2) Summary of the Technical Committee Field Reports, Tabora Region, September 22, 2005 (Collated Results)
- 3) Audit Accounts and Management Audit Report on the Financial Statements of the Local Government Support Project IDA Credit 4003 – TA for the year ended 30th June 2005, by the National Audit Office
- 4) A copy of Mr. Takule's presentation material, On December 1st, 2005, at Dodoma

[Obtained from the JICA Tanzania Office]

- 1) President's Office - Regional Administration and Local Government, *Local Government Capital Development Grant (LGCDG System) Implementation and Operations Guide*, July 2005.
- 2) President's Office - Regional Administration and Local Government, *Local Government Capital Development Grant System—Manual For the Assessment of Councils Against Minimum Access Conditions and Performance Measurement Criteria*, November 2004.
- 3) The United Republic of Tanzania, *Local Government Fiscal Review 2004*, November 2004.
- 4) President's Office - Regional Administration and Local Government, *Local Government Capital Development Grant System, Planning Guidelines for Villages and Mitaa*, October 2004.

Annex**A1. Schedule of the Study****[Field Study]**

Month	Date	Move	Offices visited	Stay
Dec. 2005	1 Thu	DSM --> Kongwa --> Dodoma	Kongwa District Council	Dodoma
	2 Fri		Dodoma Regional Secretariat Dodoma District Council	Dodoma
	3 Sat	Dodoma --> DSM	Dodoma Municipal Council	DSM
	4 Sun			DSM
	5 Mon			DSM
	6 Tue	DSM <--> Kibaha	Coast Regional Secretariat Kibaha District Council	DSM
	7 Wed	DSM <--> Bagamoyo	Bagamoyo District Council	DSM
	8 Thu	DSM <--> Kisarawe	Kisarawe District Council	DSM

[Non-field Study]

December 5. 2005, Local Government Support Project (LGSP)

A2. Persons Interviewed**[Local Government Support Project (LGSP)]**

Mr. Cosmas Takule, Project Manager

[Field Study]**Dodoma Regional Secretariat**

Ms. Germana Orotu, Acting Regional Administrative Secretary (RAS)

Kongwa District Council

Dr. Kasanga, Acting District Executive Director (DED)

Mr. Shija, Crop Officer

Mr. Kavishe Livestock Officer

Mr. Mamachales, District Planning Officer (DPO)

Mr. Ganja

Dodoma District Council

Mr. Juma Iddi, DPO

Mr. Thomas Mwachambi, DALDO

Ms. Mary Bonaventure, District Extension Officer (DEO)

Mr. Stewart Msengi, District Subject Matter Specialist (DSMS)

Dodoma Municipal Council

Ms. Bernadetha January, Municipal Economic Officer (MEO: Same position as DPO)

Ms. Daina Muywanga, Acting Municipal Director (MED)/Municipal Agriculture and Livestock Development Officer (MALDO)

Coast Regional Secretariat

Mr. Luka I. Mwakimi – Regional Trade Officer Coast, AG RAS

Ms. S.B. Kashangaki – Regional Agriculture, Statistics Officer

Kibaha District Council

Mr. Johnson A. Maliyawatu – DALDO

Mr. Charles Sospiter Kapama – District Crop Officer

Mr. Dadi H. Kolimba – DPO

Bagamoyo District Council

Mr. Karim M. Hoza, DPO
 Ms. Jamila Jimbek, Acting DALDO (SMS [Subject Matter Specialist], Nutrition)
 Mr. Dionis G. Mahilane, SMS, Crop Protection
 Mr. Emmanuel Kigunia, SMS, Land Use Planning
 Mr. Laurence Mndeme, SMS, Irrigation
 Mr. Mohamed Mwalima Chamzhim, SMS, Animal Production
 Mr. Raynald P. Mchopa, SMS, Agro-mechanization

Kisarawe District Council

Ms. Maria Yona Kitua, DALDO
 Mr. Augustine Nthunibo, DSMS Irrigation
 Mr. Shehemba B. Kuziwa, District Agricultural Extension Officer
 Mr. Wilfred Barongo, District Planning Officer
 Mr. Charles C. Masumai, DSMS Range Management

A3. Members of the Study Team

Name	Affiliation/Assignment
Mr. Herbert Gondwe	Principal Planning Officer, Department of Regional Coordination, PO-RALG
Mr. Fuminori Arai	Sub Team Leader, JICA-RADAG
Ms. Yuki Isogai	Project Monitoring, JICA-RADAG

Appendix 21

**Comments
on
the ASDP Basket Fund Financial Mechanism Document (Draft)**

January 30, 2006
JICA Tanzania Office / JICA-RADAG

<Overall Comments>

1. The Document is to be confirmed in its consistency with:
 - 1) the MOU and other ASDP documents specified under it (e.g. *the ASDP through Basket Fund Government Programme Document*); and
 - 2) the LGCDG system (including the consistency with *Local Government Capital Development Grant (LGCDG) System: Implementation and Operations Guide*).

2. The Document had better deal with financial issues only, while other documents are to cover other issues (e.g., in the Institutional Arrangements, it might not be necessary to describe all responsibilities of institutions for ASDP implementation; focus could be on the financial aspects).

3. The Document could be more user-friendly by simplifying its contents for users to easily understand and by providing simple procedures and a mechanism for users to completely follow. The Document could be divided into two volumes, one for national level support and the other for LGA level support (i.e., for DADPs).

<Detailed Comments>

Page/Section		Questions/Comments
Cover		<ol style="list-style-type: none"> 1) Is not the new ministry name “Ministry of Agriculture, Food Security and Cooperative”? 2) The program title should be “Agricultural Sector Development Programme”, not “Agriculture Sector Development Programme” (as pointed out by DPP at the February 2004 seminar), both at the top and the bottom.
pp. 12 – 20	Chapter 2 Institutional arrangements	<ol style="list-style-type: none"> 1) It might not be necessary to describe all responsibilities of institutions for ASDP implementation; focus could be on the financial aspects only. 2) The meaning of each arrow line depicted in the Figure 2.1 is not specified (unlike in the previous document). Therefore, the relationships between different organizations are not clear, though some explanations are provided along with the roles and responsibilities of each organization in the text and Appendix A. 3) There is a description on p. 18 about PMO-RALG’s submission of

Page/Section		Questions/Comments
		<p>summary reports to the ASDP Basket Fund Steering Committee, but there is no institutional linkage between them in Figure 2.1.</p> <p>4) Who will make a decision if there are conflicting views between the ASDP National Steering Committee and the LGCDG Steering Committee, though their membership overlaps? Do they only “share and exchange information”? The same question could be raised about the relation between the ASDP Basket Fund Steering Committee and the LGCDC Technical Committee.</p> <p>5) PMO-RALG is one of ASLMs.</p> <p>6) The ASDP Secretariat is now situated at the center and supposed to play a key role in the ASDP implementation. Its current capacity is insufficient to handle both local level and national level support, though it is understood that the roles and responsibilities described are fulfilled when it is operating at full capacity.</p> <p>7) Do not ASLMs include the Ministry of Trade, Industry and Markets for market development in the new government structure?</p>
p. 29	4.1 Introduction	“Component 2 – National Level support with emphasis on agricultural research and extension services” should be “Component 2 – National level support with emphasis on agricultural services” as the provision of extension services is the mandate of LGAs under decentralization.
p. 30	4.2 The planning and budgeting procedures at national level	Is “The ASDP overall work plan is approved by ASDP National Steering Committee” before “The ASDP Basket Fund Steering Committee reviews DPs” and GoT's commitments? Isn't it necessary for the latter to “review” somehow DPs' and GoT's commitments before the former will finally approve the ASDP overall work plan?
pp. 32 - 37	4.3 The planning and budgeting procedures at LGA level	<p>1) It would be better to include a figure depicting the fund allocation structure, i.e., a standard or basic unconditional grant, an enhanced or top-up grant to LGAs that meet the minimum conditions (MCs), and increments given thereafter depending on improvement in their performance improvement. The new financial arrangements using the LGCDG system could also be more clearly understood if they were explained along the procedures of the LGCDG system.</p> <p>2) The predetermined MCs for grant access and the scoring system for annual assessment of LGAs' performance should be provided in Chapter 4 (See Tables 3 and 4 in the ASDP Government Programme Document, 23rd December 2005).</p> <p>3) It should be more clearly stated that the minimum conditions for grant access in the LGCDG system are applied to the DADG, EBG and A-CBG and that LGAs should therefore meet MCs specific to the agricultural sector, in addition to LGCDG's MCs.</p> <p>4) It is not clear how “the ASDP planning process and reporting mechanism has been harmonized with the LGCDG system” as mentioned in Table 2.1 of “Report on establishing a basket fund for the agricultural sector, January 2006.” Compare Figure 4.2 with 2.3 Operations Guide on pp. 28-31 the PO-RALG, <i>Local Government Capital Development Grant (LGCDG) System: Implementation and Operations Guide</i>, July 2005.</p>

Page/Section		Questions/Comments
pp. 33 – 34		Duplication of sentences : "It is worth drawing ---- (See Annex B, B20 & B21)" in the first paragrash on p. 33 and in the second on p. 34.
	Chapter 8 Reporting requirements and auditing arrangements	While reporting requirements at LGA level are explained in the document, there seems to be no description on reporting requirements for central level activities (e.g., research).
p. 68	8.3 Review of reports and...	Is the "DADP Financial Mechanism Document" mentioned on p. 68 still valid? Have not the two financial mechanism documents prepared in February 2004 been consolidated into one (this) document?
	Appendix C	Are the reporting formats the same as the ones used in the LGCDG system? See, the LGCDG System Implementation and Operations Guide mentioned above.
Others		<p>1) Besides the integration of the two documents, the most important revision of the previous financial mechanism documents is the description of the institutional and financial arrangements for ASDP harmonized with the LGCDG system. It is worth providing the outline of the system in the document since not many stakeholders, particularly at local level, are familiar with the system.</p> <p>2) Is there any feedback system from users (e.g., LGAs) for improvement of this document?</p>