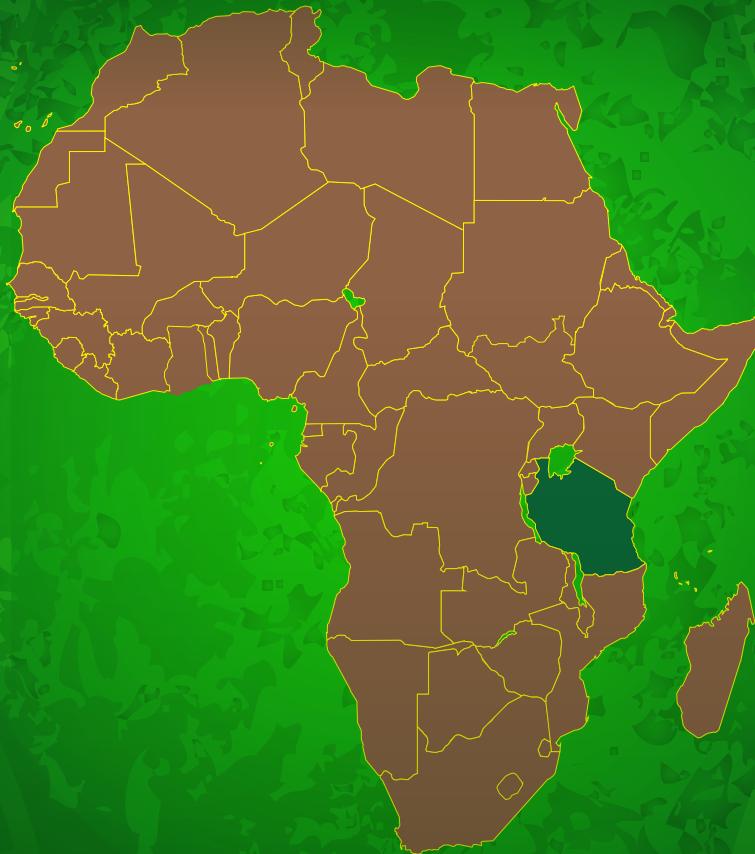




TANZANIA

JOINT SECTOR REVIEW ASSESSMENT

Advancing Mutual Accountability through Comprehensive, Inclusive, and Technically Robust Review and Dialogue



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September 2014

ACKNOWLEDGMENTS

This report was compiled through consultation with key agriculture stakeholders in Tanzania on behalf of the Ministry of Agriculture, Food Security, and Cooperatives. It was prepared by a technical team led by the African Union Commission and the New Partnership for Africa's Development Planning and Coordinating Agency.

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ACRONYMS

AfDB	African Development Bank
AgGDP	agricultural gross domestic product
AGRA	Alliance for Green Revolution
ANSAF	Agriculture Non-State Actors Forum
ARIs	agricultural research institutes
ASDP	Agricultural Sector Development Programme
ASDS	Agricultural Sector Development Strategy
ASLMs	agricultural sector lead ministries
ASR	agricultural sector review
ASSP	Agricultural Sector Strategic Plan
ATI	Kilimo Kwanza and Transformation Initiative
AUC	African Union Commission
BMG	Bill and Melinda Gates Foundation
BRN	Big Results Now
CAADP	Comprehensive Africa Agriculture Development Programme
CIDA	Canadian International Development Agency
CSO	civil society organization
DADPs	District Agricultural Development Plans
DANIDA	Danish International Development Assistance
DFID	Department for International Development
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FAOSTAT	Food and Agriculture Organization of the United Nations Statistical Database
FDI	foreign direct investment
FSSR	food self-sufficiency ratio

FY	financial year
FYDP	Five-Year Development Plan
G8	Group of Eight
GDP	gross domestic product
ha	hectare
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
IFAD	International Fund for Agricultural Development
IFPRI	International Food Policy Research Institute
ILRI	International Livestock Research Institute
ISTA	Achieve International Seed Testing Association
JAST	Joint Assistance Strategy for Tanzania
JICA	Japan International Cooperation Agency
JIR	joint implementation review
JSR	joint sector review
kg	kilogram
KPL	Kilombero Plantations Limited
M&E	monitoring and evaluation
MAFAP	Monitoring African Food and Agricultural Policies
MAFC	Ministry of Agriculture, Food Security, and Cooperatives
MAFS	Ministry of Agriculture and Food Security
MCM	Ministry of Cooperatives and Marketing
MDAs	ministries, departments, and agencies
MDG	Millennium Development Goal
MITM	Ministry of Industries, Trade, and Marketing
MLFD	Ministry of Livestock and Fisheries Development
MOF	Ministry of Finance
MOFEA	Ministry of Finance and Economic Affairs

MOW	Ministry of Water
MOU	memorandum of understanding
MTEF	Medium Term Expenditure Framework
NAIP	National Agricultural Investment Plan
NAIVS	National Agriculture Input Voucher Scheme
NARS	national agricultural research systems
NEPAD	New Partnership for Africa's Development
NGO	nongovernmental organization
NORAD	Norwegian Development Cooperation
NPCA	NEPAD Planning and Coordination Agency
NSGRP	National Strategy for Growth and Reduction of Poverty
ODA	official development assistance
OECD	Organisation for Economic Co-operation and Development
PER	public expenditure review
PMO	Prime Minister's Office
PMO-RALG	Prime Minister's Office, Regional Administration and Local Government
PRSP	poverty reduction strategy paper
RECs	Regional Economic Communities
ReSAKSS	Regional Strategic Analysis and Knowledge Support System
RUBADA	Rufiji Basin Development Authority
SADC	Southern African Development Community
SAGCOT	Southern Agriculture Growth Corridor of Tanzania
SAKSS	Strategic Analysis and Knowledge Support System
SC	Steering Committee
SDC	Swiss Agency for Development and Cooperation
Sida	Swedish International Development Cooperation
SNV	Netherlands Development Cooperation
SUA	Sokoine University of Agriculture

t	ton
TAFSIP	Tanzania Agricultural and Food Security Investment Plan
TDV 2025	Tanzania Development Vision 2025
TGFA	Tanzania Graduate Farmers Association
TIC	Tanzania Investment Centre
ToRs	terms of reference
TOSCI	Tanzania Official Seed Certification Institute
TSh	Tanzanian shilling
UNDP	United Nations Development Programme
UNICEF	United Nations Children’s Fund
UNIDO	United Nations Industrial Development Organization
URT	United Republic of Tanzania
USAID	United States Agency for International Development
VAT	value-added tax

EXECUTIVE SUMMARY

The United Republic of Tanzania committed to implement the Comprehensive Africa Agriculture Development Programme (CAADP) by signing a national CAADP compact in July 2010. The country then developed the Tanzania Agricultural and Food Security Investment Plan (TAFSIP) and officially launched it in November 2011. TAFSIP is a 10-year (2011/2012—2020/2021) sectorwide mechanism for promoting investments in the agricultural sector in the country within the CAADP framework. The plan identifies seven priority investment areas: (1) irrigation development and sustainable water resources and land use management; (2) agricultural productivity and commercialization; (3) rural infrastructure, market access, and trade; (4) private-sector development; (5) food and nutrition security; (6) disaster management and climate change adaptation and mitigation; and (7) policy and institutional reforms and support.

The joint sector review (JSR) assessment exercise was undertaken in Tanzania from March to May 2014 to evaluate progress in Tanzania under CAADP and, in particular, progress on implementation of TAFSIP. This report was produced under the leadership of the Ministry of Agriculture, Food Security, and Cooperatives (MAFC). The Regional Strategic Analysis and Knowledge Support System (ReSAKSS) office for Eastern and Central Africa supported national collaborators to undertake the review. The assessment drew information from desk reviews, interviews with key stakeholders in the agricultural sector of Tanzania, and brainstorming and building consensus on the opportunities and challenges facing Tanzania's agricultural sector through two stakeholder workshops.

Implementation of the range of agricultural policies, strategies, and commitments in Tanzania that fall under TAFSIP is done through a number of programs, including the Agricultural Sector Development Programme (ASDP) for the mainland and the Agricultural Sector Strategic Plan (ASSP) for Zanzibar. Several synergistic initiatives that add value to the efforts under the ASDP and the ASSP include the Southern Agriculture Growth Corridor of Tanzania (SAGCOT), the agriculture component of the Big Results Now (BRN) initiative, and a number of donor-funded initiatives. Several agricultural projects implemented by nongovernmental organizations (NGOs), individual farmers, civil society organizations, and private firms also contribute to food and nutrition security and poverty reduction in Tanzania.

In the JSR for 2014, assessments were made on the policy framework guiding TAFSIP implementation, the institutions involved, and the quality of the finances made available to the plan. Summaries on each assessment are provided in Tables ES.1 and ES.2.

TABLE ES.1: AGRICULTURAL POLICY PERFORMANCE IN TANZANIA

Areas	Notes	Quality Assessment
Alignment of agricultural policies with national goals	All policies and strategies formulated in support of the Development Vision 2025 have objectives that are aligned to the goals of the vision, and have a high degree of alignment in setting of objectives and targets and in defining roles and responsibilities.	Green
Agricultural policy coverage and adequacy	Policies to cover different areas are adequate; very few gaps in terms of policy coverage.	Green
Inclusiveness of the policymaking process	The quality of involvement of nonstate actors in policymaking process can be more enhanced. There is little or infrequent inclusion of community- and faith-based organizations, NGOs, and the private sector in policy formulation or review process.	Yellow
Consistency and predictability of agricultural policy	Some policy inconsistency and weak regulatory frameworks lead to inconsistent outcomes and undermine overall policy. Government decisions on trade, especially, sometimes contradict other policy objectives. Short-term interventions have caught market actors unaware and were implemented without prior consultation.	Yellow
Legal, institutional, and regulatory framework	Gaps in legal, institutional, and regulatory frameworks hamper smooth implementation of agricultural policies—outdated legislation, ad hoc interventions, and poor enforcement of existing regulations. The legislative system for food security reacts slowly to changing situations, particularly with reference to agricultural trade policy. The official rules and regulations governing import and export of food differ substantially from actual practices at Tanzania’s borders.	Yellow
Policy implementation	Policy implementation is constrained by inadequate infrastructure and human and financial capacities, lack of regulations, inadequate investment, poor coordination of sectoral policies, and weak involvement of the private sector in policy implementation.	Yellow

Note: Green = target was achieved or surpassed or is on track; yellow = some progress was made and more effort is required; red = implementation is not on track or progress has deteriorated.

TABLE ES.2: AGRICULTURAL INSTITUTION PERFORMANCE IN TANZANIA

Areas	Notes	Quality Assessment
Implementation of annual work plans	Annual work plans consist of a large number of activities with inadequate human and financial capacities. Prioritization of activities remains a challenge. Delays are common in financial disbursement from the central government to the regions and districts.	Yellow
Coordination, including inter-institutional and across government levels	Inadequate clarity on linkages between various agricultural interventions. Inadequate collaboration among institutions responsible for implementing different interventions. Coordination challenges are experienced most prominently at the district level, where there are many interventions by different actors with inadequate communication.	Red
Administrative support functions	Administrative support for agricultural programs faces various constraints, including few qualified staff, insufficient equipment, and poor communication systems.	Yellow
Technical capacity	Capacity strengthening at the central government level is needed in policy analysis, proposal development, project management, communication, and outreach.	Yellow
Monitoring and evaluation (M&E)	There is no active M&E system for common reporting at the sector level. Agricultural data quality and analysis challenges also affect sector M&E. Good progress was made in developing the Agricultural Routine Data System, in which agricultural data are collected from the village level up to the central government level.	Yellow

Inclusiveness of policymaking processes	The quality of involvement of nonstate actors in implementation and review of agricultural interventions is inadequate. There is generally a lack of transparency in the implementation of marketing regulations, which disrupts the private sector.	Yellow
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Note: Green = target was achieved or surpassed or is on track; yellow = some progress was made and more effort is required; red = implementation is not on track or progress has deteriorated.

With regard to financial commitments to agricultural development activities in Tanzania, the government is committed to increasing spending in the agricultural sector. The nominal sector budget has increased from less than 3 percent of the total annual budget in 2002/2003 to close to 8 percent in 2010/2011. However, the funding to agriculture has not increased consistently over time, with some fluctuations being observed. Moreover, despite the CAADP commitment made by the government to allocate at least 10 percent of the total annual budget to the agricultural sector, the target has not been met. Moreover, only 80 percent of the approved annual sectoral budget is spent on average.

Information on the financial investments of the nonstate actors in agriculture in Tanzania is much more difficult to obtain, and no comprehensive data on their investments in the sector are available.

Finally, the 2014 JSR on the agricultural sector in Tanzania identified gaps in the process for the review of TAFSIP and made specific recommendations for addressing the deficiencies identified (Table ES.3).

TABLE ES.3: DEFICIENCIES IN THE TANZANIA JOINT SECTOR REVIEW PROCESS, WITH RECOMMENDATIONS FOR ADDRESSING THEM

Gaps	Recommendations
<p>Inadequate time and resources allocated to review processes. The process was rushed, with inadequate time provided for investing in quality work. Decisions on the sites to be visited and stakeholders to involve are highly influenced by the available resources. It was noted that this negatively affected the quality of the review.</p>	<p>Enhance the representation of the private sector within the core review teams, including organized business bodies, financial institutions, selected individual corporations, and selected farmer-led institutions.</p>
<p>Inadequate or low-quality inclusiveness of nonstate actors in agricultural sector review.</p>	<p>Finalize design of the Agricultural Sector Development Strategy and the Agriculture Sector Development Programme (ASDP). ASDP II is being designed to be more inclusive. Strengthen the capacity of ASDP II for coordination and stakeholder engagement.</p> <p>Organize targeted capacity-building activities to nonstate actors to enhance their capacity to contribute effectively in review processes. Undertake a needs assessment to inform the design of training activities to build their ability to engage in the sector reviews.</p>
<p>Inadequate efforts in evaluation, including impact assessment. It was noted that a large portion of the monitoring and evaluation (M&E) budget in agriculture is dedicated to the <i>monitoring</i> component, with little attention given to <i>evaluation</i>. For the M&E initiatives to contribute effectively to review processes, both aspects need to be prioritized.</p>	<p>Invest in efforts to generate strong evidence of agricultural program and project outcomes and impacts, along with clear data on progress of project implementation by M&E initiatives.</p>
<p>Inadequate coordination of efforts on monitoring progress in meeting commitments in the agricultural sector. Although government has made various commitments, the process for monitoring and evaluating the progress in meeting the commitments is not effectively coordinated. At the moment, different units are involved in doing some of this work, including the Comprehensive Africa Agriculture Development Programme (CAADP) desk, the Prime Minister’s Office, M&E units in the ministries concerned, the Big Results Now team, the Southern Agriculture Growth Corridor of Tanzania center, and others. The Prime Minister’s Office has initiated efforts to bring together different agricultural reporting systems, but these efforts are still in their early stages.</p>	<p>Implement the M&E of the sectorwide program (ASDP II), building on the framework developed during the Tanzania Agricultural and Food Security Investment Plan design for M&E of sector performance. The focus should be on strengthening coordination of the existing systems in a way that they could all contribute to joint sector review processes in the sector.</p>
<p>Inadequate feedback mechanism for the review process. There is minimal clarity on how the reviews and assessments at the local level feed into the national-level review processes and vice versa.</p>	<p>Enhance linkages between M&E efforts at local and government levels. Facilitate information flow from the central government to the local government levels and vice versa.</p>
<p>Private-sector reviews are still in the infancy stage. Few reviews have been conducted on the performance of private-sector activities in agriculture in Tanzania. However, the situation is changing slowly, with ongoing efforts to document private investments.</p>	<p>Promote and encourage involvement in agricultural sector reviews by nonstate actors.</p>
<p>Poor-quality agricultural data. There are many concerns about the quality of agricultural data. Issues of inconsistencies in data for the same agricultural indicators are very common.</p>	<p>Strengthen and sustain ongoing efforts to improve the quality of agricultural statistics, including information management and dissemination.</p>

Gaps	Recommendations
<p>There are capacity gaps on agricultural review processes as well as implementation of agricultural projects and programs in general. These gaps limit effective implementation and M&E of agriculture intervention.</p>	<p>Strengthen the capacity of various agricultural stakeholders, such as technical working groups, ASDP secretariat, CAADP secretariat, agricultural sector lead ministries, and the private sector (where appropriate). Stronger capacity is needed in such areas as strategic thinking, leadership and administration, policy analysis, policy dialogue, outreach and communication and knowledge management, M&E and impact assessments, and technical report writing. However, capacity-building activities need to be tailored according to the needs of different groups.</p>

1. INTRODUCTION AND BACKGROUND

1.1. Background

The United Republic of Tanzania committed to implement the Comprehensive Africa Agriculture Development Programme (CAADP) by signing the CAADP compact in July 2010. CAADP is expected to serve as a framework that adds value to national and regional strategies for the development of agriculture. Some of its key principles that are expected to add value are the building of partnerships, dialogue, peer review, and mutual accountability at all levels, as well as exploitation of regional complementarities.

Tanzania developed the Tanzania Agricultural and Food Security Investment Plan (TAFSIP) and officially launched it in November 2011. TAFSIP is a 10-year (2011/2012—2020/2021) sectorwide mechanism for promoting investments in the agricultural sector in the country within the CAADP framework. It articulates and rationalizes the requisite investments for achieving a 6 percent growth in agriculture for reducing rural poverty and improving household food and nutrition security. TAFSIP identifies seven priority investment areas: (1) irrigation development and sustainable water resources and land use management; (2) agricultural productivity and commercialization; (3) rural infrastructure, market access, and trade; (4) private-sector development; (5) food and nutrition security; (6) disaster management and climate change adaptation and mitigation; and (7) policy and institutional reforms and support.

The goal of TAFSIP is to enhance agricultural production and productivity and to commercialize and modernize the sector. TAFSIP is a product of extensive collaborative efforts of the government, the development partners, the civil society, the private sector, the regional economic communities, and the farmers. TAFSIP explicitly specifies the roles and responsibilities of these stakeholders. It further details the modalities of mutual accountability in the planning, implementation, and monitoring and evaluation (M&E) of outcomes and impacts. The key outcome of TAFSIP is the achievement of at least a 6 percent annual agricultural growth, consistent with national development objectives of reducing hunger by half by 2015; improving household food and nutrition security; and reducing rural poverty.

1.2. Report Context and Objectives

The most frequently cited targets of CAADP are achieving an annual agricultural growth rate of 6 percent and a sector budget share of 10 percent. Linked to these two targets, and equally important, is the commitment to promote evidence-based policy planning and implementation processes through peer review, dialogue, and benchmarking with best practices. With the signing of CAADP compacts by more than 40 countries and the adoption of almost 30 National Agricultural Investment Plans (NAIPs), the growth and budgetary targets have been met in several countries. The African Union Commission (AUC), New Partnership for Africa's Development (NEPAD) Planning and Coordination Agency (NPCA), regional economic communities, country stakeholders, and development partners now view successful implementation of NAIPs as the next frontier of the CAADP agenda. AUC and NPCA have adopted a mutual accountability framework, and are in the process of finalizing a results framework to guide the identification of priority areas and the definition of performance indicators for the next decade of CAADP implementation.

Agriculture joint sector reviews (JSRs) are a key instrument for supporting mutual accountability and implementing the CAADP results framework. JSRs are an integral part of the transition to evidence-based policy planning and implementation. In particular, JSRs provide a platform to collectively review the effectiveness of policies and institutions in the agricultural sector, as well as to assess the extent to which intended results are being realized.

They allow state and nonstate stakeholders to hold each other accountable to their pledges and commitments to the CAADP compacts, NAIPs, and related cooperation agreements, such as those under the New Alliance for Food Security and Nutrition. By allowing a broad spectrum of stakeholders to get insights into and influence overall policies and priorities of the sector, JSRs serve as a management and policy support tool both for inclusive sector planning and execution and for M&E.

As the main CAADP platform for review, learning, and benchmarking, the Regional Strategic Analysis and Knowledge Support System (ReSAKSS) has been designated by AUC and NPCA to support efforts to introduce JSR practices where they do not exist, and improve their quality where they exist. To undertake this exercise, a comparative assessment of sector reviews is being carried out to establish country-level sector review practices. An initial group of seven New Alliance Cooperation Framework countries (Burkina Faso, Ethiopia, Ghana, Malawi, Mozambique, Senegal, and Tanzania) are included in this effort.

Because most countries already carry out some type of regular agricultural sector review, the emphasis of the current effort is on building and improving on the existing country practices. To identify the nature of support required for each country, JSR assessment reports are prepared for each country. The reports document the existing review processes with a view to identifying areas that might require improvement. Because countries have different processes, significant cross-country learning can be achieved through comparative assessment of the current JSR processes. Therefore, this comparative assessment report for Tanzania is aimed at achieving the following objectives:

1. Document the current practices of review in the agricultural sector.
2. Draw lessons for peer learning.
3. Recommend what it would take to implement the “best practice” in JSR in Tanzania in line with the JSR guidelines developed by the African Union and NEPAD.

The assessment is consistent with the government’s commitments to accountability as articulated in the Tanzania Development Vision 2025 (TDV 2025), the Zanzibar Development Vision 2020, the Long-Term Perspective Plan, and the Five-Year Development Plan (FYDP) for the mainland and the National Strategy for Growth and Reduction of Poverty (NSGRP), also known as MKUKUTA/MKUZA for the mainland and Zanzibar, respectively.

1.3. Methodology

This assessment is based on two approaches: desk review and stakeholder consultations. Under desk review, literature from published and unpublished sources was examined. Various documents were reviewed, including past agricultural sector reviews, public expenditure reviews, ASDP joint implementation reviews, M&E reports from agricultural sector line ministries, private-sector reports, research reports, and other technical reports. The review involved a detailed cross-referencing of sources of information, analysis of data collected, and synthesis of information to respond to the outline of the report. Stakeholder consultations involved face-to-face interviews, email and telephone conversations with key informants, and technical workshops. The agricultural sector stakeholders interviewed were the staffs of the Ministry of Agriculture, Food Security, and Cooperatives (MAFC); Ministry of Livestock and Fisheries Development (MLFD); Prime Minister’s Office Regional Administration and Local Government (PMO-RALG); and nonstate actors, development partners, and research institutions (see Appendix Tables A.1 and A.2 for the names of people consulted).

1.4. Agriculture-Related Policy Commitments by the Government of Tanzania

Tanzania is a signatory to various national and international commitments that aim to improve the performance of the agricultural sector and food security. Some of the most recent (since the mid-1990s) commitments are briefly highlighted below.

- **World Food Summit Declaration** (1996), which commits member states to fight hunger and malnutrition.
- **Agricultural Sector Development Strategy of 2001**, formulated to implement the TDV 2025. The objective of the ASDS is to achieve a sustained agricultural growth of at least 5 percent per year through commercialization.
- **Maputo Declaration** (2003), which led to Tanzania signing the **CAADP compact on July 8, 2010**. The heads of state made commitments to accelerate the transformation of the agricultural sector and to attain at least 6 percent annual agricultural growth. The government committed itself to allocating at least 10 percent of its national budget to agriculture. Development partners committed to working with government and other stakeholders to mobilize financial and technical resources for the achievement of food and nutrition security and poverty reduction. Regional economic communities committed to working with the government through the Maputo Declaration to mobilize political, technical, and financial support for Tanzania's agricultural programs. The private sector committed to working in partnership with the government and other stakeholders to develop the agricultural sector and to achieve national poverty reduction targets.
- The Sirte Declaration of 2004 on the Challenges of Implementing Integrated and Sustainable Development in Agriculture and Water in Africa, which called for prudent use and management of water and land resources for agriculture.
- **Abuja Declaration on Fertilizer for African Green Revolution** (2006), which commits the country to increase fertilizer use from 8.0 kilograms (kg) to 50.0 kg per hectare (ha) by 2015.
- **Sharm El-Sheik Declaration** (2008) **on responding to the challenges of high food prices and agriculture development**. This declaration was passed at the 11th Ordinary Session of the African Union Assembly in Sharm El-Sheikh in Egypt to address the challenges posed by the high food prices and help African countries reduce hunger.
- The **Dar es Salaam Declaration on Agriculture and Food Security** (2008), which commits the country to increased investments in agriculture to ensure food and nutrition security.
- **Kilimo Kwanza** (Agriculture First) initiative, launched in 2009 on the Tanzania mainland, to transform agriculture into a modern commercial sector. This initiative was formulated so as to give more emphasis to a private-sector-led development of agriculture. A similar initiative, **Agricultural Transformation Initiative**, was launched in Zanzibar in 2009. The two initiatives were meant to give impetus to private-sector investment in agriculture.
- **Grow Africa Partnership**, an initiative of some African countries established in May 2011 in Cape Town under the guidance of NEPAD, to transform agriculture through greater involvement of the private sector. Because of this partnership, Tanzania has become one of **the pilot countries for the G8 New Alliance for Food Security and Nutrition**, signing a Cooperation Framework with development partners and with both

domestic and international private-sector firms in 2012. Tanzania committed to **promoting and facilitating increased private-sector entry into the agricultural sector**.

- In the 2013/2014 financial year, Tanzania, with support from development partners, adopted a **Big Results Now (BRN) initiative** as part of an effort to move the country from low- to middle-income status. BRN focuses on six priority areas: energy and natural gas, agriculture, water, education, transport, and mobilization of resources.

Building on the above commitments, Tanzania is implementing a number of agriculture-related initiatives that are funded and implemented by various agricultural stakeholders in the public and private domains. Section 1.5 provides an overview of these initiatives, to facilitate understanding of discussions in subsequent chapters.

1.5. Overview of Agriculture Initiatives in Tanzania

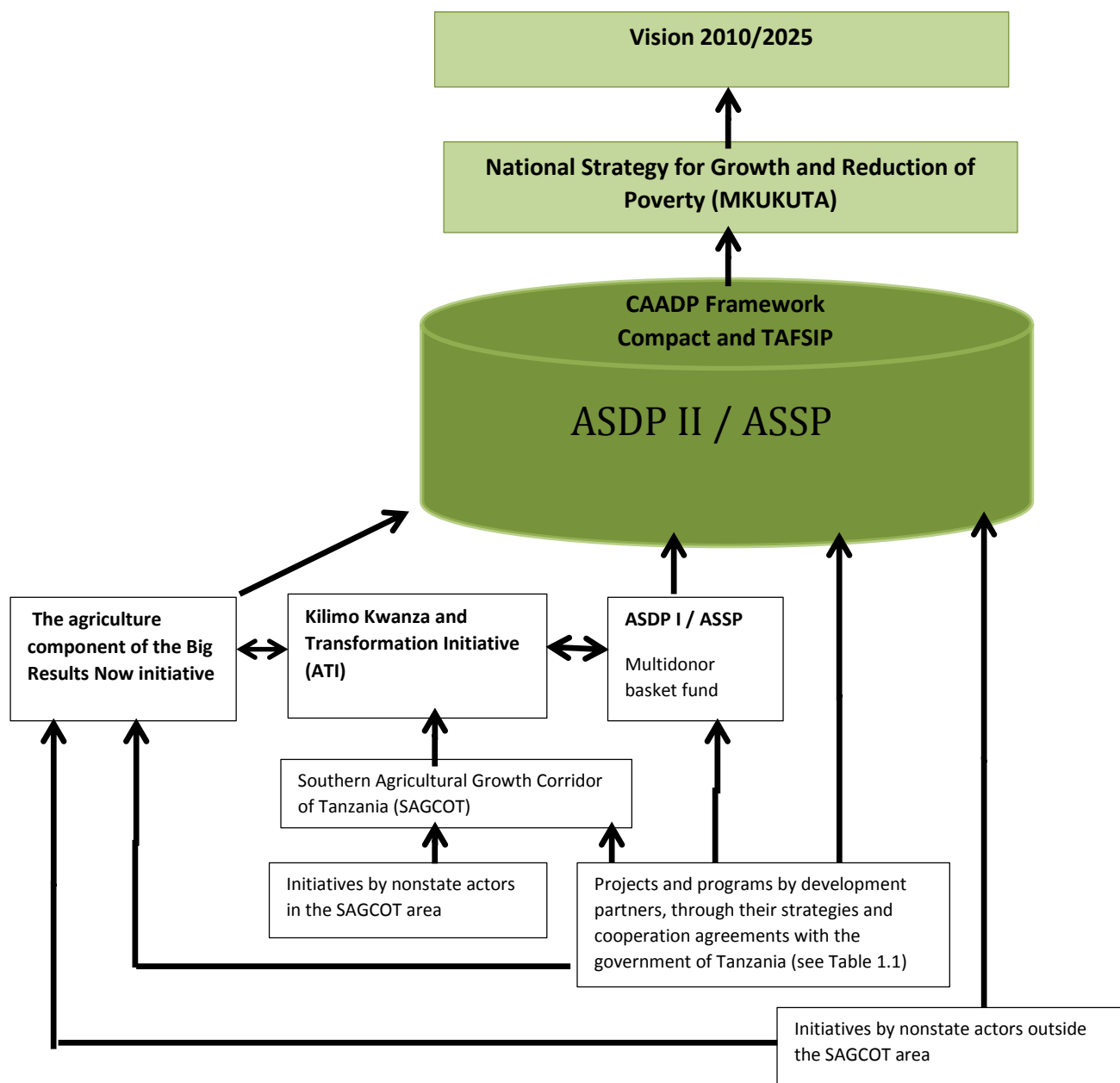
Tanzania has various agricultural initiatives geared toward addressing challenges in the sector, so as to bring about agricultural growth, as guided by the 2001 ASDS. ASDS commits the government of Tanzania to (1) strengthening the institutional framework for managing agricultural development; (2) creating a favorable climate for commercial activities, including improving the marketing of inputs and outputs aimed at increased private-sector participation in agriculture; (3) improving transport and trade; and (4) clarifying public- and private-sector roles in providing agricultural services, such as research, extension, training, technical services, and finance.¹

ASDS is implemented through the ASDP in the mainland and the Agricultural Sector Strategic Plan (ASSP) in Zanzibar. Both ASDP and ASSP are sectorwide approaches engaging a wide range of stakeholders. The first phase for ASDP (ASDP I) started in 2006 and ended in 2013. Tanzania signed the CAADP compact in 2010 when it was already implementing ASDS. Hence, the country's implementation of CAADP is complementing ASDS (URT, 2010). An assessment done prior to signing the CAADP compact indicated that ASDS priorities were largely in line with the CAADP priorities, as articulated by the pillar frameworks (AUC and NPCA, 2011; EcomResearch Group, 2012). It was noted, however, that the country needed to make some improvements in some areas to enhance compliance with the CAADP principles. Preparation of an updated ASDS and ASDP II is now under way, and a transitional phase is being implemented, pending the finalization of Phase II of the ASDP. ASDP II is being designed within the CAADP principles of inclusiveness. Its scope will cover not only the initiatives under the Basket Fund as in Phase I, but also other initiatives in agriculture (Figure 1.1). Thus, ASDP II will be the main strategy for implementing TAFSIP (AUC and NPCA, 2011).

Although the implementation of ASDP II is yet to start, it is encouraging to see that efforts are already in place by the government and other key agricultural stakeholders to align their agricultural investments to the key TAFSIP areas (Table 1.1). Key initiatives in the country that contribute to the operationalization of ASDS and TAFSIP are (1) ASDP and ASSP, (2) Southern Agriculture Growth Corridor of Tanzania (SAGCOT) initiative aiming to implement Kilimo Kwanza, (3) the agriculture component of the BRN initiative, (4) initiatives by the nonstate actors, and (5) initiatives by the development partners through various projects and programs (see Figure 1.1 and Table 1.1). All these efforts aim to contribute to the NSGRP (MKUKUTA). Several cooperation agreements articulate stakeholders' collaboration toward implementing the common goals of reducing poverty and hunger through agriculture. Examples include the CAADP compact, Joint Assistance Strategy for Tanzania, New Alliance for Food Security and Nutrition, and letters of intent by the nonstate actors.

¹See URT, 2001.

FIGURE 1.1: MAJOR AGRICULTURAL INITIATIVES IN TANZANIA



Source: Adapted from URT, 2011b.

Note: ASDP = Agricultural Sector Development Programme; ASSP = Agricultural Sector Strategic Plan; CAADP = Comprehensive Africa Agriculture Development Programme; TAFSIP = Tanzania Agricultural and Food Security Investment Plan.

TABLE 1.1: ACTIVITIES OF AGRICULTURAL FUNDING AGENCIES IN THE SEVEN TAFSIP THEMATIC AREAS

Thematic Area	Funders Recently Supporting the Area (Based on Projects since 2005)
Irrigation Development, Sustainable Water Resources and Land Use Management	<ul style="list-style-type: none"> Government of Tanzania African Development Bank (AfDB), Danish International Development Assistance (DANIDA), European Union (EU), International Fund for Agricultural Development (IFAD), Ireland, Japan International Cooperation Agency (JICA), Finland, United States Agency for International Development (USAID), World Bank
Agricultural Productivity and Commercialization	<ul style="list-style-type: none"> Government of Tanzania AfDB, Alliance for Green Revolution (AGRA), Austria, Belgium, Brazil, Bill and Melinda Gates (BMG) Foundation, Canadian International Development Agency (CIDA), DANIDA, Department for International Development (DFID), Food and Agriculture Organization of the United Nations (FAO), EU, Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)/ Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ), Finland, IFAD, Ireland, JICA, Netherlands Development Cooperation (SNV), Norwegian Development Cooperation (NORAD), Swiss Agency for Development and Cooperation (SDC), United Nations Industrial Development Organization (UNIDO), USAID, World Bank
Rural Infrastructure, Market Access, and Trade	<ul style="list-style-type: none"> Government of Tanzania AfDB, AGRA/BMG Foundation, Finland, Irish Agency for International Development (Irish AID), IFAD, NORAD, Swedish International Development Cooperation (Sida), USAID, World Bank
Private-Sector Development	<ul style="list-style-type: none"> Government of Tanzania AfDB, AGRA/BMG Foundation, DANIDA, EU, IFAD, Ireland, Finland, New Zealand, SDC, USAID, World Bank
Food and Nutrition Security	<ul style="list-style-type: none"> Government of Tanzania DFID, EU, FAO, SDC, United Nations World Food Programme, USAID, World Bank
Disaster Management, Climate Change Mitigation, and Adaptation	<ul style="list-style-type: none"> Government of Tanzania Belgium, CIDA, DFID, EU, Finland, Germany (GIZ), NORAD, Sida, United Nations Development Programme (UNDP)
Policy and Institutional Reform and Support, Coordination, Monitoring and Evaluation	<ul style="list-style-type: none"> Government of Tanzania AfDB, AGRA, DANIDA, DFID, EU, JICA, Sida, SNV, UNDP, USAID, World Bank

Sources: Documentation of projects and programs by the funders and implementers; country strategy papers and cooperation agreements; Aginvest Africa web portal at www.aginvestafrica.org; the Aid Management Platform operated by Tanzania Ministry of Finance, and Temu, 2006.

Notes: This table is only indicative, based on the information accessed by authors; therefore, it may not be exhaustive. For more information, see Appendix Table A.5.

2. STATUS AND QUALITY OF REVIEW PROCESSES IN TANZANIA'S AGRICULTURAL SECTOR

This section describes the consultative and review processes in Tanzania. Some of the consultative processes covered here focus on agriculture, while others focus on broad national goals that also include agriculture. This section also highlights stakeholders involved in different review processes, with the view of capturing the involvement of government, farmers and farmer organizations, the private sector, civil society, and development partners.

The consultative processes for the agricultural sector in Tanzania may be categorized into two interrelated processes: (1) periodic reviews and special studies (see Table 2.1), and (2) continuous (M&E) activities. These are discussed below.

2.1. Periodic Reviews

2.1.1. Agricultural Sector Review (ASR) and Public Expenditure Review (PER)

Tanzania has been conducting ASRs and PERs simultaneously as part of monitoring processes for the National Strategy for Growth and Reduction of Poverty (NSGRP/MKUKUTA) and Agriculture Sector Development Programme (ASDP). The reviews have been conducted on a regular basis since 2007 (Table 2.1). The ASR is a sectoral review process that evaluates the performance of the sector from one year to the next. It measures progress on performance and examines key issues, including sector growth and the contributing factors, poverty reduction and its constraints, and possible future interventions for the development of the sector.

The PER is a process that informs the government budget process, particularly in preparing budget guidelines and analyzing the composition of government spending in line with policy and expenditure priorities. The reviews assess how sector programs have contributed toward achieving MKUKUTA targets and propose priority areas for public expenditure in the sector in the context of Kilimo Kwanza resolve, the Five-Year Development Plan, and the MKUKUTA. They also contribute to discussions on investment, sector needs, and growth drivers. The results of these reviews inform the next round of country budget discussions.

2.1.2. Joint Implementation Reviews (JIRs) for ASDP

During the implementation of the ASDP, the government and development partners' steering committee reviewed work plans and budgets, and approved disbursements against financial and implementation reports. Since 2007 there has been an annual ASDP JIR (Table 2.1). These reviews were useful in identifying specific actions to facilitate future implementation of ASDP activities. The last JIR was conducted in May 2013 (World Bank, 2013a). No ASDP JIR is planned for 2014, because the ASDP came to an end in 2013 and the new phase (ASDP II) is yet to be finalized.

The government of Tanzania, represented by the agricultural sector lead ministries (ASLMs), carries out the JIR every year. The ASLMs include the Ministry of Agriculture, Food Security, and Cooperatives (MAFC); the Ministry of Livestock and Fisheries Development (MLFD); the Ministry of Industries, Trade, and Marketing (MITM); the Ministry of Water and Irrigation; and the Prime Minister's Office, Regional Administration and Local Government (PMO-RALG). Thematic working groups were established to facilitate operations at the ASLM level, including the JIRs. The working groups include (1) M&E, (2) food security and nutrition, (3) irrigation, (4) finance and procurement, (5) research and extension, and (6) marketing and private-sector development. However, some of

the thematic working groups (including research and extension, finance, and marketing and private-sector development) were inactive for the most part of the ASDP implementation. This limited the quality of their contribution to the sector review processes.

2.1.3. General Budget Support Review

The general budget support annual review assesses the performance of government and development partners against the jointly agreed Partnership Framework Memorandum signed in 2006. Under the Partnership Framework Memorandum, the government committed to promote high economic growth and poverty reduction through implementation of MKUKUTA, and the development partners committed to providing financial assistance in support of MKUKUTA. Each year the general budget support review includes the completion of the jointly agreed Performance Assessment Framework matrix, which draws indicators from the MKUKUTA and other national processes (URT, 2008).

In 2008, the government and other stakeholders agreed on the structure and principles of engagement in the dialogue process in line with the Joint Assistance Strategy for Tanzania. This new dialogue structure was developed to streamline exchange of information among agricultural stakeholders, promoting common understanding and ensuring mutual accountability in line with the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action. The dialogue structure integrates monitoring of MKUKUTA, PERs, and general budget support reviews into a single structure. It consists of four levels: sectors and thematic areas, cluster working groups, the MKUKUTA–PER main working group, and the joint government–development partners coordination group.

TABLE 2.1: AN OVERVIEW OF DIFFERENT REVIEW PROCESSES IN TANZANIA’S AGRICULTURAL SECTOR

Review Process	Key Areas Covered by the Review	How Often and Most Recent Ones	Review Approach
Agricultural sector public expenditure review	Assess the performance of agricultural sector growth, progress on implementation of sector priorities, and impact on poverty reduction; and assess the public budget allocation and expenditures in the sector. Identify constraints in implementation of Agricultural Sector Development Strategy and Agricultural Sector Development Programme (ASDP) at national and local levels, to suggest measures for mitigation.	Annually since 2007: 2007–2008, 2008–2009, 2009–2010 (this was never finalized), 2010–2011, 2011–2012. Note: No reviews were done after these, but special studies instead—see Table 2.2.	<ul style="list-style-type: none"> • Preliminary literature review and draft report for the inception of the project. • Inception meeting where the consultant presents an inception report for discussion with client on the methodological issues of implementing the assignment. • In-depth literature review. • Fieldwork (visits to districts and key stakeholder consultations). • In-depth analysis of qualitative and quantitative information. • Stakeholders’ workshop for the presentation of the draft report. • Incorporation of comments and submission of the final report.
Annual ASDP Joint Implementation Review (JIR)	Review implementation of ASDP and assess the implementation of any policy initiatives or institutional reforms agreed upon in the work programs.	Annually since 2007: 2008, 2009, 2010, 2011, 2012, and 2013	<ul style="list-style-type: none"> • Literature review. • Interview with key informants. • Field visit through purposive sampling in some selected project sites. • Presentation of the findings through an ASDP consultative meeting.

Review Process	Key Areas Covered by the Review	How Often and Most Recent Ones	Review Approach
Agriculture rapid budget assessment	Produces a synoptic note that is discussed with the Budget Guidelines Committee of the Ministry of Finance. It informs more detailed public expenditure review (PER) work the following year. This is done prior to the agricultural sector PER.	Annually since 2011: 2011, 2012, and 2013	Review and analysis of detailed approved data for budget for the coming year and detailed pre-audited actual spending data for the past year, all provided promptly by the Ministry of Finance.
General budget support review*	Review the general budget support, an aid delivery modality for providing financial assistance to the national budget.	Annually	Review of agreed-upon sector performance indicators through the Performance Assessment Framework matrix and other targets set by government and development partners.

Source: Compiled by the authors based on information from key stakeholders and review documents.

* These review processes are not specific to agriculture but are for the National Strategy for Growth and Reduction of Poverty; however, they include agriculture among other areas reviewed.

TABLE 2.2: EXAMPLES OF RECENT STUDIES AND DOCUMENTS THAT COMPLEMENT THE AGRICULTURAL REVIEW PROCESS

Report	Year	Conducted by	Objectives	Reference
Technical papers developed for the Comprehensive Africa Agriculture Development Programme (CAADP) and Tanzania Agricultural and Food Security Investment Plan (TAFSIP)	2010 and 2011	Ministry of Agriculture, Food Security, and Cooperatives (MAFC), national consultants, Food and Agriculture Organization of the United Nations (FAO)	To inform the CAADP roundtable process and the National Agricultural Investment Plan development.	6 CAADP Roundtable Briefs, TAFSIP working papers, TAFSIP document
Special study Assessing Agricultural Extension Services	2010	MAFC, national and international consultants	To appraise the status of extension services in the country.	MAFC/Irish Aid Research Report on the Status of Extension Services
Report on the Evaluation of Performance and Achievements of the Agricultural Sector Development Programme (ASDP)	2011	MAFC, national and international consultants	To establish the outcomes of the implementation of the ASDP and lessons learned to inform the formulation of Phase II of the ASDP.	ASDP Evaluation Report, MAFC
Analysis of the Implementation of CAADP in EAC: A Case of Small Scale Farmers' Participation in Tanzania	2011	Eastern and Southern Africa Small-Scale Farmers' Forum	To assess implementation of CAADP in Tanzania and participation of small-scale farmers in the CAADP process.	Kaburire and Ruvuga, 2011
Public Expenditure Review (PER) of National Agricultural Input Voucher Scheme (NAIVS)	2012 and 2013	MAFC (Department of Policy and Planning), University of Dar es Salaam, Research on Poverty Alleviation, and World Bank	To review gains achieved, evaluate gains relative to costs, and summarize lessons learned.	URT, UDSM, REPOA, and World Bank, 2014

Report	Year	Conducted by	Objectives	Reference
PER on tax and duty exemptions in Tanzania	2013	CRC Sogema consultants	To inform policymakers and decisionmakers in the government of Tanzania on tax exemptions provided in Tanzania; to point to best practices that can be adopted to minimize unnecessary losses of revenue as a result of the application of tax exemptions; and to propose reforms to reduce the use of tax exemptions, improve business climate and productivity, and thus boost economic growth and development.	CRC Sogema consultants, 2013
Assessment of Achievements of ASDP: Returns to Local Infrastructure	2013 still under review	Bureau for Agricultural Consultancy and Advisory Service (BACAS), Sokoine University of Agriculture (SUA)	To assess the planning process; identify returns on investment and sustainability of infrastructure investments; draw lessons for future ASDPs; and assess the impact of market-related infrastructure.	BACAS, SUA, 2013
MKUKUTA Annual Implementation Report	Each year	Government and partners	To report on progress, challenges, and lessons learned.	Ministry of Finance, MKUKUTA implementation reports
Analysis of Public Expenditures in Support of Food and Agriculture Development in Tanzania, 2006/2007–2010/2011: Preliminary Analysis	2013	FAO/MAFAP (Monitoring African Food and Agricultural Policies)	To assess policy consistency in the agricultural sector in Tanzania.	FAO/MAFAP Country Report for Tanzania
PER of the nutrition sector	2014	Ministry of Finance, UNICEF, and World Bank	To provide baseline information on allocations and expenditures on nutrition, against which to assess progress after the introduction of the budget line on nutrition in financial year 2012/13.	INNOVEX Development Consulting, 2014
Institutional Architecture for Food Security Policy Change	2013, still under review	USAID–Africa Lead	To assess country capacity to undertake food security reform.	Africa Lead, 2013

Authors' compilations based on the references indicated in the last column.

2.2. Monitoring and Evaluation Systems in the Agricultural Sector

2.2.1. Monitoring and Evaluation Systems of the ASLMs and ASDP

To monitor the progress of agricultural programs, each of the ASLMs has a unit responsible for M&E. These units monitor implementation and performance of interventions within their respective line ministries or departments and generate reports. The reports include implementation progress reports, annual M&E reports, and special studies. Information generated from these systems is useful to the mutual accountability agenda in Tanzania. M&E systems have been developed to track implementation of activities and the production of outputs based on the operational plans for each project or program (Figure 2.1).

The ASDP M&E framework was developed by the M&E thematic working group established in December 2006 and was composed of representatives of the ASLMs and the development partners. The group specialized in M&E, statistics, and information management systems for tracking implementation of the ASDP I across the different ASLMs. It also supported the local government authorities by evaluating their quarterly reports on physical and

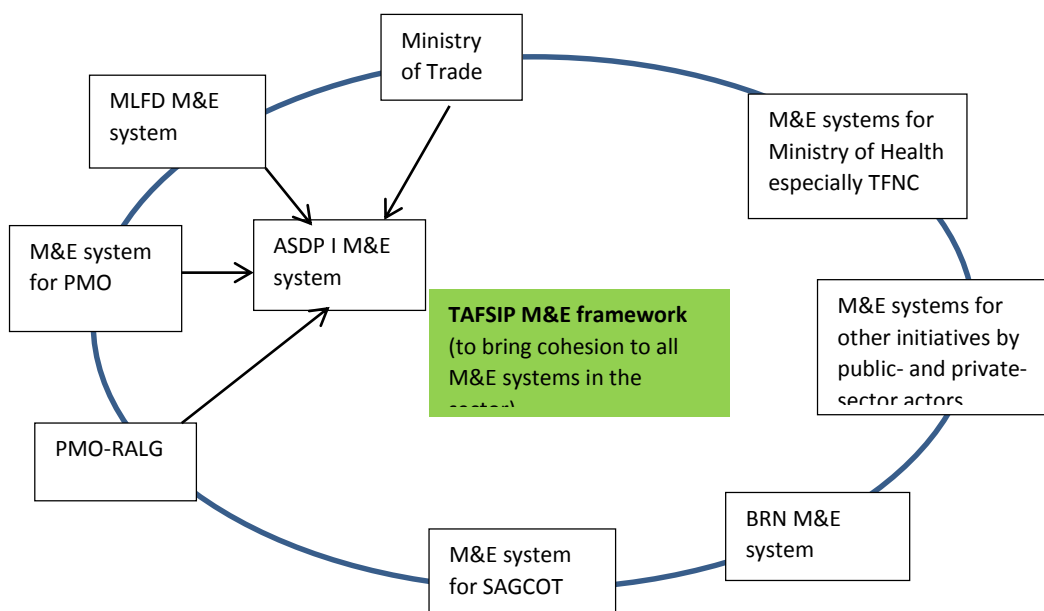
financial progress. These reports were submitted to the central government for action by the thematic working group and other responsible officials. These reports were further presented to the ASDP Basket Fund Steering Committee for review and action. In addition to these reviews, more data are generated from the Agricultural Sample Surveys and the Agricultural Routine Data Systems, the primary sources of information for the technical performance of the program.

Other M&E systems are also used in the agricultural sector, such as those by interventions like the Southern Agriculture Growth Corridor of Tanzania (SAGCOT), the agricultural component of Big Results Now (BRN), and nonbasket projects and programs (as identified in Figure 1.1, Table 1.1, and Appendix Table A.5). A summary of the different M&E systems is presented in Figure 2.1.

It is important to have M&E systems for each of the key interventions in agriculture, so as to track progress within intervention areas. However, to have common reporting at the sector level, a system is needed that will bring cohesion to all systems. An overarching M&E system is needed for the sector. This was attempted by the ASDP M&E framework, which brought together data from different ASLMs. However, the scope of the systems was mainly limited to ASDP basket fund implementation; the system did not cover interventions outside the basket-funded initiatives (URT, 2010). This limitation was appreciated by the government during the design of the Tanzania Agricultural and Food Security Investment Plan (TAFSIP); an M&E system for TAFSIP was designed, building on the ASDP system. The system is impressive, as it was developed based on the key guiding principles of developing an M&E system (AUC and NPCA, 2011). Effective operationalization of this system has not happened yet.

Several challenges are common to all agriculture-related M&E systems. Lack of quality and timely data for most agricultural indicators is a key problem. Other challenges are lack of uniformity and inconsistencies in methods of data collection and analysis, leading to contradictory figures for the same indicators in many cases. Technical capacity in data collection, management, and analysis is limited in many ASLMs. Private-sector actors in agriculture do collect information that could be useful for M&E, but no formal system exists to incorporate that information into sector reporting.

FIGURE 2.1: M&E SYSTEMS WITHIN THE AGRICULTURAL SECTOR IN TANZANIA



Note: ASDP = Agricultural Sector Development Programme; BRN = Big Results Now; M&E monitoring and evaluation; MLFD = Ministry of Livestock and Fisheries Development; PMO = Prime Minister’s Office; PMO-RALG = Prime Minister’s Office, Regional Administration and Local Government; SAGCOT = Southern Agriculture Growth Corridor of Tanzania; TAFSIP = Tanzania Agricultural and Food Security Investment Plan; TFNC = Tanzania Food and Nutrition Centre.

2.2.2. MKUKUTA Monitoring System

The MKUKUTA Monitoring System is a key component of the NSGRP cycle. It involves a number of activities, including gathering, analyzing, interpreting, and reporting on specific indicators related to the progress toward achievement of MKUKUTA II goals. The MKUKUTA Annual Implementation Report is one of the key outputs of the MKUKUTA Monitoring System.

2.3. Stakeholder Involvement in Agricultural Sector Reviews

The government and its development partners are the key actors in the core activities related to review in the agricultural sector in Tanzania (Table 2.3). Most of the key informants consulted felt that nonstate actors have not been adequately involved in agricultural sector review processes. Generally, nonstate actors have been involved as respondents in consultations, attending dissemination and validation workshops, and, on very few occasions, participating in field visits. Even when they are involved, their representation and numbers are much lower compared with their government counterparts. For instance, the Agriculture Non-State Actors Forum (ANSAF) was invited to be a representative of the nonstate actors at the annual ASDP I JIR in 2013. The review teams were divided into various groups. ANSAF joined the trade and marketing team, which was one of the seven thematic working groups of ASDP. Because only one representative of the nonstate actors was invited, the other teams involved in the JIR had no joint sector review (JSR) representation.

Both government and nongovernmental stakeholders who were interviewed indicated that involving ANSAF alone leads to insufficient representation of nonstate actors, especially those in the private sector. Whereas ANSAF is a network of members from organizations and individuals from the commercial sector, nongovernmental organizations (NGOs), and farmer groups, many other private sector stakeholders are in the agricultural sector in Tanzania that are not members of ANSAF.

TABLE 2.3: STAKEHOLDER INVOLVEMENT IN THE DIFFERENT REVIEW PROCESSES IN TANZANIA

Review Process	Who is involved in the core assignment (developing terms of reference, defining review questions, selecting sites)?	Who is involved in the field visits?	Who is involved in key informant interviews as respondents?	Who is involved in the workshops and other meetings organized to disseminate and discuss the report?
Agricultural sector public expenditure review (PER)	<ul style="list-style-type: none"> Lead consultants and their teams (research organizations, local consultancy firms, national research centers or university—varies from time to time) Agricultural sector lead ministries (ASLMs) (Ministries of Finance, Agriculture, Livestock) 	<ul style="list-style-type: none"> Lead consultants and their teams (research organizations, local consultancy firms, national research centers or university—varies from time to time) ASLMs (Ministries of Finance, Agriculture, Livestock) 	Local government authorities, farmers in survey villages	ASLMs, stakeholder workshop

Review Process	Who is involved in the core assignment (developing terms of reference, defining review questions, selecting sites)?	Who is involved in the field visits?	Who is involved in key informant interviews as respondents?	Who is involved in the workshops and other meetings organized to disseminate and discuss the report?
	<ul style="list-style-type: none"> • Development partners 	<ul style="list-style-type: none"> • Development partners 		
Annual ASDP JIRs	<ul style="list-style-type: none"> • Consultants • Technical working groups (on M&E, food and nutrition, finance and procurement, marketing and private sector, and research and extension) of the ASLMs • Development partners 	As the first column, private sector (represented by the Agriculture Non-State Actors Forum ANSAF; however, not in all reviews)	Local government authorities, farmers in survey villages	Agriculture consultative group workshop
Agriculture rapid budget assessment	PER working group; produced by PER-macro group, development partners, and the Ministry of Finance	No fieldwork; utilizes detailed data on budget and expenditures	No fieldwork; utilizes detailed data on budget and expenditures	Discussed with the Budget Guidelines Committee, chaired jointly by the Ministry of Finance and the President's Office, Planning Commission. Constitutes key input for dialogue with stakeholders during the General Budget Support annual review.

Source: Authors' compilation based on information from the key informants and literature.

2.4. Comparison of the ASR Process in Tanzania with the JSR Best Practices

Through discussions with various stakeholders (see people consulted in Appendix Tables A.1, A.2, and A.6), we found that the ASR and PERs are more similar to JSRs than to the JIR (see Appendix Table A.6). This is because ASRs and PERs take a broader, sectoral perspective, but the JIRs were mainly conducted to review the ASDP I basket-funding initiative. Being a program review mechanism, JIRs dedicated minimal efforts to reviewing interventions outside ASDP I. It was also evident that although Tanzania has many good lessons to offer to the other African countries so far as agricultural review processes are concerned, it has yet to adequately adopt several aspects of the best practices for JSRs (see Appendix Table A.6). A consensus was reached that the country will gradually improve the ASRs and PERs to incorporate the best practices proposed by the JSR guidelines.

3. POLICY REVIEW

This section provides a summarized discussion of the key existing and emerging policies inside and outside of agriculture that affect the implementation of the Tanzania Agricultural and Food Security Investment Plan (TAFSIP). The policies are anchored on achieving the Tanzania Development Vision 2025 (TDV 2025).

3.1. Overview of Existing and Emerging Policies

Since the 1990s, the Tanzanian government has instituted a number of policies that influence the development of the agricultural sector. These can be grouped into five broad categories.

Key Sector Policies

The first category is composed of policies that define sector priorities and best practices for achieving sector targets and goals. These include the following:

- **The National Agriculture and Livestock Development Policy of 1997**, which elaborated areas of emphasis for the development of the agricultural sector in crop development, livestock, and fisheries for the achievement of food self-sufficiency and overall rural development. This policy was revised to create with the National Livestock Policy of 2005 and the National Agriculture Policy of 2013.
- **The Land Policy of 1995**, which promotes and ensures a secure land tenure system and encourages the optimal use of land resources for human settlements and for agricultural development.
- **The National Environmental Policy of 1997**, which promotes sustainable agriculture with a focus on protection and conservation of the environment, especially by reducing soil deterioration, preserving water catchments, and mitigating actions that foster environmental deterioration.
- **The National Forestry Policy of 1998**, which aims at fostering sustainable forest management, preservation of biodiversity, conservation of water catchments, and prevention of soil erosion through agroforestry, reforestation, and prudent use of forest resources.
- **The Local Government Reform Policy of 1998**, which aims at devolving responsibility for public service to local government authorities for the planning and implementation of agricultural and other policies.
- **The Agricultural Marketing Policy of 2008**, which aims to develop an efficient, effective, flexible, accessible, and equitable agricultural marketing system.
- **The National Irrigation Policy of 2010**, which emphasizes sustainable availability of irrigation water and its efficient use for enhanced crop production, productivity, and profitability for food security and poverty alleviation.

3.1.2. Policies That Facilitate the Implementation of Key Sector Priorities

The second category comprises policies that facilitate the implementation of the priorities identified in the key sector policies. These include the following:

- **The National Microfinance Policy of 2000**, which aims to achieve widespread access to microfinance throughout the country. Since credit is a major impediment to agricultural development, the policy focuses on the provision of low-cost financial services to households, small-scale farmers, and small and micro-enterprises in both rural and urban areas.

- **The National Transport Policy of 2003**, which recognizes the importance of infrastructure for agricultural development and aims to promote development of rural infrastructure, especially feeder roads, to facilitate agricultural trade and growth.
- **The National Information and Communication Technology Policy of 2003**, which promotes the use of information and communication technology in agriculture to enhance access to information, promote market links, and foster business growth in the rural sector.
- **The National Energy Policy of 2003**, which promotes agricultural development through the supply of efficient and affordable energy. It encourages energy efficiency in irrigation and agroprocessing, and the search for alternative, more affordable energy sources, such as solar, wind, and biogas for the development of the agricultural sector.
- **The National Trade Policy of 2003**, which explicitly promotes agricultural marketing activities. The policy focuses on rationalizing the tariff structure, adopting a fair taxation system, upholding standards to enhance competitiveness, and promoting market linkages and agricultural exports.
- **The Water Policy of 2002**, which recognizes that Tanzania's agriculture is risky, partly because of the unpredictability of rainfall and the subsequent calamities of droughts, floods, or poor harvests. The policy aims to promote access to water for agriculture to increase productivity through irrigation.

3.1.3. Policies That Focus on Growing Business in Agriculture

The third category is made up of policies that focus on growing business in agriculture by adding value to and tapping business opportunities along the value chains. These policies include the following:

- **The Small- and Medium-Enterprise Development Policy of 2002**, which aims to address the constraints that hinder the development of enterprises, especially in rural areas, and to tap the full potential of the small- and medium-enterprise sector.
- **The National Investment Promotion Policy of 1996**, which aims to create a favorable environment for private-sector investment in various sectors, especially in agriculture. It provides incentive packages for investors and endeavors to reduce the cost of doing business in Tanzania.

3.1.4. Policies That Promote Private-Sector Entry into Agriculture and Other Sectors

The fourth category comprises policies that focus on promoting private-sector entry into agriculture and other sectors. Chief among these is the **Public-Private Partnership Policy of 2009**, which aims to promote private-sector participation in the provision of resources for public-private partnership arrangements in terms of investment capital, managerial skills, and technology.

3.1.5. Policies That Focus on Empowerment of Farmers and the Poor

The fifth category includes policies that focus on empowerment of farmers and the poor:

- **The National Empowerment Policy of 2004**, which aims to ensure that the majority of Tanzanian citizens have access to opportunities and participate effectively in economic activities in all sectors of the economy.
- **The National Employment Policy of 2008**, which aims to ensure effective utilization of the labor force in rural areas by improving agricultural production and productivity. The policy identifies areas for creation of rural jobs and establishment of agribusiness and farming enterprises to reduce rural-urban migration.

- **The National Youth Development Policy of 2009**, which focuses on the development of mechanisms for promoting labor-intensive infrastructure and creating a conducive environment for effective participation of youth in agriculture.
- **The Gender Policy of 2000**, which emphasizes incorporation of gender issues in all national policies and development activities. The policy observes that more than 90.4 percent of the active women in Tanzania are engaged in agriculture-related activities.
- **The National HIV Policy of 2001**, which recognizes that HIV/AIDS is a national pandemic and a global disaster that is eroding the agricultural labor force. The policy aims to mitigate the impacts of the pandemic in agriculture and other sectors.
- **The Co-operative Development Policy of 2002**, which provides a framework for restructured cooperatives to operate on an economically viable basis. The government recognizes the great potential that cooperatives play in the provision of farm implements, technologies, and information, and the improvement of social and economic conditions of small agricultural producers.

3.2. Adequacy and Quality of Agricultural Policies

Various reviews—including the MKUKUTA assessments, the Agricultural Sector Development Programme (ASDP) evaluation, and agricultural sector reviews (ASRs) and public expenditure reviews (PERs) conducted over the past five years—conclude that the coverage of agricultural policies is generally adequate (ESRF, 2010; EcomResearch Group, 2012). Lack of policy on climate change has been identified as a policy gap that is currently under consideration by the government of Tanzania. Gaps have also been identified with regard to legal, institutional, and regulatory frameworks for facilitating smooth implementation of the policies that are in place (Wolter, 2008; EcomResearch Group, 2012; Mashindando and Kihenzile, 2013; FAO/MAFAP, 2013; Africa Lead, 2013). Issues that negatively affect legal and institutional aspects of agricultural trade and marketing in Tanzania include outdated legislation, ad hoc interventions in the trade regime, and poor enforcement of existing regulations (ibid).

The policies within the agricultural sector are of good quality. The policy formulation process in the agricultural sector, as in all other sectors in Tanzania, has checks and balances for quality assurance. To ascertain the need for a new policy or a review of an existing policy, the policy and planning department in a given ministry commissions an independent study. The findings are examined by stakeholders from government; donors; nonstate actors; members of academia and research institutions; and individuals in organized seminars, workshops, or meetings. After the need is established, a team of national and international experts drafts the policy document adopting national and international best practices. At first, the draft is scrutinized by stakeholders through seminars, workshops, and meetings at central and local levels. If the policy meets the expectations of stakeholders, it is forwarded for further scrutiny by the Cabinet Secretariat, a high-level body composed of experts from various disciplines who critically examines the relevance and the clarity of the policy directives in meeting the national development goals and targets, as spelled out in the Tanzania Development Vision, the MKUKUTA/MKUZA, and other frameworks. The policy is also checked in terms of its feasibility in implementation and its potential impacts on the agricultural sector and society at large.

If the Cabinet Secretariat finds the draft policy document acceptable, it is passed on to a higher decision-making body, the Inter-Ministerial Committee. Composed of permanent secretaries of all government ministries and chaired by the chief secretary to the president, the Inter-Ministerial Committee knows of all policies being implemented within and among ministries, along with the progress on and constraints to implementation. Therefore, it is well placed to check policy consistency with other macro and sector policies, and can identify potential conflicts in implementation. The committee also provides advice on how to harmonize policies for

enhanced coherence within and between sectoral policies. The Inter-Ministerial Committee advises the Cabinet on the quality and usefulness of the proposed policy. At this point, if the draft policy is found to be inadequate, it could be discarded. However, if the draft policy is accepted by the committee, it is finalized and submitted to the Cabinet for approval. Even after approval, the quality checks continue during the policy's implementation, monitoring progress and assessing results.

Various policy review reports (including URT, 2011b; EcomResearch Group, 2012) indicate that agricultural policies in Tanzania are generally of good quality. However, some weaknesses or gaps include inadequate coordination of the processes of policy formulation and implementation, slow implementation of policies due to various constraints (for example, human and financial constraints; limited infrastructure; weak regulatory, legal, and institutional frameworks) and inadequate involvement of nonstate actors in policy formulation and implementation (Kaburire and Ruvuga, 2011; URT, 2011b; EcomResearch Group, 2012; Cooksey, 2013a and 2013b).

3.3. Policies Introduced or Revised through TAFSIP

Most of the policies in the agricultural sector were formulated before the development of TAFSIP. However, the stock-taking exercise that took place as part of the Comprehensive Africa Agriculture Development Programme (CAADP) roundtable process highlighted policies that needed review. These included the National Agriculture and Livestock Development Policy of 1997, the National Environment Policy of 1997, the Land Policy of 1995, the Food and Nutrition Policy of 1992, and the Cooperatives Development Policy of 2002.

Since the formulation of TAFSIP, the government has been implementing various policy reforms. These have focused on increasing stability and transparency in trade policy, improving incentives for the private sector (including individual producers), developing and implementing a transparent land tenure policy, developing and implementing domestic seed policies that encourage increased private-sector involvement in this area, and aligning the National Food and Nutrition Policy of 1992 with the National Nutrition Strategy of 2011.

In addition, internal discussions have taken place at the Ministry of Agriculture, Food Security, and Cooperatives (MAFC) on key policy issues, such as land and environment, taxes, fertilizers and seeds, and crop boards. A number of policies have been reviewed, including the National Fisheries Policy, the National Agriculture and Livestock Development Policy (1997), the Forestry Policy, the Land Policy, and the Food and Nutrition Policy. Most of these are in advanced stages of revision to ensure that key aspects of agricultural transformation are addressed.

The government of Tanzania reaffirms its commitment to mainstream nutrition in all food security and agriculture-related programs. Tanzania reviewed the Food and Nutrition Policy of 1992 to ensure that it is closely linked to the development of the agricultural and health sectors. The National Food and Nutrition Policy is being updated and is now at the advanced stages of development. It has gone through extensive stakeholder reviews and is being aligned with the National Food and Nutrition Strategy. The National Nutrition Strategy (2011–2016) was launched in 2011 to address specific nutrition priorities in the country, with emphasis on coordination of cross-sector activities and harmonization of policies to strengthen capacities for actions that promote nutrition at the central and district levels. As a result, capacities are now being built at the national and district levels by deploying qualified staff at the district level and by building implementation and coordination structures at the local government level to ensure that nutrition-relevant actions are implemented effectively. Nutrition has been included as a separate investment priority in TAFSIP. A high-level steering committee on nutrition has been established under the leadership of the Prime Minister's Office (PMO) to provide guidance on moving the nutrition agenda forward. Multisectoral committees are also being established at the council level, and nutrition officers are

being recruited at the regional and district levels to support efforts in implementing the National Nutrition Strategy (INNOVEX, 2014).

Furthermore, Tanzania has participated in the development of the Southern African Development Community Regional Agricultural Policy, and development of the implementation protocol is under way.

3.4. Quality of Policy Planning and Execution

3.4.1. Do the Policies Define Measurable and Trackable Targets?

Policies for the agricultural sector in Tanzania are formulated with specific measurable targets (see Table 3.1 for examples). In the initial stages of planning, a definition of outcomes to monitor and evaluate is outlined. A key set of indicators is identified, and baseline information is used to inform the process of setting targets. For example, in 2001 Tanzania developed its Agriculture Sector Development Strategy (ASDS), which elaborated the key strategies for the attainment of the TDV 2025 for the agricultural sector to become modernized, commercialized, highly productive, and profitable. The agricultural sector lead ministries (ASLMs) designed programs and projects that serve as operational tools for ASDS. Monitoring and evaluation (M&E) systems designed for strategies and programs are responsible for tracking the progress of policy implementation. Policy review is undertaken alongside the sectoral reviews discussed in Section 2, above.

3.4.2. Foundation of the Policy Baselines in Tanzania

The policy targets are aligned with the goals of long-term and medium-term development plans. Currently, Tanzania is implementing the Long-Term Perspective Plan (2011/2012–2025/2026), which defines Tanzania’s road map to becoming a middle-income country, and the Five-Year Development Plans (FYDPs), which articulate priorities to be addressed in the medium term toward achieving the long-term goals. The First FYDP (2011/2012–2015/2016) focuses on unleashing the growth potential of the economy by prioritizing investments in a few key sectors. The Second FYDP (2016/2017–2020/2021) will focus on nurturing an industrial economy by focusing on agroprocessing and manufacturing as a whole. The Third FYDP (2021/2022–2025/2026) will focus on realizing competitiveness-led export growth. With the implementation of these FYDPs, focus will also be accorded to specific efforts of poverty reduction through the implementation of the National Strategy for Growth and Reduction of Poverty (NSGRP) Phase II (2010/2011–2014/2015). These frameworks are designed to enable Tanzania to achieve the Millennium Development Goals. Targets have been set for these frameworks, and by these targets the sectors define their policy targets for the long term, medium term, and short term.

TABLE 3.1: TARGETS FOR SELECTED AGRICULTURAL POLICIES IN TANZANIA

Policy Framework and Time Frame	Examples of Measurable and Trackable Targets
Tanzania Development Vision 2025 (implemented since 1999)	<ul style="list-style-type: none"> • Annual average gross domestic product (GDP) growth rate of between 8% and 10% between 2012 and 2025. • Attainment of per capita income of US\$3,000 in nominal terms by 2025. • Improved annual GDP growth rates of various sectors as defined in the three progressive Five-Year Development Plans. • Decline in subsistence agriculture and growth of commercial agriculture. • Increase in manufacturing and overall industrial development. • Improvement in the level of competitiveness in trade on the local and global markets.
Agricultural Sector Development Strategy	<ul style="list-style-type: none"> • Sustainment of agricultural growth rate of at least 5% per annum.

Policy Framework and Time Frame	Examples of Measurable and Trackable Targets
(since 2001)	
<p>The National Strategy for Growth and Reduction of Poverty (MKUKUTA), Phases I and II</p> <p>MKUKUTA I from 2005/2006 to 2009/2010</p> <p>MKUKUTA II from 2010/2011 to 2015/2016</p>	<ul style="list-style-type: none"> • Inflation rate maintained at single digits, preferably not higher than 5%. • GDP growth accelerated from 6% in 2009 to 8%–10% per annum by 2015. • Income poverty reduced: nationally from 33.6% in 2007 to 24% (Millennium Development Goal [MDG] 19.3%) in 2015; rural areas from 37.6% in 2007 to 26.4% (MDG 20.4%) in 2015. • Working poverty reduced (from 36% in 2007 to 20% in 2015). • Contribution of subject matter experts increased from 33% to 40% in 2015. • Agricultural growth in real terms increased from 2.7% in 2009 to 6.0% by 2015. • Growth of livestock subsector increased from 2.3% in 2009 to 4.5% by 2015. • Growth of crops subsector increased from 3.4% in 2009 to 6.4% by 2015. • Growth of forestry and forest produce subsector increased from 3.5% in 2009 to 5.8% by 2015. • Area under irrigation increased (from 370,000 hectares (ha) in 2009 to 1 million ha by 2015) (supply 25% of domestic food demand through irrigation by 2015). • Growth of fisheries subsector increased from 2.7% in 2009 to 5.3% by 2015. • Participatory integrated water resource development, allocation, and management for productive use ensured. • Integrated river and lake basin management and development plans in place; participatory climate change adaptation measures at catchment and water user association levels initiated. • Integration into regional and global markets promoted through strengthening trade logistics. • Forty-five failed dams rehabilitated and three major new dams built. • Participatory climate change adaptation measures at catchment and water user association levels initiated. • Different parts of the country linked and connected to regional and global networks by efficient transport systems.
Kilimo Kwanza, 2009	<ul style="list-style-type: none"> • Government, development partners', and private-sector financial commitments to the development of the Southern Agriculture Growth Corridor of Tanzania (SAGCOT). • All land in the SAGCOT area surveyed and agricultural land demarcated. • Various irrigation schemes developed.

Source: Compiled by authors from URT 2001 and Ministry of Finance, 2001.

Notes: For MKUKUTA, only targets related to the agricultural sector are highlighted in this table.

3.4.2. Foundation of the Policy Baselines in Tanzania

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Tanzania to achieve the Millennium Development Goals. Targets have been set for these frameworks, and by these targets the sectors define their policy targets for the long term, medium term, and short term.

3.4.3. Policy Consistency

Consistency of policy and messaging is an important aspect in providing direction for effective growth of the agricultural sector. All policies and strategies formulated in support of the TDV 2025 have objectives and targets that, to a high degree, are aligned to the goals of the vision, as are the roles and responsibilities of various key actors in the sector. However, in the process of implementation, some policy decisions have occasionally created contradictions in objectives and goals (see FAO/MAFAP, 2013; Mashindano and Kihenzile, 2013; Africa Lead, 2013). The following examples illustrate the issue of policy contradictions.

- **Example 1:** Tanzania has taken various measures to improve rice productivity (including improvement of access to inputs through policy interventions on provision of subsidies and irrigation). The National Agriculture Input Voucher Scheme (NAIVS) that is implemented under ASDP targets smallholder maize and rice producers with subsidies worth 50 percent of the value of the inputs. NAIVS began in 2008 and peaked in 2010, when roughly two million smallholders were targeted and half of the agriculture budget was spent on subsidies (Cooksey, 2012). Rice production and productivity increased in several parts of the country. However, some policy actions have affected rice farmers. Without consultation with the farmers, the government recently lowered the import tariff for rice from 75 percent to zero. As a result, rice imports flooded the market, caused a decline in producer prices, and, producers found it difficult to get markets for their products.
- **Example 2:** Maize producers in the Southern Highlands of Tanzania faced a challenge similar to that of the rice producers described above. In response to the food price crisis of 2008, the government introduced a maize export ban to reduce rising food prices, with an ultimate aim of ensuring food security. A recent review (see FAO, 2013; Mitchel, 2012; and SERA Policy Project, 2013) found that these objectives were only partly achieved because the poor were not able to access food from surplus areas due to poor market networks and high transport costs within the domestic markets. Thus, even when more maize remained in the country, areas with a food deficit did not have easy access to the surplus available. On the other hand, farmers in maize surplus zones resorted to informal maize trade. Informal exports surged when export bans were in place and reduced the ban's expected impact (FAO/MAFAP, 2013; Mitchel, 2012; Diao et al., 2013). The government is responsive in taking corrective measures when good evidence shows that policy decisions are resulting in unintended objectives and, thereby, affecting the people negatively. In this example, evidence of adverse effects from studies informed the government's decision to lift the maize export ban in 2013.

These examples indicate that some of the contradictions in policy implementation are caused by short-term measures designed to solve an emerging problem within the sector. The longer-term inconsistencies lie in tracking policy implementation and coordinating actions at central and local levels.

3.4.4. Policy Implementation Status

Tanzania has designed a number of policies to cover various areas in the agricultural sector, but a large number of them are yet to be translated into practice adequately (Mashindano and Kihenzile, 2013; EcomResearch Group, 2012). Several factors affect implementation of agricultural policies. Limited coordination of key actions taken under the various policies has been pointed out as a key factor for inadequate implementation of policies in Tanzania (URT, 2011b; EcomResearch Group, 2012; Cooksey, 2013b). Other factors that explain inadequate implementation of sector policies include (1) delays in disbursement of funds, (2) capacity constraints, (3) poor or

inadequate agricultural infrastructure (for example, feeder roads, storage facilities), and (4) poor adoption of agricultural technologies.

Some concerns exist regarding the limited policy focus on mechanisms to lift the poor from subsistence to commercial farming. This clearly requires a different and bold direction from mere survival strategies employed by many programs targeting the rural poor. Examples exist among cane growers in Morogoro, who have been able to move up to a commercial level through targeted financing models. TAFSIP could enable the growth of medium- and large-scale commercial farming by building and expanding the capacity of rural farmers to become entrepreneurs in agro-industry businesses. This would be possible if the farmers could overcome financial, technological, and human resource constraints.

3.4.5. Alignment of Policies with TAFSIP

Under the seven strategic areas of TAFSIP, the government of Tanzania is determined to develop the agricultural sector comprehensively along the value chain, starting with productive resources to manage input and output markets, value addition, and consumer safety (Table 3.2).

TABLE 3.2: ALIGNMENT OF POLICIES WITH TAFSIP

Thematic Area	Strategic Objectives	Policy
Irrigation development, sustainable water resources, and land use management	Increased area under production and ensured water resources for sustainable irrigation development and efficient land use	<ul style="list-style-type: none"> • Tanzania Development Vision 2025 • Kilimo Kwanza (2009) • National Agriculture Policy (Draft 2013) • Land Policy of 2005 • National Irrigation Policy of 2010 • National Water Policy 2005
Agricultural productivity and commercialization	Accelerated rate of growth in agricultural productivity and smallholder commercialization and agro-industrial development	<ul style="list-style-type: none"> • Tanzania Development Vision 2025 • National Agriculture Policy (Draft 2013) • Kilimo Kwanza (2009) • Small- and Medium-Enterprise Development Policy (2002) • National Microfinance Policy
Rural infrastructure, market access, and trade	<p>Improved and expanded rural infrastructure capable of facilitating production, value addition, agroprocessing, storage and marketing of agricultural goods at lower costs</p> <p>Increased income due to expanded market opportunities</p>	<ul style="list-style-type: none"> • Tanzania Development Vision 2025 • National Agriculture Policy (Draft 2013) • Kilimo Kwanza (2009) • Rural Development Strategy • Agriculture Sector Development Strategy (2001) • Small- and Medium-Enterprise Development Policy (2002) • National Microfinance Policy (2000)
Private-sector development	A thriving diverse and competitive private sector in agriculture	Same as above (for rural infrastructure, market access, and trade)
Food and nutrition security	Enhanced household and national food and nutrition security	<ul style="list-style-type: none"> • National Food and Nutrition Strategy (2011) • National Food and Nutrition Policy of 1992 (under review)

Thematic Area	Strategic Objectives	Policy
Disaster management and climate change mitigation and adaptation	Improved adaptive and mitigation capacity and resilience to the negative impacts of climate change and disasters	<ul style="list-style-type: none"> National Environmental Policy (2007) Land Policy (1995) Local Government Reform Policy (1998)
Policy and institutional reform and support	Improved policy framework and institutional capacity to implement a sectorwide approach to agricultural development	<ul style="list-style-type: none"> Local Government Reform Policy (1998) National Agriculture Development Policy (draft)

Source: Compiled by the authors based on the Tanzania Agricultural and Food Security Investment Plan (URT, 2011b).

3.5. Meeting Policy Commitments under the New Alliance Cooperation Framework

The New Alliance Cooperation Framework for Tanzania was designed to increase responsible private-sector investment in the agricultural sector to support Tanzania’s overarching Kilimo Kwanza strategy and its implementation through TAFSIP. To facilitate implementation of the framework, the government committed to addressing the following policy areas:

- Implement policy alternatives to export bans identified in the Comprehensive Food Security Study.
- Lift or reduce pre-profit tax at farmgate (“cess”) on crops.
- Reduce or lift the value-added tax (VAT) on spare parts of farm machinery and equipment.
- Issue secure certificates of land rights to smallholders and investors.
- Develop an instrument that clarifies roles of land-implementing agencies (Tanzania Investment Centre, Rufiji Basin Development Authority, Ministry of Lands, and local government), in order to responsibly and transparently allocate land to investors in the Southern Agriculture Growth Corridor of Tanzania region.
- Reduce or lift taxes (cess, VAT) on seeds and seed packaging.
- Revise legislation to align plant breeders’ rights with the International Union for the Protection of New Varieties of Plants system.
- Review the time required to release new varieties of imported seeds from outside the region, and benchmark it with international best practices.
- Authorize qualified private-sector companies to produce foundation seed under proper supervision and testing.
- Review the time required for registering imported agrochemicals outside the region, and benchmark it with international best practices.

Progress made and next steps are summarized in Tables 3.3 and 3.4, respectively.

TABLE 3.3: PROGRESS IN MEETING NEW ALLIANCE COMMITMENTS AS OF DECEMBER 2013

No.	Goal/Type of Policy	Timeline Committed	Current Progress/Update
1	Implement policy alternatives to export ban identified in the Comprehensive Food Security Study.	July 2014	<ul style="list-style-type: none"> • Export ban is already lifted since 2011 to facilitate global and intra-African trade. This would encourage smallholder and large-scale farmers to increase production and take advantage of the available market within and around the region. • Establishment of a more stable and transparent trade regime that reduces tariff and nontariff trade barriers. • Under the Big Results Now (BRN) initiatives, the government and its partners are implementing the following: <ul style="list-style-type: none"> ○ Develop the capacity of the Ministry of Agriculture, Food Security, and Cooperatives (MAFC) to collect information using modern technology for tracking food stocks in government reserves, private warehouses, traders, and household levels to enable the government to make informed decisions. ○ Realign the safety-net programs with emergency food relief, so as to address vulnerable households. ○ Develop a system to capture other food items to reduce dependence on maize in the food basket. • Through the Southern Agriculture Growth Corridor of Tanzania (SAGCOT) center, strengthen the Tanzania Rice Partnership to effectively represent private-sector rice stakeholders, including collecting accurate information and rationalizing with government data.
2	Reduced or remove pre-profit tax at farmgate (“cess”) on crops.	July 2013	<ul style="list-style-type: none"> • A broader analysis of tax and other agricultural incentives was conducted by the Prime Minister’s Office to provide evidence for policy decisions.
3	Reduced or remove value-added tax (VAT) on spare parts of farm machinery and equipment.	July 2013	<ul style="list-style-type: none"> • The Finance Act 2012 waived the VAT on irrigation, tractors, farm implements, and milk-processing products. This included spare parts for tractors, farm implements, and irrigation equipment. Two senior officers from MAFC have been delegated to the Tanzania Revenue Authority to supervise the exemption process at entry point.
4	Secure certificate of land rights (granted or customary) for smallholders and investors.	August 2012–June 2016	<ul style="list-style-type: none"> • Village land boundaries in Kilombero District have been demarcated, and land-use plan preparation is ongoing in the Morogoro and Coast region, especially in priority areas under the BRN initiatives. • The government is mobilizing more resources to invest in land surveying, mapping, and titling across the SAGCOT region and the country as a whole.
5	Developed instrument that clarifies roles of land-implementing agencies (Tanzania Investment Centre [TIC], Rufiji Basin Development Authority [RUBADA], Ministry of Lands, and local government), in order to responsibly and transparently allocate land for investors in the SAGCOT region.	December 2012	<ul style="list-style-type: none"> • The Ministry of Lands will remain the sole agency with the ability to issue title to land. • TIC is managing a land bank, currently with 63,000 hectares (ha) at Mkulazi, which has a title. • Draft policy paper to amend the RUBADA Establishment Act (1975) and expand RUBADA’s mandate. The paper has been shared with stakeholders and is now at the Cabinet level. • The Ministry of Lands developed a “Land for Equity” policy paper that was submitted to the Cabinet in January 2014.
6	Reduced or remove taxes (cess, VAT) on seeds and seed packaging.	July 2013	<ul style="list-style-type: none"> • MAFC and the Tanzanian Seed Trade Association developed recommendations on the removal of the VAT on seeds and seed packaging materials for consideration in the Financial Bill 2014. • On cess, this is part of the broader analysis of tax and other agricultural incentives, as described in number 2, above.

No.	Goal/Type of Policy	Timeline Committed	Current Progress/Update
7	Revise legislation that aligns plant breeders' rights with the International Union for the Protection of New Varieties of Plants (UPOV) system.	November 2012	<ul style="list-style-type: none"> Tanzania passed the UPOV-compliant Plant Breeders' Rights Act in November 2012, and is working with Zanzibar to pass similar legislation to gain UPOV membership. Zanzibar presented draft legislation to UPOV in March 2013, which was approved. This commitment will be completed when Zanzibar passes this legislation and when instruments of accession are submitted for consideration to the UPOV Council.
8	Review the time required to release new varieties of imported seeds from outside the region, and benchmark it with international best practices.	December 2013	<ul style="list-style-type: none"> Tanzania releases plant varieties from outside the country quicker than its East African Community neighbors. This achievement has been successfully tested on the release of four varieties of potatoes in 2010 that are now promoted to farmers by Mtanga Farm in the SAGCOT area. The new approach, which requires verification of a variety released in other Eastern African countries for only one season, is now a norm in the process of releasing plant varieties from East Africa. Tanzania has also signed the Southern African Development Community (SADC) Seed Memorandum of Understanding (MOU), which allows registration of a plant variety released by any two SADC member states without further testing. The signing of the MOU now benchmarks Tanzania to have one of the best seed variety release systems in Africa.
9	Authorize qualified private-sector companies to produce foundation seed under proper supervision and testing.	December 2013	<ul style="list-style-type: none"> The system to authorize qualified private seed companies to produce basic seed of the publicly bred varieties has been in place and operational since January 2013. Two private companies, the Highland Seed Growers and Kipato Seed Company, have been licensed to produce basic seeds for maize and sesame as of 2013.
10	Achieve International Seed Testing Association (ISTA) and Organisation for Economic Co-operation and Development (OECD) seed-testing accreditations to enable regional and international seed sales.	December 2013	<ul style="list-style-type: none"> Rehabilitation of the laboratories for compliance with international standards is complete. Additional lab equipment has been procured and is available at the Tanzania Official Seed Certification Institute. Installation of equipment and testing was completed in March 2014. Final draft quality assurance documents will be submitted to ISTA as soon as the installation process is complete, allowing for inclusion of its standard operating procedures in the quality assurance documents, as required by ISTA. The process for amendment of the Seed Act of 2003 to comply with ISTA and OECD requirements is at the Cabinet Secretariat level.
11	Review the time required to register imported agrochemicals outside the region, and benchmark it with international best practices.	December 2013	<ul style="list-style-type: none"> MAFC has initiated the process of reviewing the plant protection legislation. The consultant report has been approved by MAFC and is being used to develop the draft bill.
12	Update and align the National Food and Nutrition Policy with the National Nutrition Strategy.	June 2013	<ul style="list-style-type: none"> A revised nutrition policy has been prepared and shared with government stakeholders, is being reviewed by the technical working group, and will be shared with nongovernmental stakeholders. An action plan to achieve this milestone is in place, and the revised legislation will be completed by June 2014. The government has also partnered with the Scaling Up Nutrition (alliance to strengthen the private sector's participation in the delivery of its nutrition strategy). The Global Alliance for Improved Nutrition is conducting an analysis on how the policy will be implemented by the private sector, and has identified opportunities for increased private-sector participation in the delivery of nutrition services in Tanzania.
13	Cooperation Framework Road Map.	July 2013	<ul style="list-style-type: none"> A high-level ministerial policy oversight steering committee has been charged with overseeing progress on government policy commitments in the cooperation framework. The prime minister endorsed a Partnership Accountability Committee

No.	Goal/Type of Policy	Timeline Committed	Current Progress/Update
			that includes senior officers from government, development partners, the private sector, and civil society, which has been established.

Source: Partnership Accountability Committee in Tanzania, 2013.

TABLE 3.4: NEXT STEPS AND ACTIONS IN MEETING NEW ALLIANCE COMMITMENTS

No.	Goal/Type of Policy	Next Steps and Actions
1	Implement policy alternatives to the export ban identified in the Comprehensive Food Security Study.	<ul style="list-style-type: none"> The government is following up on the alleged sugar- and rice-smuggling issues. The Ministry of Agriculture, Food Security, and Cooperatives (MAFC) will officially announce import stop tax exempt to rice. MAFC will facilitate a meeting between the private sector and MAFC to establish a transparent price information system. The Prime Minister's Office (PMO) and MAFC will implement a rules-based, transparent mechanism for food imports (with support from the U.S. Agency for International Development Strategic Economic Research and Analysis Program's SERA policy project).
2	Reduce or lift the pre-profit tax at farmgate ("cess") on crops.	A draft policy paper was submitted to the Cabinet before July 2014 by PMO.
3	Reduce or lift the value-added tax on spare parts for farm machinery and equipment.	MAFC will continue to share information with partners.
4	Secure certificate of land rights (granted or customary) for smallholders and investors.	The Private Sector Competitiveness Project will support strengthening the capacity of the Ministry of Lands on computerization and regulatory reforms, which will increase the ministry's capacity to handle land issues.
5	Develop an instrument that clarifies roles of land-implementing agencies (TIC, RUBADA, Ministry of Lands, and local government) to responsibly and transparently allocate land for investors in the Southern Agriculture Growth Corridor of Tanzania (SAGCOT) region.	<ul style="list-style-type: none"> TIC will secure land title for Lukulilo (5,506.8 hectares [ha]), Ngalimila (4,205.3 ha), Mkongo (5,510 ha), Muhoro (10,000 ha), and Tawi (9,365.59 ha) sites and allocate land to investors through derivative right on competitive basis. Other 20 parcels of land, the majority of which are in the SAGCOT area, have been earmarked and will undergo the same process.
6	Reduce or lift taxes (cess, value-added tax) on seeds and seed packaging.	MAFC will continue to engage the Ministry of Finance to achieve this goal.
7	Revise legislation that aligns plant-breeders' rights with Union for the Protection of New Varieties of Plants system	MAFC will continue working to encourage the Revolutionary Government of Zanzibar to pass the new legislation.
8	Review the time required to release new varieties of imported seeds from outside the region, and benchmark it with international best practices.	
9	Authorize qualified private-sector companies to produce foundation seed under proper supervision and testing.	The government is engaging the Tanzanian Seed Trade Association to develop methods for expanding private-sector production of basic seeds.
10	Achieve International Seed Testing Association (ISTA) and Organisation for Economic Co-operation and Development (OECD) seed-testing accreditations, to enable regional and international seed sales.	MAFC will continue to closely follow up on and accelerate improvements of the Tanzania Official Seed Certification Institute lab in Morogoro in order to receive OECD and ISTA accreditation.

No.	Goal/Type of Policy	Next Steps and Actions
11	Review the time required to register imported agrochemicals outside the region, and benchmark it with international best practices.	
12	Update and align the National Food and Nutrition Policy with the National Nutrition Strategy.	Actions are being taken to review the National Food and Nutrition Policy of 1992 toward aligning it with the National Food and Nutrition Strategy.

Source: Partnership Accountability Committee in Tanzania, 2013.

3.6. Section Summary

To sum up points discussed in this section, we provide a summary rating for some key policy-related aspects. Since policy implementation relies on the institutions, we advise the reader to read these ratings in this section and those at the end of the next Section 4 together, to obtain a good overview of issues concerning agricultural policy design and implementation in Tanzania (see Table 3.5).

TABLE 3.5: SUMMARY OF COUNTRY PERFORMANCE IN VARIOUS AREAS RELATED TO AGRICULTURAL POLICY

Areas	Notes	References	Color
Alignment of agricultural policies with national goals	All policies and strategies formulated in support of the Development Vision 2025 have objectives that are aligned to the goals of the vision. There is a high degree of alignment in setting objectives and targets and also in defining roles and responsibilities of various key actors in the sector.	URT, 2011b; Africa Lead, 2013; Henjeweje, 2013	Green
Agriculture policy coverage and adequacy	Policies to cover different areas are adequate and have only very few gaps.	ESRF, 2010; URT, 2011b; Gabagambi, 2011; EcomResearch Group, 2012	Green
Inclusiveness of the policymaking process	<ul style="list-style-type: none"> The quality of involvement of nonstate actors in the policymaking process can be enhanced. There is little or infrequent inclusion of community- and faith-based organizations, nongovernmental organizations, and the private sector in policy formulation or review. Even when there are consultations, they are not always timely. Consultation of the nonstate actors is limited in the process of developing and implementing district agricultural development plans. 	Gabagambi, 2011; Kaburire and Ruvuga, 2011; Africa Lead, 2013; Henjeweje, 2013; Cooksey, 2013a and 2013b	Yellow
Consistency and predictability of agricultural policy	<ul style="list-style-type: none"> Some cases of policy inconsistency and weak regulatory framework lead to inconsistent outcomes and undermine overall policy. Government decisions on trade, especially those relating to tariffs, are numerous and sometimes contradict other policy objectives. Short-term interventions have caught market actors unaware and were implemented without prior consultation. Short-term policy interventions have created uncertainty within the private sector. It will take time to restore market confidence. 	EcomResearch Group, 2012; Mashindano and Kihenzile, 2013; FAO/MAFAP, 2013, Africa Lead, 2013; Mitchel, 2012; Diao et al., 2013	Yellow

Areas	Notes	References	Color
Legal, institutional, and regulatory framework	<ul style="list-style-type: none"> Some gaps are in legal, institutional, and regulatory frameworks for facilitating smooth implementation of agricultural policies. Agricultural Trade and Marketing Policy is one of the policies that has mostly been affected by these gaps due to such issues as outdated legislation, ad hoc interventions in the trade regime, and poor enforcement of existing regulations. The legislative system for food security is widely understood, but functions and reacts slowly to changing situations, particularly regarding agricultural trade policy. There is evidence that official rules and regulation governing import and export of food differs substantially from the actual practices at the borders. 	MITM, 2008; URT, 2011b; Therkildsen, 2011; EcomResearch Group, 2012; Gabagambi, 2011; Mashindano and Kihenzile, 2013; FAO/MAFAP, 2013; Africa Lead, 2013	Yellow
Policy implementation	Several constraints affect policy implementation, such as deficient infrastructure; inadequate human and financial capacities; lack of regulations; inadequate investment; and inadequate coordination of formulation and implementation of sectoral policies, including insufficient involvement of private sector in policy implementation.	MITM, 2008; MAFC and FAO, 2008; Wolter, 2008; ESRF, 2010; Therkildsen, 2011; URT, 2011a, 2011b; Gabagambi, 2011; Cooksey, 2013b; EcomResearch Group, 2012; Mashindano and Kihenzile, 2013; FAO/MAFAP, 2013; SERA Policy Project, 2013	Yellow

Key

Green	Target achieved or surpassed or on track.
Yellow	Some progress and more effort required.
Red	Not on track or deteriorated.

Source: Information in this table was obtained from the sources indicated, as well as from consultation with the key agricultural stakeholders in the country.

4. INSTITUTIONAL REVIEW

This section focuses on a review of key institutions involved in the implementation of the Tanzania Agricultural and Food Security Investment Plan (TAFSIP) and other cooperation agreements related to agriculture and food security in Tanzania.

4.1. Institutional Landscape of TAFSIP

TAFSIP was developed when Tanzania was implementing the Agricultural Sector Development Programme Phase I (ASDP I). Therefore, the institutions for implementation of TAFSIP include ASDP structures and other agricultural stakeholders (Table 4.1), along with state and nonstate actors. Among the state actors are the key government ministries, departments, and units and other agencies. Nonstate actors include nongovernmental organizations (NGOs), farmer organizations, civil society organizations (CSOs), private-sector firms and associations, and donors. The roles of the actors are summarized below.

- **Government:** Develops policies, sets standards, ensures food safety, undertakes public investments, negotiates trade matters, implements safety nets for marginal groups, defines access to and management of natural resources, and provides agricultural statistics.
- **Nonstate actors:** Invest in commercial activities and support services, either individually or through public–private partnerships; are responsible for supplying input, providing financial services, and undertaking marketing, storage and extension services; and are expected to invest in the sector and undertake the tasks of agricultural production, commercialization, and/or agroprocessing.
- **Development partners:** Support the government in the design and implementation of national goals and commitments through financial and technical support. The agricultural donor working group contributes in the process of policy and strategy design. Some of the areas where donor support has been instrumental are in the design of ASDP I and II, TAFSIP formulation, and development of the Comprehensive Africa Agriculture Development Programme (CAADP) contract and the Southern Agriculture Growth Corridor of Tanzania (SAGCOT) investment blueprint.

TABLE 4.1: KEY INSTITUTIONS INVOLVED IN THE FORMULATION AND IMPLEMENTATION OF TAFSIP

Government
Agricultural Sector Lead Ministries
<ul style="list-style-type: none">• Ministry of Agriculture, Food Security, and Cooperatives• Ministry of Livestock and Fisheries Development• Ministry of Industry and Trade• Prime Minister’s Office—Regional Administration and Local Government
Other Ministries, Departments, and Agencies
<ul style="list-style-type: none">• Prime Minister’s Office• Ministry of Infrastructure Development• Ministry of Tourism and Natural Resources• Ministry of Land, Housing, and Human Settlement Development• Ministry of Finance and Economic Affairs• Ministry of Health and Social Affairs• Ministry of Community Development, Gender and Children

- Ministry of Energy
- Presidential Delivery Bureau

Regional administration and local government authorities

Public-Sector Agencies

- Tanzania Investment Centre
- Tanzania National Business Council
- Rufiji Basin Development Authority

Nonstate Actors (Civil Society and Farmer Organizations, Private Sector)

- Agriculture Non-State Actors Forum
- Agricultural Council of Tanzania
- Tanzania Chamber of Commerce, Industry and Agriculture
- Tanzania Private Sector Foundation
- Tanzania Food and Nutrition Centre
- Confederation of Tanzanian Industries
- Mtandao wa Vikundi vya Wakulima Tanzania
- Zanzibar National Chamber of Industry and Agriculture
- Community-based organizations
- Producer organizations

Development Partners

- Alliance for Green Revolution
- African Development Bank Belgium
- Bill and Melinda Gates Foundation
- Brazil
- China
- Danish International Development Assistance
- Department for International Development (UK Aid)
- European Union
- Food and Agriculture Organization of the United Nations
- International Fund for Agricultural Development
- Germany (Gesellschaft für Internationale Zusammenarbeit)
- India
- Ireland
- Japan International Cooperation Agency Netherlands
- Norway
- Organization of the Petroleum Exporting Countries Fund for International Development
- SWISSAID
- United Nations Children's Fund
- United Nations Development Programme
- United States Agency for International Development
- World Bank
- World Food Programme

Nongovernmental Organizations

- ACDI-VOCA (Agricultural Cooperative Development International and Volunteers in Overseas Cooperative Assistance)
- Action Aid International
- Aga Khan Foundation International
- Africare
- CARE International
- Concern Worldwide
- Farm International
- Haki Ardhi
- Heifer International
- Land O'Lakes
- Rural Urban Development Initiatives
- Technoserve
- Oxfam
- Save the Children
- SNV World
- World Vision

Think Tanks, Regional and International

- Consultative Group on International Agricultural Research (International Potato Center, International Food Policy Research Institute, International Livestock Research Institute, International Rice Research Institute, etc.)
- Food and Agriculture Organization of the United Nations, Monitoring and Analysing Food and Agricultural Policies
- Strengthening Emergency Response Abilities Project
- Future Agricultures
- International universities and research centers

Public-Sector Agencies

- Tanzania Investment Centre
- Tanzania National Business Council
- Rufiji Basin Development Authority

Private Financial Institutions

- CRDB Bank
- Tanzania Investment Bank

Learning Institutions and Research

- Universities and agricultural training centers
- Agricultural research centers
- National think tanks: Economic and Social Research Foundation, Research on Poverty Alleviation

Source: Compiled by authors from various documents (including Tanzania Agricultural and Food Security Investment Plan and Agricultural Sector Development Programme documents) and discussion with key informants.

Note: The lists in this table are indicative only.

4.2. Coordination within Government Institutions

TAFSIP is implemented through the sectorwide approach highlighted in the ASDP/Agricultural Sector Plan and other initiatives. Under ASDP I, an implementation structure was developed to coordinate activities within government institutions (Table 4.2). The components of that structure include the presidential retreat, Cabinet, an annual coordination meeting, the Inter-Ministerial Committee, the Technical Committee of Directors, and zonal coordination meetings. Each element of this structure is responsible for the coordination of the ASDP, from high-level coordination (presidential retreat) to local-level coordination (zonal meeting). These structures are responsible for assessing the agricultural sector's performance, identifying policy and other constraints that call for immediate action, monitoring performance, approving annual work plans and budgets for all programs and projects under TAFSIP, reviewing the sector's annual performance, and ensuring that lessons learned are well addressed.

TABLE 4.2: FRAMEWORK FOR COORDINATION AND MANAGEMENT OF TAFSIP

Annual Presidential Retreat
<p>Attended by</p> <ul style="list-style-type: none"> • President of the United Republic of Tanzania • President of the Revolutionary Government of Zanzibar • Ministers for the agricultural sector lead ministries • Ministers for Finance and Economic Affairs • The Parliamentary Committee for Agriculture and Land • Ambassadors and heads of missions • Representatives of farmers, the private sector, and civil society organizations
Cabinet
Annual National Coordination Meeting
<p>Attended by</p> <ul style="list-style-type: none"> • Minister for Agriculture Food Security, and Cooperatives for the Mainland • Minister for Agriculture and Natural Resources for Zanzibar • A broad range of stakeholders and development partners
Inter-Ministerial Committee
<p>Membership</p> <ul style="list-style-type: none"> • Permanent secretaries of the agricultural sector lead ministries • Development partners • Farmer organizations and civil society organizations • Private-sector representatives • Representatives of the Southern Agriculture Growth Corridor of Tanzania, Feed the Future, Food and Agriculture Organization of the United Nations, Steering Committee of the Local Government Development Grant Programme, and the expanded Steering Committee of the Agricultural Sector Development Programme/Agricultural Sector Pan • Representative of the Ministry of Health and Social Welfare or the Tanzania Food and Nutrition Centre

Technical Committee of Directors
<ul style="list-style-type: none"> • Made up of directors of agricultural sector lead ministries • Backed up by the sectoral program technical working groups, the Comprehensive Africa Agriculture Development Programme country team, private-sector and other nonstate actors, and representatives of the Southern Agriculture Growth Corridor of Tanzania, Tanzania Food and Nutrition Centre, and Local Government Development Grant Programme • Assisted by a secretariat to help in coordinating and managing the Technical Committee of Directors' oversight of all Agricultural Sector Development Programme/Tanzania Agricultural and Food Security Investment Plan investments
Zonal Coordination Meeting
<p>Attended by</p> <ul style="list-style-type: none"> • Regional commissioners • Regional administrative secretaries • Regional agricultural advisors • District directors • District agricultural development officers • District agricultural and livestock development officers • Community development officers • Planning officer • Private-sector representatives, farmers and farmers' organizations representatives, development partners, and civil society organizations

4.2.1. Division of Responsibilities within Government

TAFSIP is coordinated by the Ministry of Agriculture, Food Security, and Cooperatives (MAFC) and is implemented at the national level by the agricultural sector lead ministries (ASLMs) and the Ministries of Natural Resources and Tourism; Land and Housing Infrastructure; Finance; Energy; Labour and Employment; Community Development, Gender and Children; and Health and Social Welfare. These ministries oversee TAFSIP implementation at the central government level.

The Prime Minister's Office (PMO) is responsible for coordination of government business in the country. Hence, it is also responsible for coordination of agriculture-related interventions, including ASDP, SAGCOT, New Alliance for Food Security and Nutrition, and Big Results Now (BRN). Coordination of these activities falls within the mandate of the Department of Coordination of Government Business, whose objective is to coordinate the formulation and review of government policies and monitor their implementation. The functions of this unit are to coordinate the preparation and administration of government policies, review Cabinet papers, and write periodic reports. The department has three sections: Sector Ministries, Central Ministries, and Regional Affairs. Table 4.3 summarizes the roles of these sections.

TABLE 4.3: FUNCTIONS OF THE THREE SECTIONS OF THE DEPARTMENT OF COORDINATION OF GOVERNMENT BUSINESS

Sector Ministries Section	Central Ministries Section	Regional Affairs Section
<ul style="list-style-type: none"> • Collect, analyze, and store data on the sector ministries. • Analyze reports obtained from sector ministries and advise accordingly. • Coordinate the policies of sector ministries. • Review Cabinet papers. • Follow up government decisions and coordinate implementation in sector ministries. • Prepare papers and briefs on sector ministries. 	<ul style="list-style-type: none"> • Collect, analyze, and store data on the central ministries. • Analyze reports obtained from central ministries and advise accordingly. • Coordinate the policies of central ministries. • Review Cabinet papers from central ministries. • Follow up government decisions and coordinate implementation in central ministries. • Prepare papers and briefs on central ministries. 	<ul style="list-style-type: none"> • Collect, analyze, and store data and information on regions. • Analyze reports and information obtained from regions and advise accordingly. • Prepare papers and briefs on regional matters. • Follow up implementation of government decisions in regions.

Source: The official website of the Prime Minister’s Office (www.pmo.go.tz/).

At the subnational level (local government level), program implementation and coordination is the responsibility of the Regional Administration and Local Government department of the Prime Minister’s Office (PMO-RALG). The PMO-RALG is responsible for the following:

- Coordinating and ensuring effective management of activities in all the local government authorities, through the regional secretariat.
- Providing technical support to local government authorities.
- Conducting effective monitoring and evaluation (M&E) of program activities, including reporting.
- Carrying out advocacy activities to ensure that ASLMs follow the decentralization by devolution process.
- Reviewing, consolidating, and submitting regional reports to the steering committee at the national level on a quarterly basis.

Regional secretariats facilitate the coordination between sectoral ministries and local government authorities. Local government authorities undertake all development initiatives through the District Agricultural Development Plans (DADPs). They are responsible for designing and implementing the DADPs, promoting social and economic development, supervising the implementation of laws and regulations relevant to the sector, supervising the delivery of extension services, mobilizing resources for local development programs, improving administration of villages for the purpose of stimulating sustained development, and improving land administration and land-use planning for effective and suitable land use.

4.3. Capacity of Government Institutions to Deliberate, Plan, and Execute Decisions

The government of Tanzania has made considerable effort and progress to improve institutional capacity for agricultural policymaking, planning, programming, and implementation, compared with even one decade ago. However, a number of challenges still remain to be addressed for the sector programs and strategies to be

implemented effectively (see Table 4.4). Capacity constraints affect implementation at both central and local government levels, but the local levels (regional, district, and subdistrict) face the most constraints.

TABLE 4.4: CAPACITY GAPS BY VARIOUS GOVERNMENT INSTITUTIONS INVOLVED IN THE IMPLEMENTATION OF TAFSIP

Gaps	Prime Minister's Office	PMO-Regional Administration and Local Government Department	Regional Administration and Special Department–Zanzibar	Ministry of Agriculture, Food Security, and Cooperatives	Ministry of Livestock and Fisheries Development	Ministry of Industry, Trade, and Marketing	Ministry of Agriculture and Natural Resources–Zanzibar	Local Government Authorities
Limited number of technical staff	X	X**	X**	X**	X**	X**	X	X
Inadequate capacity for strategic planning (including priority setting)	X**	X	X	X	X	X	ND	X
Inadequate funding	X	X	X	X	X	X	X	X
Inadequate capacity to mobilize local funding for agriculture	X**	X**	X	X**	X**	X**	X	X
Inadequate capacity in budget formulation, budget execution, financial management, and reporting	ND	X**	X	X**	X**	X	ND	X
Inadequate capacity in project operations, including procurement	X	X	X	X	X	X	X	X
Inadequate project implementation capacity	X**	X	X	X	X	X	X	X
Inadequate capacity for M&E (especially on “evaluation”)	X**	X	X	X	X	X	X	X
Limited technical	X	X	X	X		X	X	X

Gaps	Prime Minister's Office	PMO-Regional Administration and Local Government Department	Regional Administration and Special Department–Zanzibar	Ministry of Agriculture, Food Security, and Cooperatives	Ministry of Livestock and Fisheries Development	Ministry of Industry, Trade, and Marketing	Ministry of Agriculture and Natural Resources–Zanzibar	Local Government Authorities
capacity in policy analysis and dialogue								
Limited capacity for coordination	X	X	X	X	X	X	X	X
Limited capacity for engagement with the private sector in policymaking, planning, and implementation of programs	X**	X**	ND	X**	X**	X**	X	X
Limited experience with large development projects	X**	X**	X	X**	X**	X**	X**	X**
Inadequate understanding of the JSR concept	X	X	X	X	X	X	X	X

Sources: Authors, based on information from TAFSIP SWOT (strengths, weaknesses, opportunities, threats) analysis, key informant interviews, and literature (MITM, 2008; ESRF, 2010; China-DAC Study Group, 2011; Kaburire and Ruvuga, 2011; URT, 2011b; EcomResearch Group, 2012; Cooksey, 2013b).

Notes: X indicates that the constraint exists at a particular level. ** Indicates that this challenge is faced mostly at the local level—for example, obtaining qualified technical staff, such as engineers, livestock specialists, irrigation specialists, and monitoring and evaluation specialists. JSR = joint sector review; M&E = monitoring and evaluation; ND = no data.

4.4. Participation of Nonstate Actors in Agricultural Policy Formulation

Tanzania has several institutions through which nonstate actors in the agricultural sector can contribute to policy formulation. They include the Agriculture Non-State Actors Forum (ANSAF); the Agricultural Council of Tanzania; the Tanzania Chamber of Commerce, Industry, and Agriculture; the Tanzania Private Sector Foundation; the Tanzania Food and Nutrition Centre; and the Confederation of Tanzanian Industries. These institutions have mandates to deliberate, plan, and execute decisions related to their areas of expertise and concern.

The Agriculture Consultative Group, the ASDP Steering Committee, the ASDP Consultative Group, and Parliament are the key government institutional structures that provide room for nonstate actors to participate in policy and program formulation. The nonstate actors have not realized the full potential of this opportunity due to two constraints. First, the agricultural nonstate actors in Tanzania are yet to have a formal and coordinated approach for effectively engaging with the government—a constraint that calls for action by the nonstate actors themselves. Second, previous government involvement with the nonstate actors has inadequately considered their capacity and the quality of their participation in policy processes. These two constraints are discussed in detail below.

4.4.1. Challenges from the Nonstate Actors' Side

So far, no formal approach has adequately represented nonstate actors in agricultural policy discussions with the government. This is because the nonstate actors have not organized in a way that permits them to speak with a common voice. Although the ASDP Consultative Group and the Parliament have provision for involvement of the private sector, representing all nonstate actors at these meetings has always been difficult. Lack of a nonstate actor coordinating body has led to lack of a coordinated approach in communicating with the government to influence agricultural policy and planning. Discussions to create such a body are ongoing, but progress is still in the infancy stage.

Individually, different nonstate actors face other challenges that limit their level of participation in agricultural policymaking. The degree of challenge is influenced by such factors as the size of the institution, its leadership, and membership (see Table 4.5).

TABLE 4.5: CONSTRAINTS FACED BY NONSTATE ACTORS IN TANZANIA'S AGRICULTURAL SECTOR

Constraint	Challenge Faced	Comment
Weak governance and hence inadequate capacity to discharge anticipated roles	X**	Most nonstate actors have an organizational structure that includes board members. Some nonstate actors have faced poor governance issues that have made them ineffective. The governance challenges are greater at the local levels, because the organizational structures tend to be more effective at the national level and less so at the grassroots level.
Inadequate level of proactivity by nonstate actors	X	Not all private-sector organizations are proactively advocating for policy change, because this tends to be time consuming and is not likely to bring immediate financial gains.
Lack of awareness about agricultural commitments and initiatives		Nonstate actors at the grassroots level have limited knowledge about national and international commitments. This information gap limits their levels of engagement with the government.
Lack of awareness about the right to contribute to planning and reviews	X**	In some cases (especially at the local level), the knowledge of the Comprehensive Africa Agriculture Development Programme is still very limited. Understanding of the Joint Sector Review processes is also limited.
Inadequate implementation capacity of projects and programs	X	This challenge is more common for smaller nonstate actors and also at the local level.
Inadequate skills in conceptual and analytical thinking	X	The need for nonstate actors to undertake or commission studies to generate evidence to inform their contribution in agricultural policymaking is growing. However, many nonstate actors face the challenge of being able to attract and retain good policy analysts.
Inadequate capacity to use evidence for advocacy and policy dialogue (among the nonstate actors involved in advocacy)	X	Evidence-based policy advocacy can be possible if the nonstate actors have the capacity to support their arguments with data; this capacity is always limited among the small nonstate actors.
Poor access to information, particularly in remote areas	X**	Nonstate actors, especially in the rural remote areas, have limited access to information on various issues, such as agricultural policies, marketing information, and regulations. This limits their ability to lobby and participate in the design and implementation of policies.

Source: Authors, based on literature review and consultation with key informants.

Notes: X indicates that the constraint exists at a particular level; ** indicates that more challenges are faced at the local level. The challenges are more for the small nonstate actor organizations.

4.4.2. Challenges from the Government Side

Despite CAADP commitments to enhance the inclusiveness of agricultural policymaking and programming, gaps still exist in including nonstate actors in agricultural policy formulation in Tanzania (Kaburire and Ruvuga, 2011; Cooksey, 2013a; Henjewe, 2013). Nonstate actor participation is increasing, although the quality of their participation is still low. A recent study by ANSAF found that although DADPs are initiated at the local level, the level of consultation of nonstate actors is very limited. Slightly more inclusiveness is seen among local government authorities that have more informed and more aggressive nonstate actor representatives (Henjewe, 2013). In another example, Cooksey (2013a, p. 8) notes that “out of nearly 300 participants of the two-day High Level CAADP Business Meeting, there were only 20 ‘private sector’ participants and only one large local agribusiness company represented.”

Generally, participation of nonstate actors in policy processes is assumed to be achieved through stakeholder workshops and meetings. However, this assumption has several flaws. For example, participating in the policy and program meetings does not necessarily mean that the nonstate actors influence decisions. The quality of participation depends on the extent to which the nonstate actors can have adequate time to contribute to defining the meeting agenda and providing adequate contributions. This has always been a challenge in most of the agricultural review processes in Tanzania. For instance, the Agriculture Consultative Group meets on a quarterly basis. Usually the agenda for this meeting is very packed. Thus, there is inadequate time to comprehensively discuss all issues. Moreover, nonstate actors seldom have a chance to contribute to the agenda’s development.

4.4.3. Facilitating More Participation of Nonstate Actors in Policy Formulation

The following initiatives may help enhance participation of the nonstate actors in agricultural policymaking:

- Finalize mapping of the private-sector and CSO players. Some work has been done by the four private-sector organization and CSO leaders. This work needs to be finalized.
- Undertake a capacity needs assessment of the nonstate actors in agriculture.
- The government should continue with its ongoing efforts to create a conducive environment for the private sector to contribute to agricultural development.
- The government should enhance the quality of involvement of the private sector in the design and monitoring of the implementation of ASDP II.

4.5. Coordination among the Agricultural Development Partners

A number of development partners provide support to the agricultural sector in Tanzania. Previously, development partners supported individual projects. They are now providing general and sector budget support. Such an approach makes it easier to contribute to the overall national development strategy and sector strategies through effective and efficient development cooperation (ITAD, 2013). As of 2013, five development partners—African Development Bank (AfDB), Japan International Cooperation Agency (JICA), Irish Agency for International Development (AID), International Fund for Agricultural Development (IFAD), and World Bank—were supporting ASDP I through a basket-funding mechanism. The development partners supported an agreed-upon set of program activities to be implemented through government systems. Basket-funding program financing was integrated into the government’s Medium-Term Expenditure Framework system based on the strategic plans of the ASLMs. A Basket Fund Steering Committee was formed for approval of annual integrated work plans and budgets. The committee was also responsible for approving quarterly disbursements.

The European Union and Danish International Development Assistance were initially contributing to basket funding, but have since changed their funding mechanisms to project support. Other donors have remained outside the basket throughout, owing to their country policies and development strategies. Non-ASDP basket donors are interested in supporting agriculture within the ASDP framework, but this will require flexibility in financing and coordination mechanisms. The design of ASDP builds on the CAADP principles of inclusiveness. ASDP II will be expanded and will bring together all development partners, regardless of their financing mechanism.

The development partners supporting agriculture in Tanzania established an agricultural working group of the development partners group. The purpose of the agricultural working group is to promote coherence and consistency in development assistance to the agricultural sector through coordination of development partners' support to the sector with a view of achieving harmonization, promoting coordinated policy dialogue, and reducing transaction costs. Some of the areas of coordination are listed in Table 4.6. When Tanzania starts to implement TAFSIP through ASDP II, the agricultural working group will coordinate the allocation of donor resources under TAFSIP in accordance with the CAADP.

TABLE 4.6: HIGHLIGHTS OF AREAS OF COLLABORATION AND COORDINATION BY THE AGRICULTURAL DEVELOPMENT PARTNERS IN TANZANIA

Coordination Area	Tanzania Experience
Sharing work or action plans	Donors in basket funding had a shared work plan with the government during the first Agricultural Sector Development Programme. The donors outside the basket had their own individual projects, but their design of projects was consistent with the government priorities, as stated by MKUKUTA and the Agricultural Sector Development Strategy.
Conducting or commissioning joint analytical work and joint missions	<p>The donors conduct joint analytical work. The following are examples of how the development partners pool technical and other capacities to implement the studies:</p> <ul style="list-style-type: none"> • The implementation of public expenditure reviews (PERs) is supported by various donors. • The Rapid Budget Analyses for 2011, 2012, and 2013 were produced by the PER-macro group, involving close collaboration of donors with the Ministry of Finance. Synoptic notes were produced by World Bank staff, with inputs from the International Monetary Fund, while the background notes were produced by staff and consultants from Japan, Norway, Sweden, United Nations, European Commission, Denmark, Belgium, Canada, KfW Bank, African Development Bank, United States Agency for International Development, Ireland, United Kingdom, and World Bank. • A Joint Evaluation of Budget Support to Tanzania was commissioned by Danish International Development Assistance, European Union, Irish Agency for International Development, and the Netherlands Ministry of Foreign Affairs (ADE, ITAD, and COWI, 2013).
Sharing knowledge and information	The development partners within the agricultural working group share knowledge and information through the group website, which is rich in information resources. The agricultural working group focuses on informative meetings as a way of enhancing its coordination. Various presentations are made during the monthly meetings.

Source: Compiled by the authors.

4.5.1. Donor Alignment with Country Policies and Programs

The development partners supporting agriculture in Tanzania implement their intervention within the framework of the Joint Assistance Strategy for Tanzania (JAST). The overall objective of the JAST is to contribute to sustainable development and poverty reduction by consolidating and coordinating government efforts and development partner support under a single government-led framework. JAST activities are aligned with Tanzania's development strategies, MKUKUTA, the Five-Year Development Plan, and the Agricultural Sector Development Strategy.

ASDP I basket funding by the World Bank, JICA, Irish AID, IFAD, and AfDB exemplifies how donor activities are aligned to the national priorities. Program financing was integrated into the government’s Medium-Term Expenditure Framework system, based on the ASLM strategic plans. At the local level, program financing was based on district agricultural development plans through a variety of ASDP grants to local government authorities, including basic and enhanced district agricultural development plans, an agricultural capacity-building grant, and an extension block grant. Alignment to national priorities and TAFSIP is also seen among the nonbasket-funding donors. Country strategy documents by the funding organizations and data on agricultural interventions (projects and programs) supported by the development partners in Tanzania indicate that the recent and ongoing interventions have been designed to address key priority constraints in the sector as identified by ASDP and TAFSIP (See Table 1.1 and Appendix Table A.5).

4.6. Section Summary

Tanzania has existing structures and institutions for implementing TAFSIP. This is a key strength. The country is making efforts to strengthen agricultural institutions. However, a few gaps remain, as summarized in Table 4.7.

TABLE 4.7: INSTITUTIONAL CAPACITY FOR IMPLEMENTATION OF AGRICULTURAL POLICIES AND PROGRAMS

Areas	Capacity Gaps	References	Color
Implementation of annual work plans	Annual work plans flow from the district level up through the departmental structure; this leads to a large number of activities with small and inadequate human and financial capacities. Prioritization of activities remains a challenge. Delays in financial disbursement from the central government contribute to delays in implementation of annual work plans.	ESRF, 2010; EcomResearch Group, 2012; Cooksey, 2013a	Yellow
Coordination in the sector (inter-institutional coordination and coordination between central and local governments)	Inadequate clarity on linkages between various agricultural interventions in the country, inadequate collaboration among institutions responsible for implementing different interventions, weak operationalization of mechanisms for institutional coordination among the various ministries and between central ministries and the local government authorities, inadequate technical staff for coordination, and inadequate operational budget for coordination. Coordination challenges are more experienced at the district level, where there are many interventions by different actors with inadequate communication. There is need for enhanced efforts in coordinating the interventions so that they add value to each other during the implementation of the Agricultural Sector Development Programme (ASDP). Efforts are under way to address these challenges.	MITM, 2008; ESRF, 2010; China-DAC Study Group, 2011; URT, 2011b; EcomResearch Group, 2012; Cooksey, 2013a and 2013b	Red
Secretariat/ administrative support function	Administrative support for ASDP I faced various constraints, such as lack of adequate and qualified human resources, equipment, and communications; regional secretariats faced more challenges. These will need to be addressed during the implementation of ASDP II.	ESRF, 2010; URT, 2011b	Yellow
Technical capacity	At the central level are a number of technical officers. These require capacity strengthening in the areas of policy analysis, proposal development, project management and reporting, procurement, technical writing and communication, and outreach. The technical working groups for ASDP I and the Comprehensive Africa Agriculture Development Programme will be more effective if they benefit from capacity-building activities.	ESRF, 2010; URT, 2011b	Yellow
Monitoring and evaluation	A monitoring and evaluation (M&E) framework existed for ASDP I, but it mainly focused on the ASDP basket-funding program. There is no active M&E system for common reporting at the sector level. There is a need for a system that will bring cohesion to all systems. A sector M&E framework was developed during the design of the Tanzania Agricultural and Food Security Investment Plan, but it is not operational yet.	ESRF, 2010; URT, 2011b; EcomResearch Group, 2012	Yellow

Areas	Capacity Gaps	References	Color
	<p>Technical capacity issues discussed in the previous row are critical in implementing sector M&E. Agricultural data challenges also affect sector M&E. Several issues are data related, such as poor-quality data, inadequate effort in analyzing data to generate messages to support policymaking and decisionmaking, inadequate involvement of private-sector M&E, and lack of a centralized repository for sharing reports or data on outcomes.</p> <p>Good progress has been made in developing the Agricultural Routine Data System, in which agricultural data are collected from the village level up to the central government level. Through this project, the capacity of the related government officials was strengthened through pilot operations in four districts in the Morogoro and Dodoma regions. Rollout of the Agricultural Routine Data System in all regions has been completed. Effective implementation of M&E at the local level will require continuous capacity strengthening and technical support.</p> <p>Improving sector M&E is an area that will need to be prioritized during the implementation of ASDP II.</p>		Yellow
Inclusiveness of the policymaking process	The quality of involvement of nonstate actors in implementation and review of agricultural interventions is inadequate. Inadequate transparency in the implementation of marketing regulations disrupts private-sector marketing.	Mitchel, 2012; Africa Lead, 2013; Henjewe, 2013; Cooksey, 2013a and 2013b; stakeholder consultations	Yellow

Key

- Green Target achieved or surpassed or on track.
- Yellow Some progress and more effort required.
- Red Not on track or deteriorated.

Source: Information in this table was obtained from the sources indicated, as well as from consultation with the key agricultural stakeholders in Tanzania.

5. REVIEW OF KEY FINANCIAL AND NONFINANCIAL COMMITMENTS

This section highlights progress in meeting financial and nonfinancial commitments made by agricultural stakeholders in Tanzania. Discussion of commitments in this section is organized into three parts: (1) government commitments, (2) commitments by nonstate actors, and (3) the commitments of development partners.

5.1. Government Financial and Nonfinancial Commitments

This section presents a snapshot of progress made in implementing the Kilimo Kwanza pillars, along with details on components of the agricultural budget and institutional capacity development.

5.1.1. Kilimo Kwanza and Its Pillars

The government of Tanzania has made progress toward improving key financial and nonfinancial commitments that were identified by the Agricultural Sector Development Strategy (ASDS) and echoed by the Kilimo Kwanza agricultural development initiative. Progress under each Kilimo Kwanza pillar is summarized below.

- **Paradigm shift to strategic agricultural production.** In the past, efforts were disproportionately placed on primary production, principally for subsistence production (food security) or for generating raw materials. The government is working to promote a paradigm shift from subsistence farming toward farming as a business. The government is promoting interventions along the value chain that are focused on production, postharvest handling, processing, distribution, marketing, and trade.
- **Political will to transform agriculture in Tanzania.** The government has demonstrated political will to propel agricultural transformation. This is evident from the central role the government is playing in the Agricultural Sector Development Programme (ASDP) and its complementary initiatives, such as the Southern Agriculture Growth Corridor of Tanzania (SAGCOT), Big Results Now (BRN), and the New Alliance Cooperation Framework. The government has improved the regulatory and policy environments for agriculture to boost private investments in the sector.
- **Enhanced financing for agriculture.** The government is enhancing financing for agriculture. In line with commitments made through the New Alliance Cooperation Framework, the government has introduced a budget line for nutrition and will allocate at least 1 percent of the national budget to boosting nutrition in the country. To complement the public funding, the government is encouraging the private sector, development partners, and smallholder farmers to invest additional resources in the sector.
- **Institutional reorganization and management of agriculture.** The government has undertaken institutional changes to enhance the effectiveness of management of agriculture. Existing systems are being strengthened, and new units have been established as necessary. For example, technical working groups have been established to facilitate ASDP implementation in the agricultural sector lead ministries. Units responsible for SAGCOT and the agricultural component of BRN are in place. Furthermore, the government has established a Department of Coordination of Government Business within the Prime Minister's Office to oversee coordination of sector interventions.
- **Industrialization for agricultural transformation.** Small and medium enterprises are being supported through the creation of an enabling environment with proper incentives, policies, and regulations.

- **Land availability for agriculture.** The government is working to attract investors through facilitating leasing of land for agriculture. However, progress on this effort has been slow. Land surveying, demarcation, and titling are taking longer because limited resources have been allocated to these activities. Progress is being made through the BRN and SAGCOT initiatives. However, concerns are emerging that allocation of large pieces of land to large-scale farmers could lead to increased threats to food security and land rights by small-scale farmers, who are especially vulnerable (Oakland Institute, 2011; Cooksey, 2013a).
- **Incentives to stimulate investments in agriculture.** The government is providing various incentives to stimulate investment by taking measures to improve the business environment and to address policy constraints on commercialization. Examples include the following:
 - Value-added tax waived on irrigation equipment, tractors, farm implements (including spare parts), and milk-processing equipment.
 - Land demarcation for smallholder farmers in Kilombero, a high-potential irrigated area in the SAGCOT corridor. Villages are now demarcated and development of land-use plans is under way in 20 villages.
 - Government commitment to reducing or lifting “cess” at the farmgate.
- **Science, technology, and human resources to support agricultural transformation.** In collaboration with various partners, the government is supporting human resource capacity development at the central and local government levels, by providing short- and long-term training to government staff members (see Box 5.1).
- **Infrastructure development to support agricultural transformation.** Efforts are being made to improve infrastructure. While many roads have been constructed, challenges still remain. Several rural areas are poorly served with infrastructure, having deficient feeder roads, poor access to electricity, and limited communication networks.
- **Mobilization of Tanzanians to support and participate in the implementation of Kilimo Kwanza.** More Tanzanians are investing in agriculture. However, no effective system exists for accurately estimating the current amount of private investment in agriculture, especially among local private investors.

5.1.2. Kilimo Kwanza Implementation under the SAGCOT Initiative

SAGCOT is a public–private partnership initiative that is a direct outcome of the Kilimo Kwanza resolve to mobilize private-sector participation and investments into the agricultural sector. It was launched at the World Economic Forum on Africa in May 2010 in Dar es Salaam, to fast track agricultural development in the high-agricultural-potential regions of Coast, Morogoro, Iringa, Mbeya, and Rukwa. The SAGCOT partnership model includes the government, small-scale farmers, and large-scale international and local agribusinesses to foster commercial farming in Tanzania. It is expected that SAGCOT will put about 350,000 hectares (ha) under cultivation by 2030, and that at least 420,000 new employment opportunities will be created. Consequently, more than two million people are expected to escape poverty as a result.

5.1.3. Agriculture Budget Commitments by the Government

The government is committed to increasing spending for the agricultural sector. This is evident from the increase in the nominal sector budget from less than 3 percent of the total annual budget in 2002/2003 to close to 8 percent in 2010/2011. However, the increased funding for agriculture has not been consistent over time, with

some fluctuations being observed. Based on data from the Ministry of Agriculture, Food Security, and Cooperatives, it is clear that, despite the Comprehensive Africa Agriculture Development Programme commitment made by the government to allocate at least 10 percent of the total annual budget to the agricultural sector, the target has not been met. In fact, the allocation to agriculture in the 2013/2014 budget is much lower than in the past 5 years (Table 5.1). However, it is worth noting that the budgetary allocation to the agricultural sector tends to vary by the source. For instance, a recent study by the Monitoring African Food and Agricultural Policies project indicates that Tanzania has surpassed the 10 percent target (FAO/MAFAP, 2013), while the rapid budget assessment by Public Expenditure Review-Macro group (PER, 2013) shows much lower figures. Such variations arise from the definition of what constitutes the agricultural sector.

TABLE 5.1: AGRICULTURAL SECTOR BUDGET TRENDS FOR THE PERIOD 2001/2002—2013/2014 (TSH BILLIONS)

Period	Recurrent Budget	Development Budget	Total Agricultural Sector Budget	Total Government Budget	Agricultural Budget to Total Government Budget, %
2001/2002	28	24	52	1,765	2.95
2002/2003	42	42	84	2,219	3.81
2003/2004	57	92	149	2,607	5.70
2004/2005	72	86	158	3,348	4.71
2005/2006	127	106	233	4,035	5.78
2006/2007	160	117	277	4,789	5.78
2007/2008	187	185	372	6,000	6.21
2008/2009	309	208	518	7,216	7.17
2009/2010	—	—	722	9,500	7.60
2010/2011	—	—	904	11,610	7.78
2011/2012	—	—	926	13,530	6.85
2012/2013	678	425	1,104	15,000	7.36
2013/2014	613	295	908	18,249	4.98

Source: Data obtained through direct communication with MAFC assistant director for budgets.

Notes:

- Year 2001/2002 up to year 2004/2005 depict budget trends for the Ministry of Agriculture and Food Security (MAFS), Ministry of Water and Livestock Development (MWLD), Ministry of Cooperatives and Marketing (MCM), and Ministry of Works.
- Year 2001/2002 up to year 2004/2005 depict budget trends for MAFS, MWLD, MCM, Ministry of Works (rural roads), and Ministry of Forestry and Tourism (Fisheries, Wildlife, Beekeeping, and Forestry).
- Year 2003/2004 and 2004/2005 development budgets include TSh 4.0 billion for District Agricultural Development Plans.
- Financial year (FY) 2005/2006 and 2006/2007 other charges include PE.
- FY 2007/2008—2009/2010 include budgets for the Ministry of Agriculture, Food Security, and Cooperatives, Ministry of Livestock Development, Prime Minister's Office (PMO)—Regional Administration and Local Government (Agricultural Sector Development Programme, rural roads, regions, local government), PMO, and Ministry of Industry, Trade, and Monitoring.
- For FY 2009/2010 there was addition of TSh 20.0 billion to rescue the cotton crop due to economic crisis and TSh 35.0 billion to buy and transfer grains under the National Food Reserve Agency.
- Total government budget includes consolidated fund services.

Only about 80 percent of the approved budget is spent (see Table 5.2). This is both because it takes time for the approved budget to be released and because of implementation capacity issues within the government. Other challenges regard the quality of investments. Capacity is limited to execute the approved budget in terms of capital

expenditure. Expenditures are directed more to recurrent expenditures, a factor that could delay successful implementation of Tanzania’s Agriculture and Food Security Investment Plan (World Bank, 2012). Recent statistics indicate some decline in absorption capacity. The executed agriculture budget for the financial year 2012/2013 reached Tanzanian shillings (TSh) 431.7 billion, showing a worrying execution rate of 69.6 percent. This level is much lower than the 78.5 percent budget execution rate in 2011/2012. However, low release of budgeted funds, at 70 percent of the approved allocation, also contributed to the low execution rate in the sector (PER, 2013).

TABLE 5.2: SELECTED STATISTICS RELATED TO THE AGRICULTURE BUDGET FOR TANZANIA 2009/2010–2012/2013

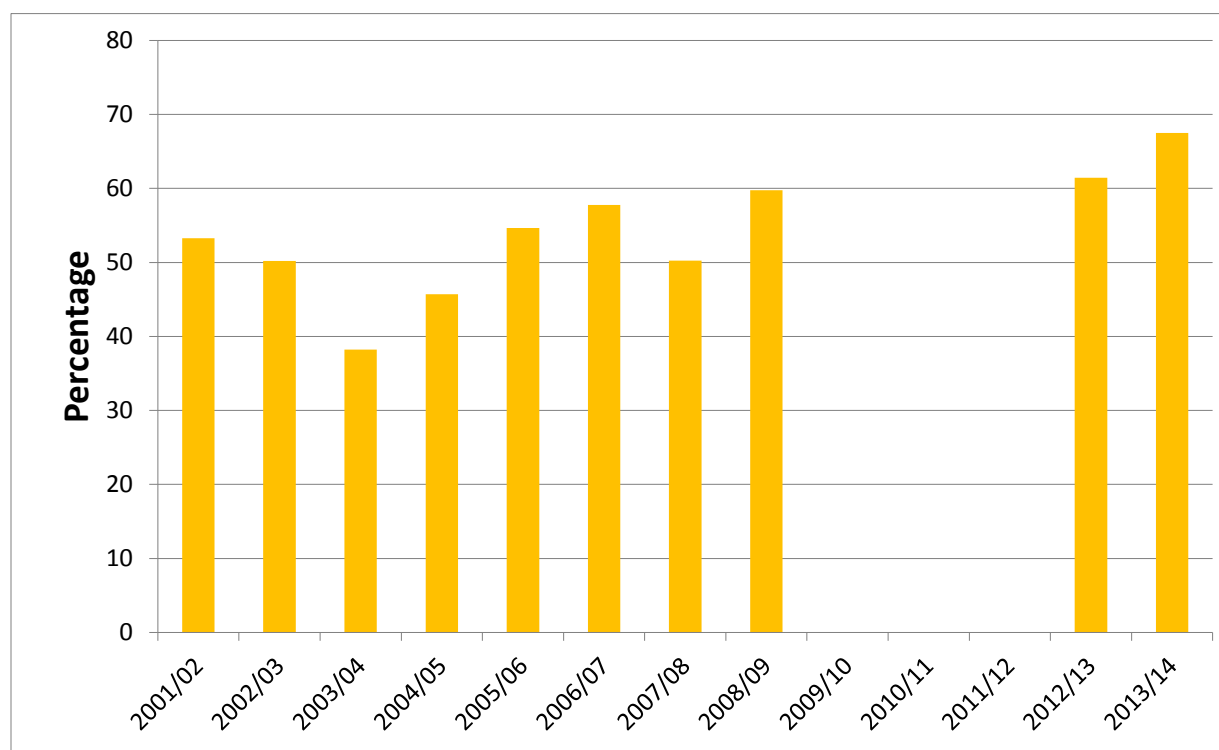
Categories	2009/2010	2010/2011	2011/2012	2012/2013
Agriculture expenditure as a share of total expenditure, %	6.4	5.9	3.6	4.0
Agriculture expenditure as a share of gross domestic product (GDP), %	1.6	1.8	1.2	1.2
Agriculture expenditure as a share of agricultural GDP, %	7.9	7.7	4.8*	4.8*
Share of decentralized sector expenditure, %	18.7	20.1	13.4	15.6
Nominal budget change, %	66.3	8.8	–28.6	22.8
Real budget change, %	50.5	5.9	–39.4	10.9
Agriculture wage bill as share of total agriculture budget, %	14.4	6.4	7.8	7.9
Budget execution: Spent to approved funds, %	82.1	77.0	78.5	n/a

Source: PER, 2013.

Further examination of expenditure data indicates that more than 60 percent of the sector budget is allocated to recurrent expenditures, leaving only a small proportion of the budget for development (Figure 5.1). The data also show that input subsidy programs and the National Food Reserve Agency capture large portions of the budget, leaving limited resources for other programs, such as land use and planning, animal disease control, and crop breeding (PER, 2013). Several development partners have also been supporting the input subsidy program in Tanzania through collaborative projects with the government. For instance, in financial year 2008, the government spent US\$53 million on an input subsidy voucher system, in partnership with the Alliance for Green Revolution, supporting value chain development for inputs (USG, 2010). In June 2009, the World Bank approved an additional US\$220 million for ASDP to address food security through the Accelerated Food Security Program. Of the total funds made available through the program, US\$160 million was allocated to expansion of the voucher system for farm inputs (USG, 2010).

The government has also committed to allocate additional resources to agriculture through the BRN initiative, which began implementation in 2013/2014. The project is implemented by the Presidential Delivery Bureau in the President’s Office. The agriculture component is being managed by the Agricultural Delivery Bureau. The projects and programs under the BRN are scheduled to be implemented over three years from 2013/2014 to 2015/2016. The government’s agricultural budget for the BRN initiative is quite low compared with the amounts committed to transport, education, energy, and water under this initiative (see Table 5.3).

FIGURE 5.1: RECURRENT BUDGET AS A SHARE OF TOTAL AGRICULTURAL BUDGET IN TANZANIA



Source: Data from Ministry of Agriculture, Food Security, and Cooperatives budget unit.

TABLE 5.3: GOVERNMENT AND DEVELOPMENT PARTNERS' BUDGETED COMMITMENTS TO NATIONAL KEY RESULT AREAS UNDER THE BIG RESULTS NOW (BRN) INITIATIVE (TSH BILLIONS)

National Key Results Area	Total 3-Year BRN Budget, 2013/14–2015/16	2013/14 BRN Budget	Government of Tanzania 2013/14 Budget Commitment	Confirmed Development Partner Funding, 2013/14	Budget Gap, 2013/14	Budget Gap, % of 2013/14 Budget
Agriculture	5,545.2	193.9	24.4	9.5	159.9	82
Transport	3,537.9	1,210.5	171.6	15.3	1,023.7	85
Education	693.0	194.2	105.5	0.7	88.0	45
Energy	7,087.8	2,682.5	714.6	645.5	1322.5	49
Resource mobilization	483.5	99.1	0.4	—	98.7	100
Water	1,450.0	482.0	248.4	115.3	118.4	25
Total	18,797.4	4,862.1	1,264.8	786.2	2,811.0	58

Source: Public Expenditure Review, 2013.

5.1.4. Government Progress in Meeting Institutional and Capacity Development Needs

Enhanced human capacity in Tanzania's agricultural sector is one of the main objectives of ASDP. It is important for the delivery of agricultural policies and programs. As part of its commitment to developing institutional capacity, the government has been working with various partners to implement various capacity-building programs in

programming, planning, monitoring and evaluation, policy analysis, and procurement. Box 5.1 provides examples of these capacity-building partnerships.

BOX 5.1: EXAMPLES OF CAPACITY ENHANCEMENT ACTIVITIES BY GOVERNMENT AND PARTNERS

- The government has committed to hiring more agricultural staff to address gaps in technical staffing in the sector. Each year the government plans to hire new staff. For instance, in 2012/2013, the government hired 3,000 extension workers, tutors, and researchers.
- To improve ASDP implementation capacity, the government is working toward improving budget execution capacity, especially at the local government authority level. The Ministry of Agriculture, Food Security, and Cooperatives (MAFC) has also been implementing capacity-building programs on areas of procurement to enhance the capacity of the ASDP staff.
- During implementation of ASDP I, the government collaborated with the Japan International Cooperation Agency (JICA) to enhance monitoring and evaluation (M&E) capacity for technical officers at central and local government levels. This intervention is ongoing.
- Through the Feed the Future Initiative, the government, with support from the United States Agency for International Development (USAID), has sent technical staff from various government institutions for further studies. More than 100 government officials have joined higher-learning institutions in Tanzania and abroad for short- and long-term training in various areas related to agriculture.
- The government recently signed a memorandum of understanding with Michigan State University for capacity enhancement for agricultural policy and planning.
- In collaboration with various partners, the government is working to develop a platform for policy analysis and coordination. This platform will enhance national capacity for evidence-based planning and policymaking, M&E, and implementation of mutual accountability frameworks in Tanzania. The main beneficiaries for such an initiative will be the key institutions in the agricultural sector, including the agricultural sector lead ministries, private-sector firms and associations, and the National Bureau of Statistics.
- The government has been working with development partners, including USAID and the Alliance for Green Revolution, to expand agrodealer business skills training.
- The government and the United Nations Development Programme are implementing a project called the Southern Agriculture Growth Corridor of Tanzania (SAGCOT) capacity development project, which has two objectives: (1) strengthening the capacity of the SAGCOT center to effectively coordinate implementation of the five-year work plan, and (2) strengthening the capacity of MAFC and the Rufiji Basin Development Authority to support smallholder farmers' engagement in the corridor.
- Government is working with various development partners, including the Food and Agriculture Organization of the United Nations, JICA, USAID, and World Bank, toward strengthening agricultural statistics in Tanzania.

5.2. Financial and Nonfinancial Commitments to Agriculture by Nonstate Actors

The contribution of nonstate actors to agricultural development in Tanzania is significant. The agricultural sector nonstate actors in the country include individual smallholder farmers, medium- to large-scale private investors,

faith-based organizations engaged in agricultural development, community-based organizations, farmer organizations, and civil society groups. Data indicate that both foreign and local nonstate actors are investing in agriculture in Tanzania (see Table 5.4).

TABLE 5.4: TREND OF INVESTMENT PROJECTS IN THE AGRICULTURAL SECTOR

Year (1)	Total Project Approved (2)	Estimated Value of Investment in US\$ (million)		Total in US\$ (million) (5)	Nature of the Project		Ownership		
		Foreign (3)	Local (4)		New (6)	Expansion (7)	Foreign (8)	Tanzania (9)	Joint Venture (10)
2003	21	21.7	19.5	41.2	10	11	10	9	2
2004	30	31.5	47.8	79.3	17	13	8	12	10
2005	37	33.4	17.8	51.2	17	20	13	13	11
2006	34	99.2	52.7	151.9	17	17	11	13	10
2007	28	106.5	46.9	153.3	17	11	14	9	5
2008	39	72.4	101.8	174.1	27	12	17	11	11
2009	19	33.8	38.7	72.5	16	3	8	6	5
2010	23	253.8	221	474.08	21	2	6	12	5
2011	53	367.42	298.5	665.92	47	6	17	21	15
Total	284	1,019.62	844.6	1,863.6	189	95	104	106	74

Source: Extracted from Gabagambi et al., 2012, p. 8.

Despite the diversity of the nonstate actors investing in agriculture, data about their investments are limited because Tanzania so far has not had an effective approach for collection of this information from nonstate actors. This can be explained by two factors. First, collecting data from private-sector actors is difficult because most of them tend to be uncomfortable disclosing information about their investments. Second, the private sector has no incentives to generate and provide this information. However, a gradual shift is taking place toward this trend. Recently, some private-sector actors started showing willingness to disclose their plans to invest in agriculture. The Prime Minister's Office, the SAGCOT center, and the Grow Africa initiatives are playing a major role in putting together this kind of information (see Tables 5.5 and 5.6).

TABLE 5.5: FINANCIAL AND NONFINANCIAL COMMITMENTS BY SELECTED NONSTATE ACTORS (US\$)

Company	Goals	Budget
AGCO	<ul style="list-style-type: none"> Establish a demonstration farm and training center. Provide infrastructure and technical support with mechanization, storage, and livestock systems. Offer financial solutions and develop leasing models for tractor supply. 	Not specified
Agrica/Kilombero Plantations Limited (KPL)	<ul style="list-style-type: none"> Expand the reach of KPL smallholders from 1,500 to more than 5,000. Complete the KPL's irrigation system to cover more than 3,000 hectares (ha). Construct biomass power plants totaling 3 megawatts. 	\$30 million by 2016
Agricultural Council of Tanzania	<ul style="list-style-type: none"> Prepare and disseminate policy papers on constraints to investment. Provide a platform for information analysis and dialogue for private and public stakeholders. 	Not specified

Company	Goals	Budget
AgroEcoEnergy	<ul style="list-style-type: none"> Produce sugar and renewable energy sustainably. 	\$425 million
Armajaro Trading Ltd.	<ul style="list-style-type: none"> Improve productivity. Strengthen market linkages. Provide access to finance. 	\$1 million
Diageo	<ul style="list-style-type: none"> Contribute to developing and implementing a scalable sorghum value chain. 	\$2 million
Monsanto	<ul style="list-style-type: none"> Strengthen maize and vegetable value chains in the Southern Agriculture Growth Corridor of Tanzania (SAGCOT). 	\$50 million over next 10 years
SABMiller	<ul style="list-style-type: none"> Increase locally sourced barley. Invest in farming programs, provide seeds and funding, and assist with machinery. 	
Shambani Graduate Enterprise	<ul style="list-style-type: none"> Expand milk collection, processing, and marketing. Build the production and quality capacity of 400 milk producers. Increase farmer income by \$900 a year. 	\$0.28 million
Swiss Re	<ul style="list-style-type: none"> Develop microinsurance solutions to agricultural risks. 	Not specified
Syngenta	<ul style="list-style-type: none"> Support the SAGCOT initiative and private-sector partnerships. Support the KPL rice plantations and smallholder programs. Explore opportunities with other clusters. Develop environment- and climate-compatible agriculture for smallholder rice and maize farmers. 	\$500 in Africa
Tanseed International Ltd.	<ul style="list-style-type: none"> Improve the availability and quality of affordable rice and maize seed. Improve crop management practices. Purchase \$12 million of certified seeds from contract growers. Sell 12,000 metric tons of certified rice and maize seeds to 1.26 million farmers. Train contract growers and supervise seed production. 	Not specified
Tanzania Horticultural Association	<ul style="list-style-type: none"> Map horticulture activities/projects/plans in priority clusters and throughout SAGCOT. Represent SAGCOT at horticulture for a/events Be the first contact for horticulture-interested parties. 	Not specified
Tanzania Seed Trade Association	<ul style="list-style-type: none"> Increase access to improved seed varieties. 	Not specified
Unilever	<ul style="list-style-type: none"> Set up value-chain partnerships in tea. Improve smallholder livelihoods in tea through sustainable sourcing and investment. Explore local sourcing opportunities for cocoa, vegetable oils, fruits, and vegetables. 	Not specified
United Phosphorous/ Advanta	<ul style="list-style-type: none"> Improve the productivity and income of smallholder farmers through technology transfer. 	Not specified
Vodafone	<ul style="list-style-type: none"> Provide mobile agricultural solutions. Optimize supply chains by strengthening linkages and feedback loops between smallholders and large agribusinesses. Improve access to secure and timely payments. 	Not specified
Yara	<ul style="list-style-type: none"> Cultivate long-term partnerships for co-developing a national fertilizer market. 	Not specified
Jain Irrigation	<ul style="list-style-type: none"> Develop irrigation and enabling infrastructure. 	Not specified

Company	Goals	Budget
Selous Farming	<ul style="list-style-type: none"> Expand livestock from 500 beef breeding cows to 900, and 400 ewes to 1,200. Expand processing at abattoir and butchery for meat and poultry products. Expand production of seed maize from 150 ha to 400 ha, and soya from 60 ha to 400 ha. Establish a mill to produce quality animal feed. 	\$7 million
Tanzania Tea Packers Ltd.	<ul style="list-style-type: none"> Enhance smallholder agricultural development in Rungwe district. 	\$5 million

Source: Grow Africa, 2014.

TABLE 5.6: PROGRESS MADE IN MEETING COMMITMENTS BY SELECTED NONSTATE ACTORS

Company	Progress as of April 2014
AGCO	<ul style="list-style-type: none"> Exploration visits to the country already conducted, existing opportunities with the Southern Agriculture Growth Corridor of Tanzania (SAGCOT) and Ministry of Agriculture done. Concept stage initiated in Kigoma and with Tanzania Horticultural Association. <p><i>Private-sector member participating in a consortium for the Competitive Africa Rice Initiative. Reaching about 30,000 smallholders in Tanzania within a span of 5 years is the target.</i></p>
Agrica/Kilombero Plantations Limited (KPL)	<ul style="list-style-type: none"> Smallholder program already expanded to cover 6,500 farm households. Only 215 hectares (ha) already under irrigation. <p><i>\$3 million injected to maintain KPL as a going concern.</i></p>
Agricultural Council of Tanzania	<ul style="list-style-type: none"> Engaged in formation of Tanzania Agricultural Development Bank. Produced policy brief on crop cess to lobby government. <p><i>Advocates for streamlining fees, eliminating overlaps in the roles and responsibilities of regulatory agencies, and reviewing land tenure.</i></p>
AgroEcoEnergy	<ul style="list-style-type: none"> Secured engagements from development and commercial banks for financing and supporting outgrower scheme projects. Carried out environmental and social impact study; physical planning of the facility already done. Supplier contracts and off-taker agreements for sugar and power from ethanol already put in place. <p><i>Government and local communities to be given 10% stake in the project.</i></p>
Armajaro Trading Ltd.	<ul style="list-style-type: none"> 8,981 farmers trained in good agricultural practices. Promoter farmer model developed and used for training, and demonstration plots established in each promoter farmer locality. Processed 3,278 tons of cherry in Mbinga region. 2,950 farmers trained in basic business skills. 12,117 farmers Rainforest Alliance certified, 2,110 tons of coffee from the farmers sold as certified. All 2,950 farmers in the second cohort introduced to the Gender Action Learning System. 10 wet mill staff in Mbinga trained in payment ecosystem services. <p><i>Identified two clonal nursery sites and carried out initial site preparations, to be finalized by end of March 2014.</i></p>
Diageo	<ul style="list-style-type: none"> Future development being reviewed in agreement with SAGCOT. <p><i>Trials on sorghum production conducted.</i></p>
Monsanto	<ul style="list-style-type: none"> Launched partnerships. <p><i>Reached more than 220,000 smallholders with improved technologies and management practices.</i></p>
SABMiller	<ul style="list-style-type: none"> Reached 253 smallholders. Sourced 8,955 tons of barley from 300 smallholders in 2013.

Company	Progress as of April 2014
	<ul style="list-style-type: none"> Identified new potential areas and farmers in Sumbawanga. Developed demonstration farm in partnership with Syngenta, Yara, and John Deere in the Northern Highlands. <p><i>Completed commercial trials and established a "Total Package" program.</i></p>
Shambani Graduate Enterprise	<ul style="list-style-type: none"> Developed business plan and focused strategy. Invested \$62,500 already in renovating facilities. In discussion with two firms for financing. Currently sourcing 1,500 liters/day of milk from 120 smallholders. <p><i>Almost completed installation of new boiler.</i></p>
Swiss Re	<ul style="list-style-type: none"> Partnerships forged with donors, businesses, and government. Held local trainings and awareness-raising events. <p><i>300,000 smallholders reached at the Pan-African level.</i></p>
Syngenta	<ul style="list-style-type: none"> Supporting the SAGCOT center with planning, funding, and delivery. Commenced commercial operation in tomato value chain in Iringa, Makambako, and Njombe. Launched crop productivity training program in Morogoro and Iringa. Trialing high-productivity rice for KPL and expect licenses. <p><i>Reached 9,000 smallholders.</i></p>
Tanseed International Ltd.	<ul style="list-style-type: none"> Produced 711 tons of certified seed. Registered 102 seed distributors. Employed and trained 3 additional staff. <p><i>Engaged in strategic partnerships with the International Maize and Wheat Improvement Centre, the International Rice Research Institute, the Alliance for Green Revolution, USAID, and Root Capital.</i></p>
Tanzania Horticultural Association	<ul style="list-style-type: none"> Played a critical role in lifting a ban on flower exportation through Kenya. Negotiated waiver of cumbersome procedures for importing fertilizers and special consideration for a flat-rate cess for the horticulture industry. Lobbied the government to commit TSh 1.7 billion for infrastructure in rural areas. <p><i>Lobbied Global Gap to translate its safety standards into Kiswahili for easy access and use by small-scale farmers in Tanzania.</i></p>
Tanzania Seed Trade Association	<ul style="list-style-type: none"> Re-engaged with new leadership in the Ministry of Agriculture, and participated in a task team set up by the ministry to unlock tax burden issues. Assembled the necessary facts and figures to engage the panel tasked with streamlining tax laws. <p><i>Formed a task force to address fake seed syndicates.</i></p>
Unilever	<ul style="list-style-type: none"> Entered into tea partnerships with government in the SAGCOT area. <p><i>Expanding estates in Mufindi and developing a project in Njombe.</i></p>
United Phosphorous/Advanta	<p><i>Implementation blueprint is ready.</i></p>
Vodafone	<ul style="list-style-type: none"> 7,863 smallholders already reached in Mozambique, Kenya, and Tanzania. Completed stakeholder meetings and needs assessment for seven supply chain clients. Piloted supply chain management solution with two clients. <p><i>Continuing with financial service research.</i></p>
Yara	<ul style="list-style-type: none"> Finalizing construction of a \$20-million revolving fertilizer terminal in Dar es Salaam. Established five in-market storage facilities in key agricultural areas. Conducted field missions to neighboring Rwanda and Burundi to develop regional distribution and agrodealer market

Company	Progress as of April 2014
	<p>with Tanzania as the hub.</p> <ul style="list-style-type: none"> • Held discussions with the Norwegian Development Cooperation and the Alliance for Green Revolution on project-specific activities in the SAGCOT region. • Provided technical expertise and products to develop smallholder capacity in the tea value chain in partnership with Unilever. • Trained 10,000 farmers in improved coffee production practices in partnership with Ecom Agroindustrial Corp. Ltd. • Provided plant nutrition expertise, fertilizer, and practical support to Environment and Climate Compatible Agriculture research partnership field trials. • Signed a memorandum of understanding with microfinance nongovernmental organization BRAC Bangladesh to collaborate on livelihood enhancement through an agricultural development project on maize. • Establishing trials and providing technical support related to key crops and value chains. <p><i>Exploring new partnerships in sugar, cotton, and maize value chains.</i></p>
Jain Irrigation	Not yet reported.
Selous Farming	Not yet reported.
Tanzania Tea Packers Ltd.	Not yet reported.

Source: Grow Africa, 2014.

5.3. Financial and Nonfinancial Commitments by Development Partners

As noted earlier, development partners support agriculture through the basket-funding or direct project funding mechanisms. Table 5.7 shows the financial commitments of the ASDP basket-funding development partners from 2006 to 2013. Table 5.8 provides information about key agricultural investments by the development partners in Tanzania within as well as outside the basket-funding mechanism. Additional information is found in Appendix Table A.5.

TABLE 5.7: ASDP I BASKET-FUNDING DONOR COMMITMENTS AND DISBURSEMENTS FROM 2006 TO 2013

Sources of Funds	Type of Cofinancing	Appraisal Estimate (US\$ million)	Actual or Latest Disbursement Estimate (US\$ million)	Percentage of Appraisal
Irish Agency for International Development	Grant	48.0	40.4	84.3
Japan International Cooperation Agency	Grant	40.3	11.6	28.7
European Union	Grant	9.4	9.4	100.0
World Bank (International Development Association)	Credit	185.0	164.0	88.6
African Development Bank	Credit	62.6	62.5	99.7
International Fund for Agricultural Development	Credit/Grant	98.9	98.6	99.7
Total		444.1	386.5	87.0

Source: Draft Agricultural Sector Development Programme Implementation Completion Report obtained through personal communication with the assistant director, Budgets, Department of Policy and Planning, Ministry of Agriculture, Food Security, and Cooperatives.

TABLE 5.8: G8 NEW ALLIANCE FINANCIAL COMMITMENTS BY VARIOUS DEVELOPMENT PARTNERS

Country/ Organization	Time Frame	Commitment	Disbursed through 2013	Type of Funding
European Union	2011–2015	EUR 87 million	EUR 87 million	Project funding through civil society, Tanzanian research institutions, or line ministries
France	2012–2015	EUR 38.1 million	EUR 340,000 (grant)	
Germany	2012–2015	EUR 72.5 million	EUR 10.1 million	Basket and bilateral funding
Japan	2015	JPY 14.1 billion	JPY 5.3 billion	Technical cooperation, grant aid, and loan
Russia	2013–2014	US\$30 million		
United Kingdom	2012–2015	GBP 63 million		Project funding
United States	2011–2015	US\$315 million	Approximately US\$100 million	Project funding (about 60%) and basket funding for roads and irrigation (about 40% of total)
Food and Agriculture Organization of the UN	2010–2016	US\$7.2 million	Approximately US\$2.6 million	Project funding

Source: Partnership Accountability Committee in Tanzania, 2013.

To a great extent, development partners are making efforts to deliver resources as committed. However, some inconsistencies between commitments and actual disbursements could be improved. At times, the amounts disbursed are much lower than envisaged (see Tables 5.5 and 5.6, and Appendix Table A.5). For example, in the period 2010–2013, the Food and Agriculture Organization of the United Nations committed US\$5.3 million but disbursed only US\$2.3 million. Similarly, it had committed to disburse US\$1.4 million in 2011–2015, but only US\$350,000 was received in 2013/2014 (Partnership Accountability Committee in Tanzania, 2013). Delayed disbursements occur as well. Substantial delays in disbursements often contribute to delays in the implementation of agricultural programs (see ADE, ITAD, and COWI, 2012; Partnership Accountability Committee in Tanzania, 2013).

6. AGRICULTURAL SECTOR PERFORMANCE

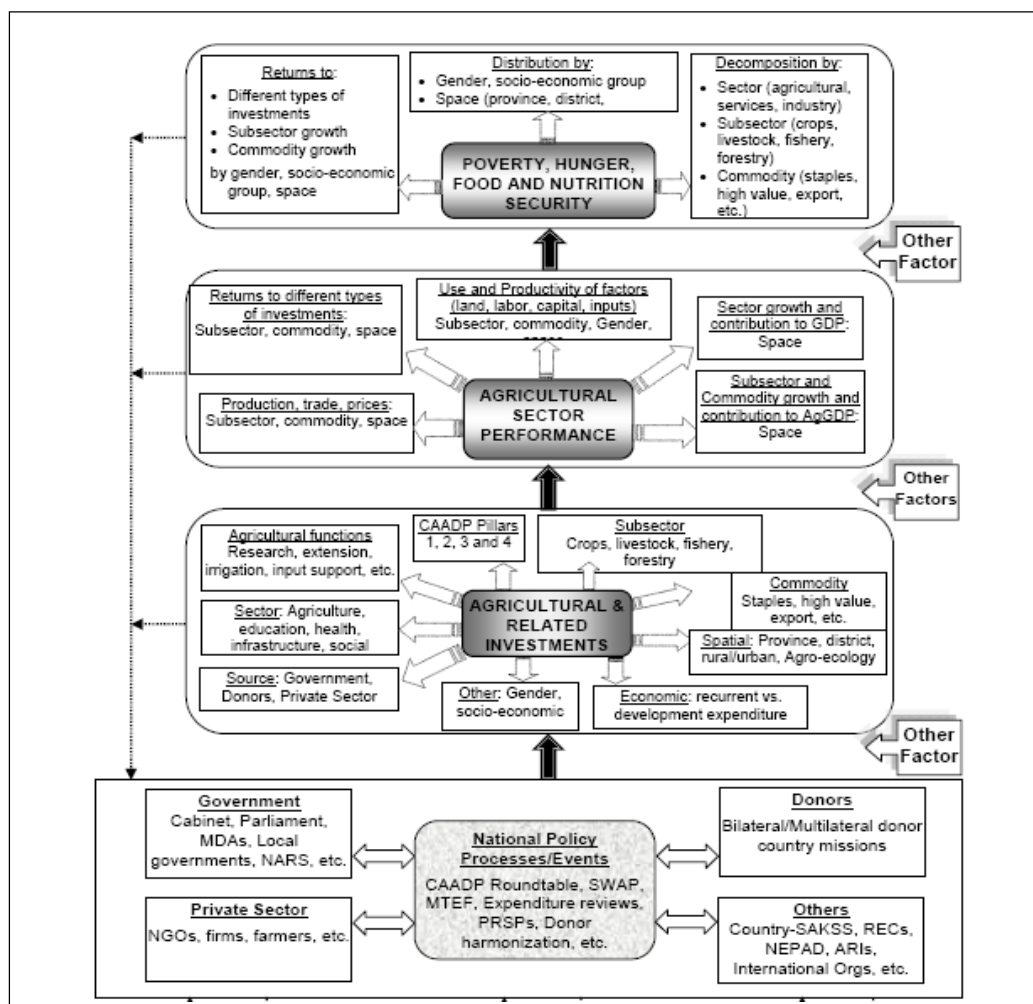
This part of the report aims to establish baselines on what indicators to monitor as African countries are implementing Joint Sector Review. The section presents evidence of progress that Tanzania has made in achieving the Comprehensive Africa Agriculture Development Programme (CAADP) indicators, as well as national agricultural goals. The values reported may act as a baseline for future tracking of progress. We report values at five different points in time. Due to the existence of time lag in data release, the latest possible value is for 2012. Using value for one year as a baseline is not recommended, because of the possibility that the year could have been an extreme year that had either very good or very bad performance due to such circumstances as weather. Therefore, we also report values for 2010 and 2011. Baseline value is calculated as an average value for 2010–2012. In addition, we report the value for the measure as of 10 years ago. This is also the time when CAADP was conceived at the Maputo Declaration. In addition, 2010 is also an important base year, as this is the year Tanzania signed the CAADP compact.

This section is structured based on the underlying intervention logic of the CAADP monitoring and evaluation (M&E) framework (see Benin et al., 2010): inputs, production, investment, trade, and outcomes. The CAADP M&E framework proposes indicators for the above five levels of the intervention logic plus some cross-cutting indicators (see Figure 6.1) within the CAADP M&E framework that are grouped into seven intervention areas: (1) enabling environment; (2) implementation process; (3) commitments and investments; (4) agricultural growth performance; (5) agricultural trade performance; (6) poverty, hunger, and food, and nutrition security; and (7) investment growth–poverty linkages (Benin et al., 2010).

We report the indicators proposed on the CAADP M&E framework as well as country-specific indicators identified under the Tanzania Agricultural and Food Security Investment Plan (TAFSIP), to enhance the utility of the report within Tanzania. These indicators are useful in tracking commitments made in the investment plan specific to Tanzania. For example, TAFSIP pledges to improve farmers' access to support services. TAFSIP is very specific as to how this should be achieved. It mentions that the aim is to have one agricultural extension officer in each village. This is clearly a SMART (specific, measurable, available/achievable in a cost effective way, relevant for the programme, and available in a timely manner) indicator that can be added to the joint indicators. While this country-specific indicator cannot be used to assess a country's progress against that of another country (as the other country may have a different policy on how to improve access to services), it is still useful to track the indicator to get a sense of the progress over time within the country.

Data used are derived mainly from country sources within Tanzania (including the Ministry of Agriculture, Food Security, and Cooperatives (MAFC); Tanzania National Bureau of Statistics; Tanzania Revenue Authority; Ministry of Finance and Economic Affairs; Bank of Tanzania; Tanzania Investment Centre; and various literature sources). We also use data on the Regional Strategic Analysis and Knowledge Support System (ReSAKSS) website, which contains information collated by ReSAKSS and partners, including Tanzania. If information is not available from the two sources, we fill information gaps with data from international data sources, such as the World Bank's World Development Indicators database, the Food and Agriculture Organization of the United Nations' Statistical Database (FAOSTAT), and data from the Organisation of Economic Co-operation and Development, and United Nations Conference on Trade and Development.

FIGURE 6.1: UNDERLYING LOGICAL FRAMEWORKS FOR THE CAADP M&E SYSTEM



Note: AgGDP = agricultural gross domestic product; ARIs = agricultural research institutes; CAADP = Comprehensive Africa Agriculture Development Programme; GDP = gross domestic product; MDAs = ministries, departments, and agencies; MTEF = Medium Term Expenditure Framework; NEPAD = New Partnership for Africa’s Development; NARS = national agricultural research systems; NGOs = nongovernmental organizations; PRSP = poverty reduction strategy paper; RECs = Regional Economic Communities; SAKSS = Strategic Analysis and Knowledge Support System; SWAp = sector-wide approach.

6.1. Input-Level Indicators

We start with a set of indicators for inputs related to the agricultural sector. At this level, we look at efforts invested in the Tanzanian agricultural sector to promote growth of the sector. Aspects to be monitored here include agricultural processes, policies, institutions, events, commitments, and investments. These are indicated at the lowest level of the diagram in Figure 6.1. Examples of processes are poverty-reduction strategy papers, agricultural sectorwide approaches, medium-term expenditure framework, and public expenditure reviews. Indicators to be monitored at this level are as follows:

- Where the country is in implementing the major stages of the roundtable process.
- Composition of stakeholders involved at each major stage of the process.

- Resources and mechanisms for implementation of investment program.
- Whether resources have been committed by governments, private sector, and development partners.
- Whether mechanisms are in place for implementation and M&E.

The preceding sections of this report have presented country performance as these indicators are concerned, except for the indicator reflecting the “composition of stakeholders involved at each major stage of the process.” No formal system exists to track this indicator yet. CAADP should dedicate efforts in this M&E area.

The processes at the input level are expected to lead to increased and more efficient allocation of resources to the agricultural sector (output level). Hence, we also define a range of investment indicators at the input level (see Table 6.1).

TABLE 6.1: INVESTMENTS IN AGRICULTURE

Input Indicators	2003	2010	2011	2012	Average 2010–2012
Agriculture expenditure as a share of total expenditures, %	3.8	7.6	6.8	7.4	7.3
Agriculture expenditure as a share of gross domestic product (GDP), %	1.24	2.62			2.6
Agriculture expenditure as share of agricultural GDP (AgGDP), %	4.10	10.28			10.3
Agricultural official development assistance (ODA)/total ODA, %	4.77	6.70	4.73		5.7
Total ODA commitments as % of AgGDP	45.53	45.94	40.61		43.3
Agriculture expenditure share in AgGDP, %	4.10	10.28			10.3
Total foreign direct investments (US\$ millions)**	308.2	433.9	854.2		644.1

Sources: BoT, 2012; MAFC, OECD.

Notes: More information on investments is found in the Section 5 of this report.

** The agricultural sector attracts low levels of foreign direct investment (FDI) (Biswalo, 2011); it constitutes only about 2% of the total FDI (ASDP Monitoring and Evaluation Working Group, 2013).

6.2. Output-Level Indicators

Investments in agriculture are expected to lead to improved provision of services in the agricultural sector, and to greater coverage and utilization of improved agricultural inputs. Here we look at the outcomes of various areas of investment interventions in the sector, such as research, extension, irrigation, farm support, feeder roads, market, and postharvest loss reduction. Indicators at this level measure the levels of provision or coverage of services, as well as utilization of services (see Benin et al., 2010; and Table 6.2). Although progress is being made, the country faces challenges in meeting the national MKUKUTA targets. For instance, data from the Agricultural Census Survey 2007/2008 show that smallholder farmers participating in contracting production and outgrower schemes increased from 0.1 percent in 2002/2003 to 0.2 percent in 2007/2008, which is well short of the MKUKUTA I target for 2010 set at 1.3 percent (URT, 2012). Additionally, only 2.4 percent of smallholder farmers have access to formal credit for agricultural purposes, which is far below the MKUKUTA target of 10 percent (URT, 2012).

TABLE 6.2: PROVISION, COVERAGE, AND UTILIZATION OF AGRICULTURAL AND RURAL SERVICES

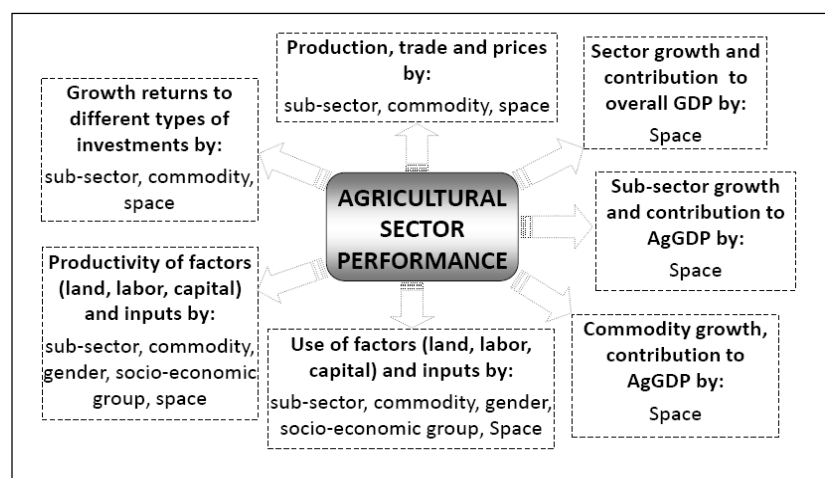
Output Indicators	2003	2010	2011	2012	Average Value 2010–2012
Agricultural land area under irrigation, %	1.77	1.1	1.4	1.5	1.3
Agricultural land area under irrigation (hectares [ha])	168,430	370,000	425,000	450,392	415,130
Proportion of households using improved seeds	16.7	19.5 (in 2009)			19.5
Proportion of households using chemical fertilizer	12.0	11.6 (in 2009)			11.6
Proportion of households using organic fertilizer	24.0	22.8 (in 2009)			22.8
Use of improved planting materials (% of farmers)			16.8		16.8
Fertilizer use in kilograms/ha	1.9	8.6	9		
Number of tractors in use	246	2,419	782		1,600
Number of power tillers in use		1,099	949		1,024
Agricultural machinery (tractors per square kilometer of arable land)		24.7			24.7
Proportion of smallholder farmers who accessed formal credit for agricultural purposes (%)	0.32	2.4 (in 2008)			2.4

Sources: BoT 2012; URT, 2012; ASDP Monitoring and Evaluation Working Group, 2013; National Sample Census of Agriculture 2002/2003; MAFC/Irish Aid, 2012.

6.3. Outcome-Level Indicators

The main objective of investing in agriculture is to stimulate the sector’s growth and performance. The sector’s performance can be measured in various ways, as summarized in Figure 6.2. Table 6.3 presents some selected indicators on agricultural performance. It indicates that average growth in agricultural gross domestic product (GDP) (2010–2012) is approximately 4 percent, or less than half of the MKUKUTA I target of 10 percent by 2010.

FIGURE 6.2: FACTORS FOR MONITORING AGRICULTURAL SECTOR PERFORMANCE



Source: Benin et al., 2010.

TABLE 6.3: OUTCOME INDICATORS: AGRICULTURAL GROWTH PERFORMANCE

Outcome Indicators	2003	2010	2011	2012	Average 2010–2012
Agricultural gross domestic product (AgGDP) growth (%) at constant 2001 prices	3.1	4.3	3.6	4.2	4.0
AgGDP growth rates (%), crops, at constant 2001 prices	3.2	4.4	3.5	4.7	4.2
AgGDP growth rates (%), livestock, at constant 2001 prices	2.2	3.4	3.9	3.1	3.5
AgGDP growth rates (%), forestry and hunting, at constant 2001 prices	3.0	4.1	3.5	2.4	3.3
AgGDP growth rates (%), fishing, at constant 2001 prices	6	1.5	1.2	2.9	1.9
AgGDP, annual, US\$ million, current prices**	3,870	4,051	4,187	5,027	4,422
Land productivity, US\$/hectare (ha)	156	212	221		216.5
Total value of agricultural exports, US\$ million	384.9	972	985	1,551.2	978.5
Agricultural imports share in total imports, %	14.05	10.62			10.6
AgGDP share of total GDP, %	28.7	28.1	27.7	26.8	27.5
Total agricultural imports, US\$ million	292	808	1,066	1,221	1,031.7
Per capita agricultural imports, US\$	33.46	61.09			61.1
Per capita agricultural exports, US\$	31.28	54.15			54.2
Ratio of the value of total agricultural exports to total agricultural imports	1.29	1.19			1.2
Food exports (% of total merchandise export)	61.0	31.9	32.2		32.5
Raw agricultural exports (% of total merchandise export)	13.0	7.4	5.6		6.5
Food imports (% of total merchandise import)	13.5	10.0	9.9		9.9
Raw agricultural imports (% of total merchandise import)	1.9	0.9	0.7		0.8
Food trade balance	1.29	1.19			1.2
Beans, dry (tons (t) per ha))*	0.7	0.7	0.9	0.9	0.8
Maize (t/ha)*	2.2	1.6	1.3	1.2	1.4
Rice, paddy (t/ha)*	1.6	2.3	2.0	2.3	2.2
Sorghum (t/ha)*	0.8	1.3	1.0	1.0	1.1
Millet*	0.6	1.0	1.1	0.8	1.0
Wheat*	1.2	1.1	1.0	1.0	1.1
Cassava*	2.4	5.2	6.3	5.7	5.7
Sunflower seed*	0.8	0.7	1.0	10.5	4.1
Cattle meat yield/carcass weight (t/animal)	0.11		0.11	0.125	0.1
Chicken meat yield/carcass weight (t/1,000 animals)	0.91		0.91		0.91
Cow milk, whole, fresh yield (t/animal)*	0.21	0.27	0.24		0.24
Cattle meat (production in tons)*	181,833	243,943	262,606	289,835	265,461
Sheep meat (production in tons)*	73,533	86,634	103,709	111,106	100,483
Pig meat (production in tons)*	21,333	38,180	43,647	47,246	43,024
Chicken meat (production in tons)*	55,500	80,916	93,534	84,524	86,325
Whole milk production, 1,000 liters*	898,333	1,649,857	1,744,222	1,853,099	1,749,059

Sources: Tanzania Revenue Authority; National Bureau of Statistics–country STAT; Livestock technical conversion study (MLFD, 2012); NBS, 2012, 2013a, 2013b. Yields of livestock products are computed by the authors based on FAO, 2013.

* Values for year 2003 are average for 2001–2003 based on data from the country STAT database <http://countrystat.org/home.aspx?c=TZA&tr=7>.

6.4. Impact-Level Indicators

When agricultural growth discussed in the section above is attained, expectations are that the country will have better performance in impact-level indicators: improved welfare for the people in Tanzania, and reduced food insecurity and hunger. Performance of Tanzania at the level of impact indicators is summarized in Table 6.4. The table shows that although Tanzania has experienced rapid economic growth, poverty levels remains unacceptably high in general, but more so among small-scale farmers in rural areas (ESRF, 2010; Thurlow and Pauw, 2010; Ministry of Finance, 2012). Ironically, poverty is higher among farming households. Mashindano and Maro (2011) indicate that the largest share of the poor population in the country (74.2 percent) is engaged in agriculture. Such findings indicate that much more needs to be done to address the challenge of agricultural and rural transformation as a precondition for effectively addressing poverty in rural areas (see also Ministry of Finance, 2012). Similarly, rates of malnutrition have declined, but the number of malnourished Tanzanians remains unchanged, largely because the national population is growing rapidly. Box 6.1 describes the food self-sufficiency ratio.

TABLE 6.4: IMPACT INDICATORS: ECONOMIC GROWTH, POVERTY, HUNGER, AND FOOD AND NUTRITION

Impact Indicators	2003	2010	2011	2012	Average 2010–2012
Real per capita gross domestic product (GDP) (current US\$)	306	525	530	608	555
GDP per capita annual growth		3.9	3.3	3.7	3.6
Annual average real GDP growth rates, %, at 2001 constant prices	6.9	7.6	6.4	6.9	7
Number undernourished (in millions)	14.6	15.9	15.9	15.6	15.8
Child malnutrition prevalence, %	20.2	16.2	15.4		
Adult undernourishment prevalence, %	36.0	38.4	38.8		
Child stunting prevalence, %	38*	42			42
Child underweight prevalence, %	22*	16			16
Child wasting prevalence, %	5*	4			4
Global Hunger Index	30.0	20.7	20.5	19.3	20.6
Food self-sufficiency ratio (FSSR)**	88	103	111	112	108.7
National population below national poverty line (%)	35.6 (in 2001)	33.6 (in 2007)		28.5 (in 2007)	28.5
Rural population below national poverty line (%)	38.7 (in 2001)			33.3 (in 2007)	33.3
Urban population below national poverty line (%)	25.8 (in 2001)			15 (in 2007)	15

Sources: NBS, 2009, 2011, 2013a, 2013b; Rutasitara, 2013; World Bank, 2014.

Notes: * These figures are based on the 2004/2005 Tanzania Demographic and Health Survey (TDHS); the figures for 2010 are based on TDHS, 2009/2010. ** FSSR is computed as the ratio of gross domestic production to gross domestic food requirements (see Box 6.1).

BOX 6.1: DESCRIPTION OF THE FOOD SELF-SUFFICIENCY RATIO

The food self-sufficiency ratio (FSSR) is the percentage ratio of gross domestic production to gross domestic food requirements. Gross domestic production is determined based on 12 crops: maize, sorghum, finger millet, bulrush millet, rice, wheat, beans, other pulses, bananas, cassava, sweet potatoes, and Irish potatoes. Gross domestic production is the aggregation of the production of these crops. (Crops of bananas, cassava, and potatoes are divided by 3 before aggregation, in order to adjust for water content.) Gross domestic requirements are computed based on per capita consumption per day per person, which is 650 grams (237 kilogram/year/person). It includes seed and food uses, postharvest losses, and trade. No carryover stock from previous years is taken into account. A situation where food produced is in the range of 100–120 percent FSSR is considered self-sufficient. When the FSSR is 120 percent and above, the situation is considered surplus.

6.5. Indicators on Enabling Environment

The main issues of the enabling environment are (1) governance and economic management in the agricultural sector, (2) policies for private-sector development, and (3) donor harmonization. Preferred enabling environment indicators for CAADP include frequency of strategic exercises (for example, priority setting, reform) within agricultural research institutions, universities, and ministries, departments, and agencies, as well as the composition of their governing bodies in terms of membership (for example, gender, farmers, civil society organizations) and frequency of meetings. Indicators from the African Peer Review Mechanism will also be important here, particularly those on political governance and economic management. We capture the progress made by Tanzania on these indicators below.

To measure performance in governance, which proxies well for enabling environment, one needs to examine the proportion of the population satisfied with political decisions made by the government (Benin et al., 2010). Here, we apply the Government Effectiveness measure of the World Governance Indicators (<http://info.worldbank.org/governance/wgi/index.aspx#home>). This measure ranges between –2.5 (worst) and +2.5 (best). To disaggregate our results by gender and rural/urban, we resort to an Afrobarometer survey (www.afrobarometer-online-analysis.com/), which has five waves in Tanzania. The specific question we address in this respect is, “Overall, how satisfied are you with the way democracy works in Tanzania today?” The higher the score, the more satisfied the respondent. Results are summarized in Table 6.5. An important area is the enabling environment. Indicators for assessing progress in this area are shown in Table 6.5. The first indicator looks at the political context. Benin et al. (2010) suggest as the first indicator in the governance category the percentage of population satisfied with political decisions by the government. However, this is somewhat problematic, because the indicator as defined here is nonstandard.

TABLE 6.5: ENABLING ENVIRONMENT

Political and Economic Governance	2003	2010	2011	2012	2013
Percentage of population satisfied with political decisions by the government by: government effectiveness*: Democratic functioning^:	-0.37	-0.58	-0.63	-0.69	
Male	4.66			4.85	
Female	4.72			4.99	
Rural	4.72			4.98	
Urban	4.62			4.80	

Political and Economic Governance	2003	2010	2011	2012	2013
Under 25 years of age				4.92	
25 to 40 years of age				4.88	
Over 40 years of age				4.96	
Revenue to gross domestic product (GDP), %	15.96	21.12	22.08	22.7	22.49
Inflation rate, %	4.4	6.5	12.7	16.1	7.9
Annual food inflation rate, %		7.4	15.1	20.2	8.6
Debt to GDP, %	63.62	42.7	45.36	46.78	48.79
Commercial bank lending to agricultural sector (% of total lending)		12.3	15.4		
Flow of lending to the agricultural sector by domestic commercial banks (TSh billions)	177.3 (in 2005)	691.2	911.5		
Proportion of commercial loans for agricultural and rural development, % agricultural GDP		<10.4%			
Share of official development assistance for budget support, %	36	20			

Sources: NBS, 2013a; Bank of Tanzania—Economic Survey in NBS, 2014.

Notes: *n ranges between –2.5 (worst) and +2.5 (best); ^ ranges between 0 and 10 (higher is better).

For the economic management component of the enabling environment category, revenue to GDP and debt to GDP are taken from the ReSAKSS website. Inflation rates are taken from a recent publication by the National Bureau of Statistics (NBS, 2014). In addition, consumption and budget surveys may contain useful information. For example, access to credit has been calculated on the basis of the Tanzania National Panel Survey, Wave 2 (2010/2011), which has questions of membership of savings and credit cooperative societies and also a section on credit (Section P). Another wave was done in 2008/2009. The positive side of using the panel survey is that it will be replicated again in the future.

Policies for private-sector development were captured by the Ease of Doing Business measure of the World Governance Indicators. This indicator can be used to assess a country's performance in creating an enabling environment for agricultural sector development. The indicator sheds light on how easy or difficult it is for a local entrepreneur to open and run a small- to medium-sized business when complying with relevant regulations. This aggregate ranking measures and tracks changes in regulations affecting 11 areas in the life cycle of a business: starting a business, dealing with construction permits, getting electricity, registering property, getting credit, protecting investors, paying taxes, trading across borders, enforcing contracts, resolving insolvency, and employing workers (World Bank, 2013b).

Since the 1980s, the government of Tanzania has introduced various policy reform measures intended to enhance economic growth and development. One major policy reform measure was the Economic Recovery Program, introduced in early 1986. The program involved trade liberalization, price decontrols, and the removal of other restrictive trade regimes. In its June 2004 and subsequent national budget documents, the government has consistently signaled its drive to continue this reform process with sweeping changes in its customs and other trade measures, mainly to enhance smallholder agricultural productivity and private enterprise development. These efforts have contributed to improving the ease of doing business in Tanzania. However, in spite of this progress, more efforts are necessary to improve the ease of doing business, as performance is generally poor in this indicator.

According to a recent report by the World Bank (2013b), Tanzania ranks 142 globally with regard to this indicator. This position indicates that the country is worse off compared with its eastern and southern African peers, including Kenya, Uganda, Botswana, and South Africa (Table 6.6). Despite the importance of improved access to credit in the agricultural sector, the country ranks 130 in this indicator, one of the worst rankings globally and also in the region, and much lower compared with immediate neighbors Kenya and Uganda.

The government is aware of these challenges and is investing further to address them. A study by Gabagambi et al. (2012) highlights some of the recent government efforts to create a better enabling environment in the agricultural sector, including increasing the budgetary allocation to agriculture; strengthening the Tanzania Investment Centre and Tanzania Investment Bank; establishing the Export Processing Zones Authority, Special Economic Zone, and Tanzania Agricultural Development Bank; implementing the Southern Agricultural Growth Corridor of Tanzania initiative; strengthening the Rufiji Basin Development Authority and Tanzania National Business Council; and improving the taxation regime.

TABLE 6.6: RANKING OF TANZANIA AND COMPARATIVE ECONOMIES IN THE EASE OF DOING BUSINESS

Ranking Indicators	Tanzania	Kenya	Uganda	Botswana	South Africa
Ease of doing business	145	129	132	56	41
Starting business	119	134	151	96	64
Dealing with construction permits	177	47	147	69	26
Getting electricity	102	166	178	107	150
Registering property	146	163	126	41	99
Getting credit	130	13	42	73	28
Trading across borders	139	156	164	145	106

Source: World Bank, 2013b.

6.6. Conditioning Factors

Various conditioning factors matter at various levels of the input-to-impact pathways shown in Figure 6.1. Examples include resource endowments, natural disasters, and political stability. These have been critical factors in explaining the poor performance in African agricultural development (Binswanger and Townsend, 2000).

Tanzania is well endowed with natural resources. It has 44 million hectares (ha) of arable land, of which only 23 percent is currently in use, and about 29 million ha suitable for irrigation—more than half the amount of arable land. Tanzania’s many rivers provide the opportunity to harness the irrigation potential.

Tanzania has two major rainfall regimes: unimodal (October–April) and bimodal (October–December and March–May). The unimodal regime is experienced in the southern, central, and western parts of the country, and the bimodal regime is found in the north from Lake Victoria extending east to the coast. Some concerns are emerging that climate change is contributing to unpredictable rainfall patterns, which have already started to negatively influence rainfed agriculture in some parts of the country. In addition, some parts of Tanzania are vulnerable to occasional floods, which at times damage croplands.

The country also enjoys a very high level of political stability compared with other countries in the East African Community. All these factors make for favorable conditions for agricultural production in Tanzania.

7. CONCLUSIONS, LESSONS LEARNED, AND RECOMMENDATIONS

7.1. Summary

Various data and information sources used in this report indicate that the government of Tanzania is keen to improve the performance of the agricultural sector, as evident through various agreements and commitments. This affirms the country's commitment to promote agriculture-led growth, as agreed by the heads of state in the African continent through the Maputo Declaration of 2003. Government agricultural priorities through the National Strategy for Growth and Poverty Reduction (NSGRP/MKUKUTA), the Agricultural Sector Development Programme Phase I (ASDP I), Kilimo Kwanza, Big Results Now, and other initiatives are in line with the Comprehensive Africa Agriculture Development Programme (CAADP) pillars.

A key observation here is that many overlaps are in the commitments made; this is not necessarily negative, as the overlaps provide opportunities for complementarities and value addition among initiatives. These benefits can be best achieved with effective coordination and collaboration. Although the government has been making efforts to enhance coordination in the agricultural sector, this still remains a challenge.

To embrace the mutual accountability agenda of delivering on commitments within the agricultural sector, an effective system is needed to monitor and evaluate how various agricultural stakeholders are performing on their commitments. Joint sector reviews (JSRs) are useful in assessing the effectiveness of policies and institutions and the extent to which the intended results are being realized.

Tanzania has a good foundation for implementation of JSRs in agriculture. The country has a number of review processes aimed at achieving different objectives within the agricultural sector. Enhancing synergies and collaboration among various stakeholders involved in the existing reviews would enrich dialogue for the overall development of the sector. For instance, data collection, analysis, and interpretation could be easier and cheaper if the systems share responsibilities and expertise. However, this potential is yet to be exploited fully.

Nonstate actors play a central role in financing, designing, and implanting agricultural programs. By their participation in these roles, it follows that they would also be critical stakeholders in policy formulation, planning and programming, monitoring and evaluation (t), and review processes for the sector. This assessment found that the potential contribution of nonstate actors in these processes is yet to be fully exploited. Their large numbers, and in some cases lack of coordination, have been blamed for this untapped potential. However, it is clear that nonstate actors have a critical role in the sector's development that cannot be ignored. Thus, a clear mechanism for engaging them must be put in place and implemented diligently. Enhanced efforts to address the coordination issues among the private-sector actors will be valuable.

7.2. Lessons from the Tanzania Experience, Challenges, and How to Address Them

7.2.1. Lessons from the Review and Dialogue Processes in Tanzania (Best Practices)

- The agricultural sector review and public expenditure review provide important inputs toward the implementation of interventions in the sector and informing the dialogue process in the annual General Budget Support review.

- The government is supporting mainstreaming of M&E in the agricultural sector lead ministries (ASLMs). M&E units are established in all ASLMs, and technical officers are responsible for M&E. This move is useful to support review and dialogue processes in agriculture. The M&E units generate reports on the performance of their subsectors, which are useful inputs to JSR processes.
- ASDP I joint implementation reviews (JIRs) improved interministerial coordination, led to stronger sector coordination, and improved quarterly reporting and progress tracking. The Basket Fund Steering Committee was effective in providing a forum for dialogue between the Tanzanian government and development partners.
- ASDP I JIRs were mainly implemented by the technical working groups of the ASLMs, working with a consultant. This was a good example of how the government can organize the review process. It provided greater opportunities for the government technical staff to actively participate in the review process. Such participation enhanced the government's capacity in the review process.
- The dialogue structure under MKUKUTA provides a mechanism through which the MKUKUTA Monitoring System can engage with all key stakeholders and foster evidence-based decision making, and policy changes for effective implementation of MKUKUTA.
- The in-depth studies that have been commissioned by various actors in the sector (for example, on export bans, tax exceptions, and the National Agriculture Input Voucher Scheme) have been very useful in generating information about key issues in the agricultural sector. However, the question remains whether they are mainstreamed in the review processes or are parallel to them.
- The commitment and support of the government and various partners have M&E and capacity building in Tanzania's agricultural sector.

7.2.2. Gaps in the JSR Process

- The time and resources allocated to review processes are inadequate. The JSR process tends to be rushed, providing inadequate time for investing in quality work. Decisions on the sites to be visited and stakeholders to involve are highly influenced by the available resources.
- The inclusiveness of nonstate actors in agriculture sector reviews is inadequate or of low quality. The government actors noted that they appreciate the importance of private-sector participation, but they face a number of practical challenges in implementing an inclusive dialogue mechanism (cost is one of the key challenges). The nonstate actors indicated that if informed early, they have the potential to cover their own costs of participation. Delays in communication about the next review have made it difficult to explore this option.
- Other concerns regard the quality of some review documents. Issues raised by the interviewed informants include poor representation of the respondents and sites selected for field visits, due to the fact that purposive sampling is mostly adopted; inadequate depth of analysis, due to time constraints; lack of clarity in articulation of issues; and poor quality of report writing. A detailed assessment of the past reviews will be useful for designing solutions to address these problems.
- Most of the efforts of the M&E working groups are dedicated to the "monitoring" component, with little emphasis on the "evaluation" component.
- Coordination of efforts is inadequate to monitor progress in meeting commitments in the agricultural sector, including letters of intent and commitments from donors, civil society, government institutions, and financing groups (both public and private). At the moment, different units are involved in some of this

work, including the CAADP desk, the Prime Minister's Office, M&E units in the ministries concerned, and the Southern Agriculture Growth Corridor of Tanzania center. The Prime Minister's Office has initiated efforts to bring together different agricultural reporting systems, but these efforts are still in the early stages. Strengthening and sustaining these efforts will be useful.

- Another concern is lack of clarity on how the reviews and assessments at the local level feed into the national-level review processes and vice versa.
- Few reviews exist on the performance of private-sector activities in agriculture in Tanzania, but the situation is changing slowly with the ongoing efforts to document private investments. These efforts need to be sustained.
- Many concerns relate to the poor quality of agricultural data, which makes it difficult for review teams to easily access consistent data. Quite often, data for the same indicator vary, depending on the source (EcomResearch Group, 2012). This situation is expected to improve with the government's ongoing efforts to strengthen agricultural statistics.

7.2.3. Recommendations for Enhancing Tanzania's Agricultural Review Process

- Prioritize efforts to generate strong evidence of outcomes and impacts, along with clear data on the progress of project implementation by M&E initiatives. This measure is designed to correct the current situation, where most of the efforts by the M&E unit are to collect data on input and output indicators.
- Strengthen the capacity of various agricultural stakeholders, such as technical working groups, ASDP secretariat, CAADP secretariat, ASLMs, and the private sector (where appropriate) in such areas as strategic thinking, leadership and administration, policy analysis, policy dialogue, outreach and communication and knowledge management, M&E and impact assessments, and technical report writing. The capacity-building activities need to be tailored according to the needs of different groups.
- Finalize the design of the Agricultural Sector Development Strategy, so that the design of ASDP II can be finalized. Strengthen the capacity of ASDP II for coordination and stakeholder engagement.
- Enhance the representation of the private sector within the core review teams, including organized business bodies, financial institutions, selected individual corporations, and selected farmer-led institutions.
- Implement the M&E of the sectorwide program (ASDP II), building on the framework developed during the Tanzania Agricultural and Food Security Investment Plan design to monitor and evaluate sector performance. The focus should be on strengthening the coordination of the existing systems so they all contribute to JSR processes in the sector.
- Organize targeted capacity-building activities among nonstate actors to enhance their capacity to contribute effectively in the review processes. Undertake a needs assessment to inform the design of training activities.

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APPENDIX 1: AGRICULTURAL STAKEHOLDERS CONSULTED, MEETING AND WORKSHOP PARTICIPANTS, AGREEMENT SIGNATORIES, AGRICULTURAL REVIEW AUTHORS, AGRICULTURAL PROJECTS, AND RECOMMENDATIONS FOR STRENGTHENING ACCOUNTABILITY

TABLE A.1: AGRICULTURAL STAKEHOLDERS CONSULTED

Name	Organization
Ms. Adellah Kasigwa	Ministry of Agriculture, Food Security, and Cooperatives (MAFC)
Mr. Audax Rukonge	Agriculture Non-State Actors Forum
Mr. Benjamin Kalekezi	MAFC
Ms. Daines Phillip	MAFC
Mr. David Biswalo	MAFC
Dr. David Rohrbach	World Bank
Dr. David Nyange	Michigan State University policy advisor to MAFC
Ms. Emma Isinika	World Bank
Ms. Jacqueline Mbuya Mhando	MAFC
Mr. Obey Asery Nkya	Prime Minister's Office
Ms. Margaret Ndaba	MAFC
Mr. Minoru Homa	Japan International Cooperation Agency Tanzania Office /Chair of Agriculture Sector Donor Working Group
Mr. Kevin Mccown	United States Agency for International Development (USAID) Tanzania
Prof. Samuel Wangwe	Research on Poverty Alleviation
Dr. Sophia Mlote	Ministry of Livestock and Fisheries Development (MLFD)
Mr. Steven Michael	MLFD
Dr. Thomas Hobgood	USAID Tanzania

TABLE A.2: LIST OF PARTICIPANTS FOR THE CONSULTATION WORKSHOP IN PREPARATION FOR THE JSR ASSESSMENT REPORT

Name	Organization
Saleh Mohamed Juma	Ministry of Agriculture and Natural Resources
Rehema Mashaka	Tanzania Private Sector Foundation
Chibole T. Manumbu	Ministry of Trade, Industry, and Marketing
Magdalene Mkocha	Tanzania Chamber of Commerce, Industry, and Agriculture
Sophia Mlote	Ministry of Livestock and Fisheries Development (MLFD), Policy and Planning Department
Mary Mgonja	Alliance for Green Revolution (AGRA) Tanzania
Hamad Masonu Ali	Ministry of Livestock and Fisheries, Zanzibar

Name	Organization
Ellykedo Ngonyani	President's Office, Planning Commission
Deogratius G. Mlay	Tanzania Dairy Board
Daines P.Mtei	Ministry of Agriculture, Food Security, and Cooperatives (MAFC)
I.S. Baruari	MAFC-Development Assistance Corporation (DAC)
Eng E.Nkini	Ministry of Water
Godfrey Bwana	Research on Poverty Alleviation/AGRA
David Nyange	Policy Advisor Ministry of Agriculture Policy and Planning
Kevin Mccown	United States Agency for International Development (USAID)
Evarist Makene	MAFC- Department of Research and Development
Mukara Mugini	Prime Minister's Office—Regional Administration and Local Government (PMO-RALG)/DSC-Doroma
Fuminori Arai	Japan International Cooperation Agency—Rural and Agricultural Development Advisory Group
Marcellina Chijiwifa	Presidential Delivery Bureau/Agricultural <i>Delivery</i> Division
Jacqueline Mbevy	MAFC-DAC
Adella Ng'atiwa	MAFC-DAC
Zainab Senyalamu	World Bank
Keneth Kaganga	MAFC
Oswald Rubaha	MAFC
Altenoy Urio	MAFC—Interim Ministerial Delivery Unit
Biswalo David	MAFC—Director of Policy and Planning
Rehema Sanga	MAFC
Tabu S. Ndatulu	Rufiji Basin Development Authority
Fiona Nattembo	International Food Policy Research Institute (IFPRI)
Bjorn VanCampenhout	IFPRI
Getzaina Kikoti	Sokoine University of Agriculture
Emmanuel D. Chonza	Ministry of Water
Paul Guthiga	Regional Strategic Analysis and Knowledge Support System (ReSAKSS)/International Livestock Research Institute (ILRI)
Stella Massawe	ReSAKSS/ILRI
Onesmo Kenneth	MRA Management Associates
Audax Rukonge	Agriculture Non-State Actors Forum (ANSAF)
Gili Teri	ANSAF
Juma Bruno Ngomuo	Tanzania Graduate Farmers Association
Margraet Ndaba	MAFC

TABLE A.3: SIGNATORIES OF SELECTED KEY AGREEMENTS RELATED TO AGRICULTURE IN TANZANIA

Agreement	People involved/ Signatories
World Food Summit Declaration, 1996	Head of state
Agricultural Sector Development Strategy, 2001	Government ministries, including Ministry of Agriculture and Food Security; Ministry of Cooperatives and Marketing; Ministry of Water and Livestock Development; Regional Administration and Local Government—Prime Minister’s Office; Planning and Privatization—President’s Office; Ministry of Finance; and the development partners. The coordination was carried out through a joint Food and Agriculture Sector Working Group.
Maputo Declaration on Food Security, July 2003	Head of state
Sirte Declaration on the Challenges of Implementing Integrated and Sustainable Development on Agriculture and Water in Africa, 2004	Head of state
Abuja Declaration on Fertilizer for the African Green Revolution, 2006	Head of state
Joint Assistance Strategy for Tanzania	Government of the United Republic of Tanzania and development partners: East African Development Bank, Belgium, Canada, Denmark, European Commission, Finland, France, Germany, Ireland, Japan, The Netherlands, Norway, Sweden, Switzerland, United Kingdom, United Nations, United States, World Bank, and Spain
Sharm El-Sheik Declaration on Responding to the Challenges of High Food Prices and Agriculture Development, 2008	Head of state
Dar es Salaam Declaration on Agriculture and Food Security, 2008	Southern African Development Community leaders
CAADP and TAFSIP (Comprehensive Africa Agriculture Development Programme and Tanzania Agricultural and Food Security Investment Plan)	Governments of the mainland and Zanzibar, development partners, private sector, regional economic communities, civil society organizations, and farmers
World Food Summit, 2010	
New Alliance for Food and Nutrition Security, 2012	Presidents of participating countries
Unilever and government of Tanzania memorandum of understanding to reinvigorate the Tanzanian tea industry, September 2013	Unilever chief supply chain officer and Minister of Agriculture, Food Security, and Cooperatives, government of Tanzania

TABLE A.4: AUTHORS OF THE RECENT AGRICULTURAL REVIEWS IN TANZANIA

Review Document	Government Ministries	Others
Agriculture Sector Review and Public Expenditure Review, 2008/2009	<ul style="list-style-type: none"> • David Biswalo—Ministry of Agriculture, Food Security, and Cooperatives (MAFC), Government Counterpart Team leader • Julius Zedekiah—MAFC • Desdery Rwezaula—Ministry of Livestock and Fisheries Development (MLFD) • Nsiande Raymond—MLFD • Bakari Mwaliko—Prime Minister’s Office—Regional Administration and Local Government (Dodoma) 	<ul style="list-style-type: none"> • Selemani Omari Selemani—lead consultant • Shabani Kipingu—associate consultant (agriculture expert) • Zuberi—associate consultant (public finance expert)

Review Document	Government Ministries	Others
Agriculture Sector Review and Public Expenditure Review, 2010/2011	<ul style="list-style-type: none"> • David Biswalo • Desdery Rwezaula • Patroba Mafuru • Nsia Raymond • Ahimidiwe Asseri 	<ul style="list-style-type: none"> • Economic and Social Research Foundation team led by Prof. Haidari Amani • Daniel Ngowi • Oswald Mashindano • Deogratias Mutalemwa • Festo Maro • Apronius Mbilinyi
Agriculture Sector Review and Public Expenditure Review, 2011/2012	<ul style="list-style-type: none"> • David Biswalo—MAFC • Fikiri Katiko and Stephen Michael as counterpart staff from the agricultural sector lead ministries 	<ul style="list-style-type: none"> • EcomResearch consultancy team led by Prof. Beatus A.T. Kundi with: <ul style="list-style-type: none"> ○ Deograsias Mushi ○ George Mkude ○ Frederick Yona • Isaac Mkilania • Attilio Mohele

TABLE A.5: LIST OF AGRICULTURAL PROJECTS IN RELATION TO TAFSIP INVESTMENT PRIORITIES

Thematic Area	Interventions by Other Stakeholders	Development Partners
Irrigation Development, Sustainable Water Resources, and Land Use Management	Agricultural Sector Development Programme 2006–2013	United Republic of Tanzania (URT), World Bank, Japan International Cooperation Agency (JICA), Irish Agency for International Development (Irish AID), African Development Bank (AfDB), International Fund for Agricultural Development (IFAD)
	Project for Supporting Rice Industry Development in Tanzania (Tanrice 2) 2012–2018	JICA
	Small Scale Irrigation Development Project 2013–2017	JICA
	Sustainable Management of Land and Environment (SMOLE II) 2010–2013	Finland
	Land Management Programme (Tanzania-Sweden Local Management of Natural Resources Programme [LAMP 2]) 2002–2007	Swedish International Development Cooperation Agency (Sida), and Government of Tanzania
	Southern Agricultural Growth Corridor of Tanzania (2013–2014)	World Bank
Agricultural Productivity and Commercialization	Rural Micro, Small and Medium Enterprise Support Programme 2007–2013	Swiss Agency for Development and Cooperation (SDC) and Irish AID
	Livelihood Enhancement through Agricultural Development project 2012–2016	Department for International Development (DFID)
	Domestic Horticulture Marketing 2010–2011	Bill and Melinda Gates Foundation
	Tanzania Agriculture Productivity Program 2009–2014	United States Agency for International Development (USAID)
	Cotton Sector Development Program 2011–2015	DFID
	Southern Agriculture Growth Corridor Investment Project (2013–2014)	World Bank
	District Agricultural Sector Investment Project 2006–2013	Government of Tanzania, African Development Fund

Thematic Area	Interventions by Other Stakeholders	Development Partners
Agricultural Productivity and Commercialization	Tanzania Staples Value Chain Project—NAFAKA 2011–2015	USAID
	Project for Supporting Rice Industry Development in Tanzania (Tanrice 2) 2012–2018	JICA
	Sustainable Market-led Agriculture and Resource Management 2012–2014	Canadian International Development Agency (CIDA)
	Sustainable Agriculture Against Food Insecurity in Kilolo and Namtumbo Districts 2009–2011	European Union
	District Development Programme Coffee Project 2002–2007	USAID
	Trade and Agriculture Support Programme, Phase II, Support to Horticulture Subsector in Tanzania	European Union
	Rural Livelihood Development Program Phase IV 2012–2016	SDC
	District Agricultural Sector Investment Project 2006–2013	Government of Tanzania, French Development Agency
Rural Infrastructure, Market Access, and Trade	Marketing Infrastructure, Value Addition, and Rural Finance Programme 2011–2016	Sida, IFAD, AfDB, Alliance for Green Revolution (AGRA), Irish AID
	Rural Micro, Small and Medium Enterprise Support Programme 2007–2013	SDC and Irish AID
	Tanzania Agriculture Productivity Program 2009–2014	USAID
	Trade and Agriculture Support Programme, Phase II, Support to Horticulture Subsector in Tanzania	European Union
	Lindi and Mtwara Agribusiness Support Project 2010–2014	Finland
	Agricultural Marketing System Development Project 2002–2010	AfDB, IFAD, Government of Tanzania, Irish AID
	Agricultural Services Support Programme 2007–2014	IFAD, AfDB, Irish AID, World Bank
	Tanzania Agricultural Sector Development Project 2006–2014	IFAD
	District Agricultural Sector Investment Project 2006–2013	Government of Tanzania, AfDB
	Market-based Solutions to Reduce Poverty and Improve Nutrition 2002–2010	USAID
	Sustainable Market-led Agriculture and Resource Management 2012–2014	Ministry for Foreign Affairs of Finland
	Southern Agriculture Growth Corridor Investment Project 2013–2014	World Bank
	Sustainable Agriculture Against Food Insecurity in Kilolo and Namtumbo Districts 2009–2011	European Union
	Regional Trade Facilitation Project 2001–2013	World Bank
	Engineering Services (A&E) for the Tanzania Irrigation and Rural Roads Infrastructure Project 2011–2014	USAID
	Trade and Agriculture Support Programme, Phase II, Support to Horticulture Subsector in Tanzania	Ministry for Foreign Affairs of Finland
	Domestic Horticulture Marketing 2010–2011	Bill and Melinda Gates Foundation
	Southern Agricultural Growth Corridor of Tanzania 2013–2014	World Bank
District Agricultural Sector Investment Project 2006–2013	Government of Tanzania, African Development Fund	

Thematic Area	Interventions by Other Stakeholders	Development Partners
Rural Infrastructure, Market Access, and Trade	Rural Livelihood Development Program Phase IV 2012–2016	SDC
	Tanzania Staples Value Chain Project—NAFAKA 2011–2015	USAID
	Agricultural Sector Development Programme 2006–2013	URT, World Bank, JICA, Ireland, AfDB, IFAD
	Lindi and Mtwara Agribusiness Support Project 2010–2014	Finland
	Southern Agricultural Growth Corridor of Tanzania 2013–2014	World Bank
	Rural Micro, Small and Medium Enterprise Support Programme 2007–2014	IFAD
Private-Sector Development	Private Sector/ Micro, Small and Medium Enterprise Competitiveness 2005–2013	World Bank
	Tanzania Agrodealer Strengthening Program 2007–2010	AGRA
	Private Enterprise Support Activities 2002–2007	USAID
	Rural Livelihood Development Program Phase IV 2012–2016	SDC
Food and Nutrition Security	Agricultural Sector Development Programme—Livestock: Support for Pastoral and Agro-Pastoral Development 2007–2015	SDC
	Mwanzo Bora Nutrition Project (MBNP) 2011–2016	USAID
	Accelerated Food Security Project (AFSP) 2012–2013	World Bank
	Uhakika wa Chakula kwa Jamii (Community Food Security Programme) 2011	DFID
	Market-based Solutions to Reduce Poverty and Improve Nutrition 2002–2010	USAID
	Emergency Supply of Maize Seeds to Drought-Affected Farmers in Tanzania (Phase III) 2010–2012	United Kingdom
	Country Programme—United Republic of Tanzania 2010–2015	World Food Programme
	Southern Agricultural Growth Corridor of Tanzania 2013–2017	DFID
	Improvement of food security and nutritional status in the Maasai steppes of northern Tanzania, by applying sustainable farming technologies: 2010–2011	European Union
	Tanzania Staples Value Chain Project—NAFAKA 2011–2015	USAID
Disaster Management, Climate Change Mitigation, and Adaptation	Lindi and Mtwara Agribusiness Support Project 2010–2014	Finland
	Mainstreaming Sustainable Forest Management in the Miombo Woodlands of Western Tanzania 2012–2016	Global Environment Facility, Government of Tanzania, United Nations Development Programme (Country Office), ATTT (private sector), Institute of Resource Assessment
	Achieving Water Security in the Southern Agricultural Growth Corridor 2013–2015	Norway
	A gendered analysis of climate change impacts and adaptation in semi-arid area farming systems and natural resources management 2011–2015	Norwegian Ministry of Foreign Affairs
	Canada Fund for African Climate Resilience: Sustainable Market-led Agriculture and Resource Management	CIDA
	Global Climate Change Alliance in Tanzania 2010–2013	European Union (Global Climate Change Alliance)
	The Hillside Conservation Agriculture Project	

Thematic Area	Interventions by Other Stakeholders	Development Partners
Policy and Institutional Reform and Support	SERA Project 2011–2015	USAID
	Technical Cooperation in Capacity Development for Agricultural Sector Development Programme Monitoring and Evaluation System March 2008–March, 2011	JICA
	Project for Capacity Development for the Agricultural Sector Development Programme Monitoring and Evaluation System Phase II—2011–2015	JICA
	Enabling Policy Environment for Agricultural Sector Growth	USAID
	Agricultural Sector Program support—Support for Policy and Regulatory Reforms	Danish International Development Assistance and USAID
	Monitoring and Evaluation of the Southern Agricultural Growth Corridor of Tanzania 2013–2014 to 2016–2017	DFID

Sources: AgInvest Africa web portal (<http://www.aginvestafrica.org/>), donor country strategy documents, official websites.

TABLE A.6: STRENGTHENING MUTUAL ACCOUNTABILITY THROUGH THE AGRICULTURE JOINT SECTOR REVIEW PROCESS AT THE COUNTRY LEVEL

No.	Joint Sector Review (JSR) Building Block	Purpose/Tasks: Best Practices	What is the current practice in the country?	How does the current practice differ from the best practice?	What is needed to achieve the best practice?
1.	Set up a JSR Steering Committee (SC)	SC provides strategic direction for the establishment and operation of the JSR. It is usually made up of 2 co-chairs from the Ministry of Agriculture and a leading donor agency, and 3–4 other representatives of key stakeholder groups.	<p>There was a Basket Funding Steering Committee for ASDP I, whose members are the Inter-Ministerial Committee, which is composed of the permanent secretaries of all agricultural sector lead ministries (ASLMs) plus the Ministry of Natural Resources and Tourism, Ministry of Lands, Housing and Human Settlements Development, and Vice President’s Office. It also includes all development partners contributing to the basket fund. The director of policy and planning, Ministry of Agriculture, Food Security, and Cooperatives (MAFC), serves as secretary to the Basket Fund Steering Committee.</p> <p>This committee was responsible for reviewing work plans and budgets and approving disbursements against financial and physical reports under the Agricultural Sector Development Programme (ASDP). It oversaw joint implementation reviews (JIRs), agricultural sector reviews (ASRs), and public expenditure reviews (PERs). The private sector was represented by nonstate actors—Agriculture Non-State Actors Forum (ANSAF: nongovernmental, faith-, and community-based organizations).</p>	<p>JIR SC was for the ASDP I basket funding. It did not cover initiatives outside the basket funding.</p> <p>Coverage of ASR/PER coverage has been much broader compared with JIR.</p>	<p>Need to have a review process that incorporates efforts by all agriculture initiatives in the country including those by the private sector. Consider using an ASR and a PER as a starting point.</p> <p>Define what constitutes the agricultural sector to include all stakeholders along the value chain.</p> <p>Review the composition of the SC, and enhance its representation as necessary, so as to strengthen the ASRs and PERs.</p> <p>Implement the ideas being developed under ASDP II on having an expanded Basket Funding Steering Committee.</p> <p>Strengthen the current ASR/PER process to reflect the best practice JSR.</p>

No.	Joint Sector Review (JSR) Building Block	Purpose/Tasks: Best Practices	What is the current practice in the country?	How does the current practice differ from the best practice?	What is needed to achieve the best practice?
2	Establish a JSR secretariat.	Secretariat coordinates activities and operations of the JSR and JSR SC. It can be made up of core staff from the Planning and Monitoring & Evaluation (M&E) units of the Ministry of Agriculture.	There has been a secretariat for ASDP in place made up of staff from the Planning Department and the Ministry of Livestock and Fisheries Development.	There is no staff from M&E. The scope has been limited to ASDP. The ASDP secretariat has been coordinating the studies, but has been facing some constraints.	Include planning, M&E staff, and the Comprehensive Africa Agriculture Development Programme (CAADP) team from MAFC and representatives of other key initiatives in the country. Make final decisions on the composition after formulating ASDP II. The secretariat should be representative but not too big. Revise the roles of the secretariat. In Zanzibar include all ministries—this is specific for Zanzibar. Improve the capacity of the secretariat to handle broader mandates.
3.	Develop terms of reference (ToRs) for the JSR.	ToRs to lay out JSR objectives, state and nonstate stakeholders and their roles, roles of the SC and secretariat, operating principles, structure and frequency of JSR meetings, follow-up and implementation of actions, etc. ToRs may also need to be developed for consultants hired to conduct JSR studies.	Under ASDP I, the secretariat developed ToRs for the ASDP JIR. For execution of ASR/PER under ASDP I, the ToRs were prepared with a specific focus every year.	The capacity of the secretariat to develop ToRs and undertake quality control of the deliverables by the consultants has been inadequate.	Expand the scope of the ToRs to review the sector as a whole. Place JSR in the broader framework of ASDP II. Have clear ToRs for studies to contribute to JSR.

No.	Joint Sector Review (JSR) Building Block	Purpose/Tasks: Best Practices	What is the current practice in the country?	How does the current practice differ from the best practice?	What is needed to achieve the best practice?
4.	Mobilize resources.	Mobilize resources (human and financial) to support operations of the JSR.	<p>During ASDP I, a reasonable amount of resources (human and financial) was mobilized from the government and development partners. At times there were delays in resource allocation.</p> <p>Since ASDP I was completed, resources have been limited for review processes at national and local government levels.</p>	Resources are inadequate for review processes, but the potential to mobilize resources from agricultural stakeholders is huge, because of the growing interest to support a mutual accountability agenda by government, development partners, and nonstate actors.	<p>Introduce a structured resource mobilization approach for JSR.</p> <p>Obtain resources from nonstate actors.</p> <p>Engage the private sector and civil society organizations to contribute resources (human and financial) for JSR.</p> <p>Set a dedicated and adequate budget for JSR activities.</p> <p>Include on the technical team consultants, government officials, and other stakeholders.</p> <p>Improve funding of the studies to attract highly qualified consultants; enhance the capacity of staff to supervise the consultants.</p>
5.	SC/secretariat invites a broad and inclusive group of state and nonstate actors/stakeholders to participate in JSR (with clear objectives, expected outcomes, and roles of different actors).	A key aspect of the JSR is that it allows a broad group of state and nonstate stakeholders to influence overall policies and priorities of the sector by assessing how well they have implemented their commitments stipulated in the CAADP compact, National Agricultural Investment Plan, and related cooperation agreements, such as under the New Alliance for Food Security and Nutrition.	<p>During ASDP I, a reasonable amount of resources (human and financial) was mobilized from the government and development partners. At times there were delays in resource allocation.</p> <p>Since ASDP I was completed, resources have been limited for review processes at national and local government levels.</p>	While the best practice ensures broad participation of stakeholders, the Tanzania practice has been characterized by inadequate of participation of nonstate actors. The quality of involvement of nonstate actors could be enhanced.	<p>Expand representation of nonstate actors, introduce structured engagement of nonstate actors, define their roles clearly, and institutionalize modalities for ensuring quality input from them (for example, sharing the agenda in advance to allow them to consult their members).</p> <p>Ensure that the nonstate actors are part of the JSR from its design to its implementation.</p> <p>Foster the development of representative (apex) organizations of key agricultural subsectors—for example, inputs, traders, transporters, crop and livestock producers, and processors.</p>

No.	Joint Sector Review (JSR) Building Block	Purpose/Tasks: Best Practices	What is the current practice in the country?	How does the current practice differ from the best practice?	What is needed to achieve the best practice?
6.	Assess any existing agricultural policy dialogue and review processes, data quality, and analytical capacities, tools and networks, and any existing knowledge systems.	An assessment of any existing agricultural policy dialogue and review processes, data quality, analytical capacities, and tools and networks, and any existing knowledge systems is key to identifying any gaps and devising ways to fill gaps and enhance capacities, tools, and processes through the JSR.	Policy dialogue and review processes are in place.	<p>Dialogue process could be enhanced.</p> <p>Currently, inadequate time is allocated for engagement to discuss review results.</p> <p>The dialogue and review process relies on poor-quality and/or incomplete data.</p> <p>Analytical capacity and tools are also inadequate.</p>	<p>Improve and harmonize policy dialogue mechanisms in the agricultural sector.</p> <p>Improve and harmonize policy dialogue assessments in the agricultural sector.</p> <p>Improve data collection and management practices, and develop the capacity of staff to analyze and utilize the data.</p> <p>Build M&E and statistics capacity (including data collection, management, and analysis).</p> <p>Increase access to data so that there is more opportunity review and comment on data quality.</p> <p>Support, enhance, and sustain the ongoing efforts to strengthen agricultural data systems in the country, such as the Agriculture Routine Data System, National Panel Survey, and National Sample Census of Agriculture.</p>
7.	Establish a commission on JSR studies.	Consultants may need to be hired and supervised by the SC to conduct JSR studies. Consultants can come from think tanks, universities, or private companies, and should work closely with staff from the Planning Unit, and the JSR SC and secretariat.	Consultants are hired and supervised by the SC to conduct JIR studies. Consultants can come from universities or private companies and work closely with staff from the Planning Unit (ASLMs), and the JSR SC and secretariat.	<p>The quality of some studies has been low due to a small pool of qualified consultants in the country and limited capacity to supervise the work by MAFC.</p> <p>Inadequate time allocated to a study has largely influenced the quality of outputs.</p>	<p>Provide adequate time for studies by planning well in advance.</p> <p>Define appropriate timing of the JSR and completion of the work. Then plan backward on when the JSR should start, so that it provides inputs to the budget cycle.</p> <p>Ensure a coordinated approach so that studies done by other agricultural stakeholders can provide timely inputs to the review process.</p> <p>Enhance the secretariat's technical and</p>

No.	Joint Sector Review (JSR) Building Block	Purpose/Tasks: Best Practices	What is the current practice in the country?	How does the current practice differ from the best practice?	What is needed to achieve the best practice?
					analytical capacities for overseeing the process, so that the quality of the products is high.
8.	Establish a JSR review team.	The team should comprise a multistakeholder group (state and nonstate actors) with technical expertise to review and comment on various JSR studies and reports and ensure outputs of reviews are implemented.	Under ASDP I, the ASR/PER was conducted by a team of consultants, and outputs were discussed in a stakeholder meeting. The JIR was conducted by a multistakeholder group (ASDP technical working groups, outputs were discussed).	There is no technical strong team to review the studies. Thus, products may fall short of quality but may still pass the review process.	Set up a technical review team made up representatives of different sector stakeholders (including independent reviewers with clear ToRs for detailed review of the outputs). Develop detailed ToRs for the members of the review team during examination of the review.
9.	Prepare a JSR report.	Evidence should be based on relevant high-quality studies and reports on the JSR content areas. To be an effective mutual accountability process, the JSR report will need to be grounded in high-quality data and analysis, as well as transparency and inclusive stakeholder participation.	Efforts have been made to ensure that evidence is based on high-quality studies. However, there are some constraints, such as data availability. Transparency and inclusiveness in report preparation and review could be enhanced.	Data on which studies are based may be incomplete and/or of low quality.	Invest in collection, compilation, and use of quality data. This may call for enhancing the staff capacity as well. Provide capacity to bring together information from multiple sources into one comprehensive report.
10.	Conduct a JSR meeting.	Organize a meeting over 1–3 days, using various formats (plenary, small groups, field visits, etc.) to allow stakeholders to discuss and verify the evidence and recommendations presented in the JSR report. This can be done at national and subnational levels. The process should assist in identifying sector priorities and policies and specific actions for the	Discussions of the JIR and ASR/PER findings are conducted during the agriculture consultative meetings.	Time allocated to the review process is not adequate to allow stakeholders to provide comprehensive feedback to the process. The agenda for agricultural consultative meetings is often packed with	Structure JSR meetings with adequate time. To complement the above, organize short meetings with specific groups (for example, thematic working groups, nonstate actors) for more detailed discussions. Increase feedback mechanisms to allow a broad range of stakeholders to contribute to the report. This could be achieved by sending the report to the participants in advance, and inviting them to send written comments.

No.	Joint Sector Review (JSR) Building Block	Purpose/Tasks: Best Practices	What is the current practice in the country?	How does the current practice differ from the best practice?	What is needed to achieve the best practice?
		different stakeholders to put in place. These would be captured in a JSR aide memoir.		various agenda items, including review of the report.	
11.	Follow up on JSR meeting actions.	Closely monitor and ensure implementation of recommendations and decisions of the JSR meeting (embodied in the JSR aide memoir). Groups that meet more regularly, such as the Agriculture Sector Working Group, can help with follow up and monitoring. The monitoring forms the basis of the next JSR cycle.	Under ASDP I, the JIR developed a list of "agreed actions." The ASDP SC made efforts to track implementation of the actions.	Follow-up actions for ASR and PER were inadequate.	Put in place stronger measures to ensure the follow-up of implementation of agreed actions. Hold thematic working group meetings on a quarterly basis to follow up on the recommendations from the JSR, and produce a quarterly report. Design instruments for tracking outcomes of the JSR. Strengthen mutual accountability in the country.
12.	Share JSR experiences with other countries.	As many countries are still setting up JSRs, it is essential to share lessons learned, best practices, and experiences to further strengthen country JSRs. Forums such as the CAADP Partnership Platform and the Regional Strategic Analysis and Knowledge Support System (ReSAKSS) Annual Conference provide an opportunity to do this.	Lessons learned and best practices are shared through CAADP partnership meetings organized by the African Union and New Partnership for Africa's Development (NEPAD). Tanzania has been producing country Trend and Outlook Reports that are shared with other countries in the region coordinated by ReSAKSS. Tanzania has made presentations in regional and international meetings.	Sharing of experiences of reviews, such as JIRs, with other countries is inadequate. Few events have been dedicated to this purpose.	Increase sharing of lessons learned, best practices, and experiences of JSR with other countries through international forums, such as African Union Agriculture Ministerial meetings, Southern African Development Community meetings, East African Community meetings, CAADP review meetings, Easter African Farmers Federation, etc. NEPAD agency and regional economic communities should provide more opportunities for peer learning experience sharing among countries. Tanzania should engage more with other countries, regional communities, and

No.	Joint Sector Review (JSR) Building Block	Purpose/Tasks: Best Practices	What is the current practice in the country?	How does the current practice differ from the best practice?	What is needed to achieve the best practice?
					continental bodies.

Source: Authors, based on information from literature review, key informants, and discussions in two technical workshops.

TABLE A.7: LIST OF PARTICIPANTS FOR THE JSR ASSESSMENT WORKSHOP IN TANZANIA

No.	Name	Institution
1	Fuminori Arai	Japan International Cooperation Agency (JICA)
2	Prenu Marco	Grow Africa
3	Sixtus Toke	Ministry of Agriculture, Food Security, and Cooperatives (MAFC)
4	Ester Mwatembwa	MAFC
5	Simon Kisira	New Partnership for Africa's Development (NEPAD)
6	Claire Ijumba	Regional Strategic Analysis and Knowledge Support System (RESAKSS)
7	Thomas Hobgood	United States Agency for International Development (USAID)
8	Joseph Karugia	RESAKSS
9	Minoru Homina	JICA
10	Nkuiliwa Simkaya	MAFC
11	Jacqueline Mbiya	MAFC
12	Rehema Sanga	MAFC
13	Ernest Likoko	Tanzania Graduate Farmers Association (TGFA)
14	Bashiri Salum	MAFC
15	Hamad	Ministry of Livestock and Fisheries Development (MLFD)
16	Bjon van Campenhout	International Food Policy Research Institute (IFPRI)
17	Issack M. Wannah	Tanzania Livestock and Meat Traders Association
18	Ramadhan Mwaliko	Prime Minister's Office—Regional Administration and Local Government (PMO-RALG)
19	Fares E. Mahnha	MAFC
20	Sophie Mlote	Ministry of Livestock and Fisheries Development (MLFD)
21	Said H. Mpombo	MAFC
22	Mary Mgonja	AGRA
23	Anne N. Assenga	MAFC
24	Abdallah Mbonde	MAFC
25	Amon Z.	Sokoine University of Agriculture (SUA)
26	Sero H. Luwongo	MLFD
27	John Maige	MAFC
28	Revelian S. Ngaiza	MAFC
29	Henry Urio	MAFC
30	Julius Malole	MLFD
31	Elizabeth Nkini	Ministry of Water (MOW)
32	Mariam Silim	MAFC
33	Perpetua Hingi	MAFC
34	Winfrida N.	PMO-RALG
35	Juma Bruno Ngomuo	TGFA
36	Deogratias Lwezaura	MAFC
37	Paul Thangata	Africa Lead
38	Zuweina Hilal	Ministry of Industries, Trade, and Marketing (MITM)

39	Ndilahoma Phillip	Ministry of Natural Resources and Tourism
40	Richard Karuga	MAFC
41	Sankara	MAFC
42	Theresia Heyewe	Ministry of Finance (MOF)
43	Halidi Ally	MAFC
44	Gianluca Azzoni	European Union, Tanzania Office
45	Anita Bigambo	MOW
46	Eng. R. N. Mtunze	MAFC
47	Stephano Kingazi	TGFA
48	Anthony Chamange	TAAR
49	Renatus Mbamilo	Agriculture Council of Tanzania
50	Bertha Bomani	President's Office, Planning Commission
51	Fredrick Kivaria	Food and Agriculture Organization of the United Nations (FAO)
52	Kain Mvanda	EOI
53	Issack M. Komba	MAFC
54	Samson Chemponda	Tanzania National Business Council
55	Keneth Kaganga	MAFC
56	Julius Nkenge	MAFC
57	Zainab Semgalawe	World Bank
58	Gileas Teri	Agriculture Non-State Actors Forum (ANSAF)
59	David Nyange	MAFC
60	Gloria Mazoro	Tanzania Cooperation of Cooperatives
61	Dr. Julius Ningu	Vice President Office
62	Patric S. Pais	DT
63	Lucian Mattei	Ministry of Agriculture, Department of Crop Development
64	Kihwili Menley	Habari
65	Seleman Mwinyikondo	
66	Chibole Manumbu	MITM
67	Dakari Hango	MAFC
68	Kachubo M.R.	National Land Use Planning Commission
69	Shakwaanande Natai	MAFC
70	Mary Simbeye	MAFC
71	Stephen Michael	MLFD
72	Deogratius Mlay	Tanzania Dairy Board
73	R. B. Mwaliko	PMO-RALG
74	Marco Prehn	EWET
75	Daines P.	MAFC
76	Juma Chuma	ICT
77	Patrick	MAFUNZO
8	Oden Mwakriesa	Alliance for Green Revolution

The Tanzania Joint Sector Review Assessment Report was facilitated by the International Food Policy Research Institute (IFPRI) and coordinated by the Regional Strategic Analysis and Knowledge Support System - East and Central Africa (www.resakss.org). It was prepared by a national team under the leadership of the Ministry of Agriculture, Food Security and Cooperatives, Policy and Planning Directorate.