

ReSAKSS

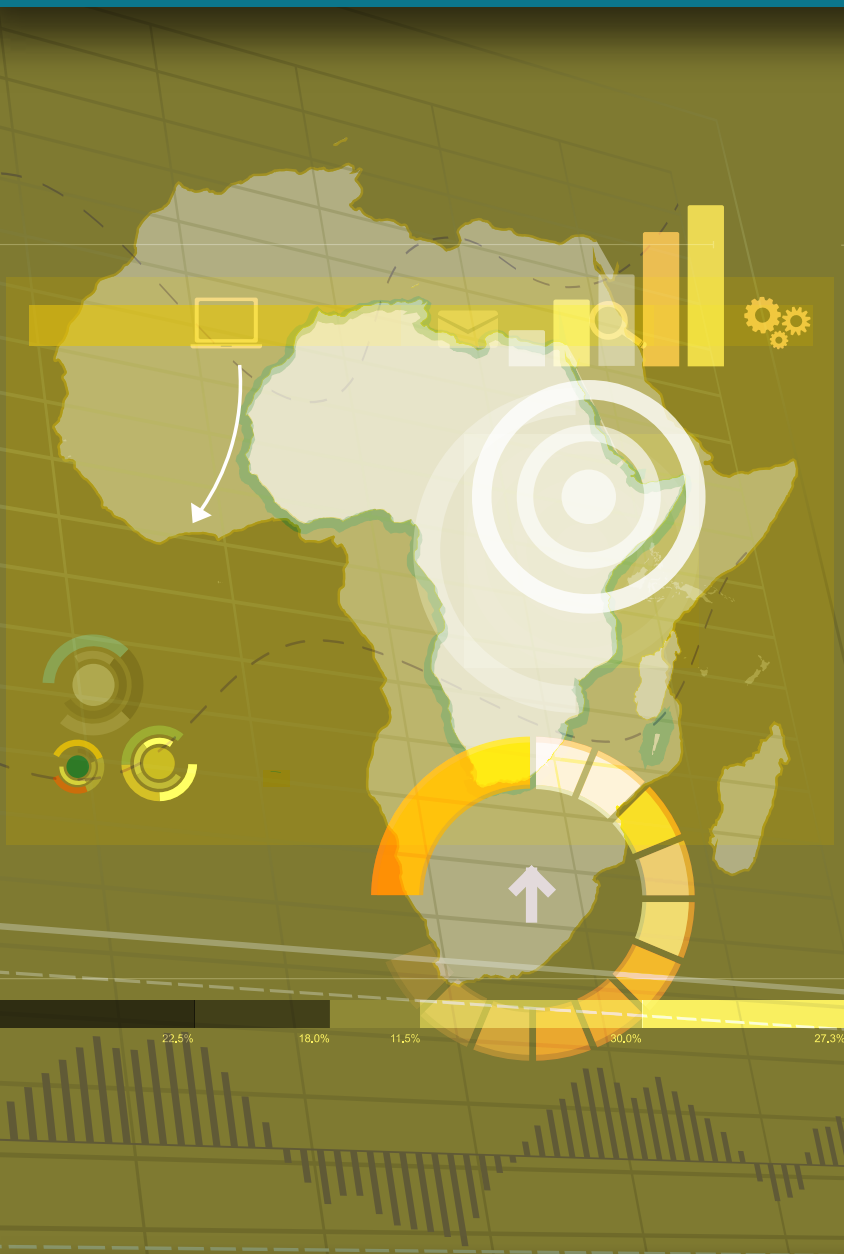
Regional Strategic Analysis and Knowledge Support System

Facilitated by IFPRI 

TANZANIA

RESAKSS CNA REPORT 7

Capacity
Strengthening
Strategy through
Capacity Needs
Assessment for
Country Level
Strategic Analysis
and Knowledge
Support System
(SAKSS)



TANZANIA

Capacity Strengthening Strategy through Capacity Needs Assessment for Country Level Strategic Analysis and Knowledge Support System (SAKSS)

Facilitated by IFPRI and coordinated by ReSAKSS. Prepared by national teams under the leadership of the Department of Policy and Planning, Ministry of Agriculture, Food Security and Cooperatives, with participation of national experts, including Mr. Lutengano Mwinuka as the lead consultant.

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EXECUTIVE SUMMARY

The agricultural sector has a significant impact on Tanzania's output and corresponding income and poverty levels. The sector has undergone several reforms since the 1990s, including the adoption of an agricultural sectorwide approach, which aimed at sustaining the sector in a more organized way.

Tanzania is among the countries implementing the Comprehensive Africa Agriculture Development Programme (CAADP), which aims to enhance the quality of planning and programming in agriculture that is informed by evidence. The country has passed through several stages of the CAADP roundtable process. The Tanzania Agriculture and Food Security Investment Plan is helping to build successful development initiatives; enhance the country's capacity for strategic analysis, monitoring and evaluation (M&E), and knowledge management; and continuously generate evidence for programs and interventions in the agricultural sector. Central to such capacity enhancement is the establishment of the country Strategic Analysis and Knowledge Support System (SAKSS).

The overall purpose of this study is to develop a country-specific capacity-strengthening strategy to meet the strategic analysis and knowledge management objectives of the country CAADP process. The specific objective is to identify areas for improving the quality and utility of agricultural policy analysis and investment planning and implementation, M&E, and knowledge management at the country level. The study's findings will be useful in designing and establishing the country SAKSS. Targeted respondents for the study included government ministries and agencies, local organizations involved in agricultural and food policy research, local and international nongovernmental organizations (NGOs), and institutions of learning and research.

So far, three available options for organizing Tanzania's SAKSS node organized have been identified: (1) using the existing M&E Thematic Working Group (TWG) structure; (2) modifying, improving, and strengthening the existing M&E TWG structure; or (3) developing a totally new structure. This study consulted various stakeholders to solicit information on what would be the best approach in developing a country SAKSS in Tanzania. The majority of the stakeholders recommended modifying, improving, and strengthening the existing M&E TWG structure. This seems to be the best option, but it will require building the capacity of the team in various aspects. The areas of capacity building required include (1) conducting data processing and analysis; (2) obtaining funding to support analytical work and dissemination of information; (3) providing technical writing and communications; (4) addressing issues of inadequate financial resources for research and advocacy; (5) tackling issues of inadequate evidence-based analysis and dissemination skills; and (6) strengthening weak M&E systems.

To meet the strategic analysis and knowledge management objectives of the country CAADP process, the country SAKSS node should have full representation of all potential institutions, such as agricultural sector lead ministries, development partners, think tanks and universities, government agencies, NGOs, and civil society organizations. These joint efforts will improve the quality and utility of agricultural policy analysis and implementation, M&E, and knowledge management in Tanzania.

Actions to be taken include forming an inclusive SAKSS network of potential stakeholders of mostly local institutions. This network will serve as a platform for coordinating various activities—such as strategic analysis, M&E, knowledge management, and policy advocacy and lobbying—that will contribute to monitoring the CAADP implementation process. Additionally, the network will mobilize these institutions and enable them to collaborate effectively in the formulation of the country SAKSS node. This collaboration will increase support for food policy research; emphasize effective use of evidence-based policies to policymakers; and strengthen local organizations in terms of human, physical, and financial capacities.

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LIST OF ACRONYMS

ANSAF	Agricultural Non-State Actors Forum
BSc	Bachelor of Science
CAADP	Comrehensive Africa Agriculture Development Programme
CBOs	community-based organization
COSTECH	Commission for Science and Technology
CSO	civil society organization
CSS	capacity-strengthening strategy
DANIDA	Danish International Development Agency
ESRF	Economic and Social Research Foundation
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FTE	full-time equivalent
IFPRI	International Food Policy Research Institute
IT	information technology
JICA	Japan International Cooperation Agency
M&E	monitoring and evaluation
M&E TWG	Monitoring and Evaluation Thematic Working Group
MAFC	Ministry of Agriculture, Food Security and Cooperatives
MDGs	Millennium Development Goals
MIT	Ministry of Industry and Trade
MLFD	Ministry of Livestock and Fisheries Development
MoFEA	Ministry of Finance and Economic Affairs
MSc	Master of Science
NGO	nongovernmental organization
PhD	Doctor of Philosophy
POPC	President's Office Planning Commission
R&D	research and development
REPOA	Research on Poverty Alleviation
ReSAKSS	Regional Strategic Analysis and Knowledge Support System
SAKSS	Strategic Analysis and Knowledge Support System

SPSS	Special Package for Social Sciences
SUA	Sokoine University of Agriculture
SWOT	strengths, weaknesses, opportunities, and threats
TAFSIP	Tanzania Agriculture and Food Security Investment Plan
TFNC	Tanzania Food and Nutrition Centre
TIC	Tanzania Investment Centre
ToRs	terms of reference
TWG	Thematic Working Group
UDSM	University of Dar es Salaam
URT	United Republic of Tanzania
USAID	United States Agency for International Development

1. INTRODUCTION

As the largest component of Tanzania's economy, the agricultural sector has a significant impact on the country's output and corresponding income and poverty levels. Nevertheless, most of Tanzania's rural population is poor, and the sector's performance is not as optimal as it should be, since more than one-third of the population lives below the poverty line.

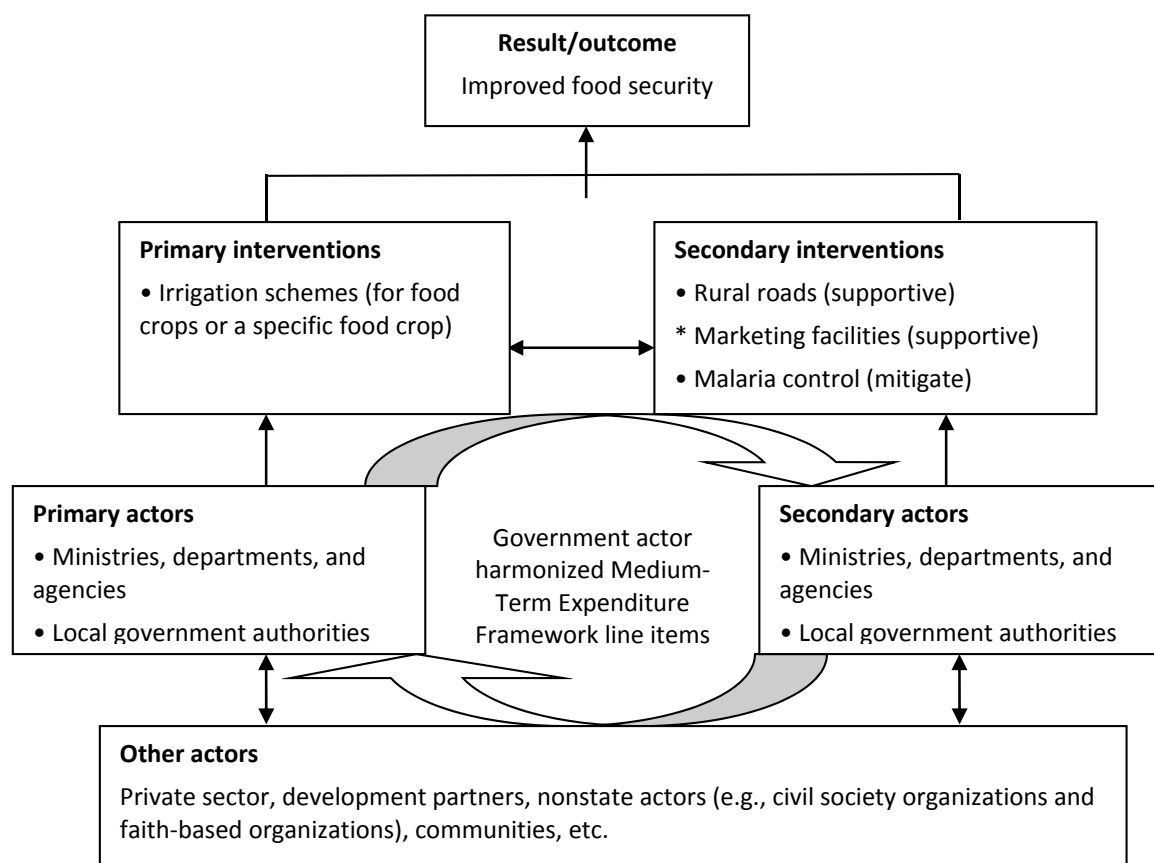
The majority of rural, small-scale farmers in Tanzania use low-cost input technologies. Consequently, most of these farmers obtain low yields and face food insecurity at certain points of time each year. The agricultural average growth rate trend is still low compared with the set goal of 6 percent in the country's Five Year Development Plan (2011/12–2015/16) (URT/POPC 2011). According to economic survey data from 2011, the agricultural sector experienced a 3.6 percent growth rate in 2011, compared with 4.2 percent in 2010 (URT/MoFEA 2011).

Since the 1990s, the Tanzanian government has made various reforms to the agricultural sector, in an effort to enhance agricultural development. Different crop boards were established under Act No. 11 of 1993 to separate the commercial activities of crop marketing boards (URT/Parliament 1993). Moreover, particular crop subsector stakeholders were fully involved in implementing the roles and functions of these crop boards. During the same period, agriculture was sustained in a more organized way within the country, especially following the adoption of an agricultural sector-wide approach.

In 2001, legislation of major cash crops, such as coffee, cotton, sugar, and tobacco, was endorsed. During the same phase, the Agricultural Sector Development Strategy was envisaged by agricultural sector leading ministries and development partners to guide the implementation of the 1997 Agricultural and Livestock Policy to achieve the sector's objectives and targets. Recently, Tanzania has been implementing two separate policies—the National Agricultural Policy (URT/MAFC 2011) and National Livestock Policy—due to institutional changes that led to policy being implemented by two separate ministries. Tanzania's agricultural sector leading ministries are the Ministry of Agriculture, Food and Cooperatives; Ministry of Livestock and Fisheries Development; Ministry of Industry and Trade; and Ministry of Water. These ministries, along with the Prime Minister's Office, the Ministry of Regional Administration and Local Government, and development partners, are also fully involved in the formulation of different strategies and policy documents, including the Agricultural Sector Development Strategy.

The leading agricultural ministries in Tanzania are working on development activities with other stakeholders through their strategic plans from the district to the national levels. The Agricultural Sector Development Programme, which was launched in 2006, operates as a tool for coordinating these activities within the agricultural sector through different programs and projects, and provides the overall framework and processes for implementing the Agricultural Sector Development Strategy. The program's M&E Thematic Working Group (TWG) scrutinizes the strategy's objectives. Local and national development activities are two main components of the program. Development activities at the national level are to be based on the strategic plans of the leading agricultural ministries, while at the district level they are to be implemented by local government authorities, based on district agricultural development plans. Through these components, funds are directed to various activities for the sector, including capacity building for food security and nutrition interventions. A component of food security has been included in several other policy instruments, such as the Agricultural Sector Development Strategy and Agricultural Sector Development Programme, the Integrated Pest Management Plan (2009), the Special Program for Food Security, the Medium Term Strategic Plan (2007–2010), and the National Strategy for Growth and Reduction of Poverty I (2005) and II (2010) (Figure 1).

FIGURE 1: JOINT PLANNING AND EXECUTION OF ACTIVITIES TO IMPROVE FOOD SECURITY IN TANZANIA



Source: URT/MoFEA (2010).

In recent years, the private sector has increasingly joined the public sector to complement existing efforts. Both local and international nongovernmental organizations (NGOs) are implementing a significant number of projects within the food and agricultural sector, including infrastructure investments and contract farming, which work with the government. Some farmers' organizations, associations, and advocacy networks are working under the Agricultural Non-State Actors Forum as like-minded organizations seeking to advocate for a favorable agricultural policy environment that will benefit the poor. Moreover, both the public and the private sectors have launched a joint initiative, known as Kilimo Kwanza, to increase investments in the agricultural sector through its ten pillars. Another public- and private-sector initiative is the Southern Agricultural Growth Corridor of Tanzania, which also aims to increase and encourage agricultural investment along the country's southern corridor.

To date, Tanzania and more than 30 other African countries have gone through a Comprehensive Africa Agriculture Development Programme (CAADP) roundtable process. Most countries are now elaborating their agricultural investment plans, which detail key investment areas for achieving agricultural sector objectives. Table 1 presents the stages and progress of Tanzania and other East African countries in the CAADP roundtable process as of the end of March 2012. In addition to further strengthening agricultural sector development efforts in Tanzania, the CAADP Compact will direct Tanzania to achieve a greater impact on the country's economy and food security. Also, the Tanzania Agriculture and Food Security Investment Plan (TAFSIP), which was approved on May 31, 2011, is expected to address the previous shortcomings and build successful development initiatives.

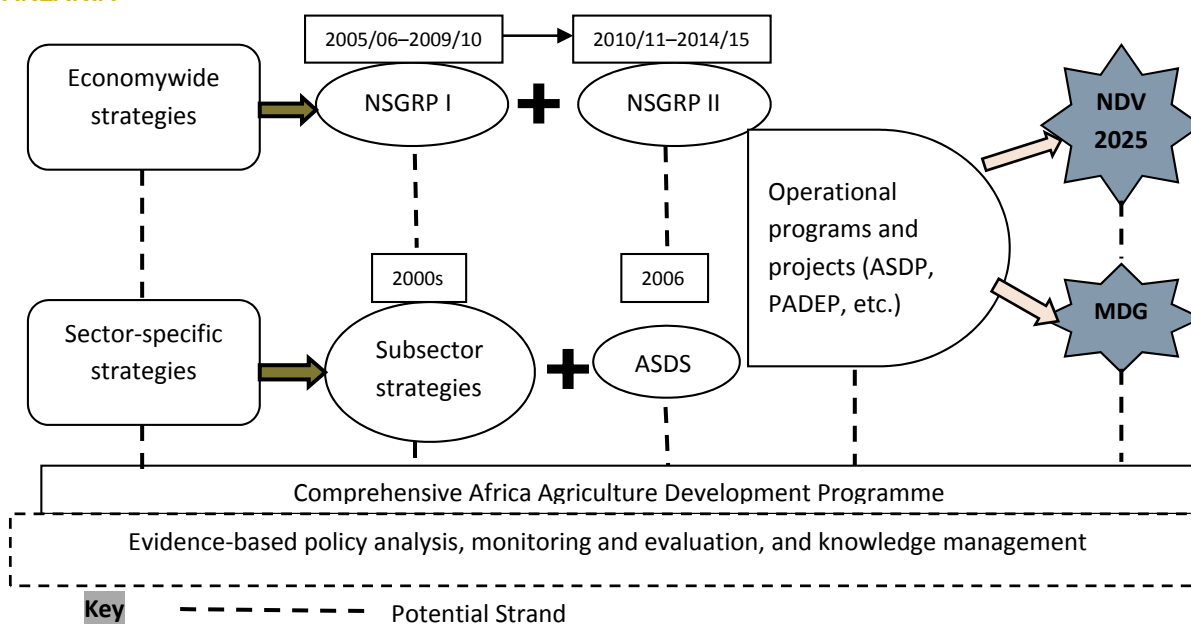
TABLE 1: CAADP ROUNDTABLE PROGRESS AMONG THE EAST AFRICAN COMMUNITY MEMBER STATES (AS OF DECEMBER 2012)

Country	Roundtable Held and Compact Signed	Investment Plan Drafted, Reviewed, and Validated	Business Meeting Held	Country SAKSS Established
Kenya	July 24, 2010	September 14, 2010	September 27, 2010	No
Rwanda	March 31, 2007	December 7, 2009	December 9, 2009	Yes
Tanzania	July 8, 2010	May 31, 2011	November 10, 2011	No
Uganda	March 30, 2010	September 16, 2010	September 17, 2010	Yes
Burundi	August 24, 2009	August 31, 2011	March 15, 2012	No

Source: Benin et al. (2011).

One of the key elements for the success of the CAADP process and the achievement of its goals at the country level is the continuous generation of evidence for the design, implementation, and modification of various programs and interventions in the agricultural sector. Toward this end, the country compact signed by Tanzania identifies the need for establishing mechanisms for continuous analysis of emerging issues, constraints, and challenges facing the agricultural sector, and for developing a system of information generation, M&E, and knowledge management. Having a country-level knowledge platform to perform the functions of strategic analysis, M&E, and knowledge management is a way of responding to that need (Figure 2). The platform could be named the country Strategic Analysis and Knowledge Support System (SAKSS), as it has been termed in other countries that are implementing the CAADP. While some countries have chosen a different name, because the SAKSS terminology is not mandatory, the functions of each country's platform should be common.

FIGURE 2: AGRICULTURE, FOOD SECURITY, AND RURAL DEVELOPMENT STRATEGIC FRAMEWORK IN TANZANIA



Source: Author's elaboration (2012).

Note: ASDP = Agricultural Sector Development Programme; ASDS = Agricultural Sector Development Strategy; MDGs = Millennium Development Goals; NDV = National Development Vision; NSGRP = National Strategy for Growth and Reduction of Poverty; PADEP = Participatory Agricultural Development and Empowerment Project.

At the heart of the CAADP agenda is the need to improve the quality of policy and strategy planning and implementation in order to accelerate growth and progress toward poverty reduction and food and nutrition security. This calls for capacities, analytical tools, and information to generate credible, timely, and high-quality knowledge products to inform and guide agricultural sector policies and, in particular, planning and review processes. However, the capacity for generating evidence-based information, M&E, and knowledge sharing through effective communication of the information and knowledge to policymakers and promotion of policy dialogue needs to be strengthened at varying degrees in all African countries. Toward this end, the following questions need to be addressed:

- What are the country-specific needs for strategic agricultural policy analysis and investment planning, implementation, M&E, and knowledge management?
- What individual capacities are needed in the short, medium, and long terms to satisfy those needs?
- How can these capacities be harnessed through their effective use in the organizations involved in the CAADP process?
- What institutional and capacity constraints exist in the policy process for the policy organizations to play their role effectively to meet the objectives of CAADP?
- How can such capacity gaps be identified and filled?

Answering these questions through a capacity needs assessment and a capacity strengthening strategy (CSS) is an important first step to customize the SAKSS concept to each country's context and capacity needs. The findings and recommendations of the Tanzania country report will be used to design and implement country-specific CSSs toward the establishment of a functional country SAKSS node.

Therefore, the overall purpose of this country-level capacity needs assessment study is to develop a country-specific CSS to meet the strategic analysis and knowledge management objectives of the country CAADP process. The specific objective of the capacity needs assessment in selected countries, including Tanzania, is to identify areas for improving the quality and utility of agricultural policy analysis, investment planning and implementation, M&E, and knowledge management at the country level. The findings of the study are envisaged to be useful in designing and establishing a country SAKSS.

2. METHODOLOGY

2.1. Context, Levels, and Themes

The development of the CSS was undertaken in the context of contributing to the CAADP process through the establishment of a SAKSS. The capacity needs assessment was undertaken at three levels: individual, organizational, and policy process.

In this light, the specific thematic areas for capacity needs assessment include evidence generation through (1) strategic policy analysis and investment planning, (2) M&E, and (3) knowledge management and information sharing at the country level to help in the CAADP implementation process.

2.1.1. Strategic Policy Analysis and Investment Planning

Assessing the capacity for strategic policy analysis and investment planning involves specific research and analytical skills for evidence generation. This further includes skills for generating and processing data, analyzing policy alternatives, and assessing the impacts of the policies and programs that are implemented as part of the CAADP process.

2.1.2. M&E Systems

To assess the capacity of M&E systems, the study identified M&E systems that are in place. The study also identified areas for enhancement, so as to provide sufficient data for producing periodic reports on the performance of the agricultural sector at the country levels. One of the products for periodic reporting could be country Agricultural Trends and Outlook Reports. To this end, the country needs assessment focused on the assessment of

- Indicators (definitions and measurements) for tracking agricultural and rural development policy and planning processes and agricultural funding; monitoring performance in the agricultural and rural sectors; and monitoring changes in development outcomes (e.g., poverty, food and nutrition security, and hunger).
- Data sources on the above, including instruments and tools.
- Periodicity of data collection and reporting on indicators.
- Data and knowledge management and analytical tools.
- Availability of data, tools, and reports, including the targeted population.
- Integration of different data and M&E systems for monitoring and reporting on overall national growth and development objectives, and assessing the impacts of policies and programs on growth and development objectives.

2.1.3. Knowledge Management and Information Sharing

Assessing the capacity for knowledge management and information sharing involves, for example, systems for storing and managing data and communicating information to different target audiences using different knowledge products and channels.

2.1.4. Policy Process

Strengthening the capacity of the policy process assists in identifying opportunities for involving policy decision-makers to demand policy analysis outputs and to use them effectively. The policy process differs from country to country, depending on the nature of leadership and governance. Nevertheless, mapping the policy process by identifying key players and actors in Tanzania, their roles, and their influence helps in identifying opportunities for strengthening the policy process for effective implementation of CAADP investment plans.

2.2. Data Collection Methods

The study identified local organizations involved in agricultural and food policy research in Tanzania (Table 2). Key informant interviews were held with the heads of selected organizations, units, sections, and departments. A checklist of key points covering the three capacity components—individual, organizational, and policy process—guided these interviews. During the capacity needs assessment, data and supporting documents were collected. These documents included organizations’ annual reports for the last 3 years (2009–2011) and different policy and strategy documents that were approved by the Government of Tanzania in the last 5 years in the food and agricultural sector. The methods used enabled the study author to obtain an inception report that maps the agricultural and food policy process in Tanzania.

TABLE 2: LIST OF ORGANIZATIONS VISITED IN TANZANIA

Group	Institution
Ministries	Ministry of Agriculture, Food Security and Cooperatives (MAFC)
	Ministries of Livestock and Fisheries Development (MLFD)
	Ministry of Industry and Trade (MIT)
Research Institutions and Think Tanks	Economic and Social Research Foundation (ESRF)
	Research on Poverty Alleviation (REPOA)
Universities	Sokoine University of Agriculture (SUA)
	University of Dar es Salaam (UDSM)
Government Agencies	Tanzania Food and Nutrition Centre (TFNC)
	President’s Office Planning Commission (POPC)
	Tanzania Investment Centre (TIC)
Nongovernmental Organizations and Civil Society Organizations	Agricultural Non-State Actors Forum (ANSAF)

Note: POPC is also Tanzania’s primary think tank.

2.3. Data Collection Instrument and Analysis

An interview guide, including a survey form for organizations involved in analyzing, informing, and developing food and agricultural policies in 2012 in Tanzania, was used in this study. The formal data collection instrument covered all required indicators for assessing the capacity needs for establishing a country-level SAKSS. The instrument was pretested for both its validity and its reliability. In addition, secondary data from the survey were used to develop descriptive and SWOT (strengths, weaknesses, opportunities, and threats) analyses for Tanzania.

2.4. Evaluation and Validation of the Proposed Capacity Strengthening Strategy

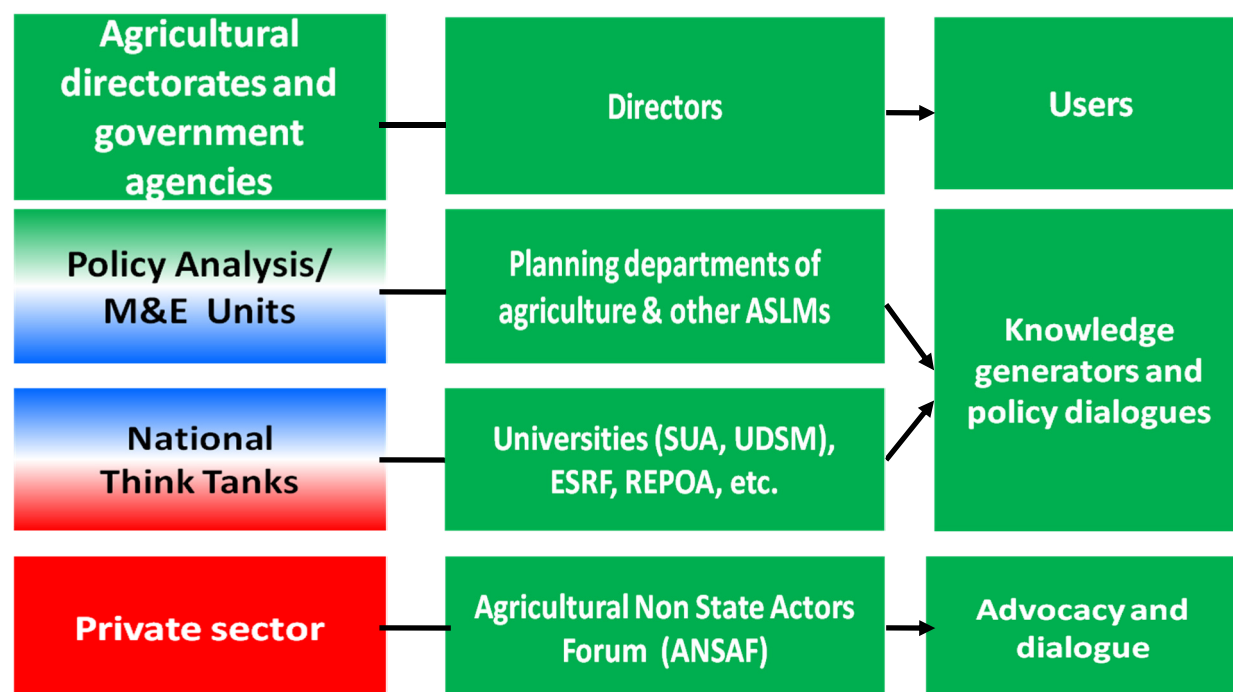
To fulfill the general aim of the study, a wide range of stakeholders discussed, evaluated, and validated the proposed capacity strengthening strategy of Tanzania.

3. POLICY PROCESS ANALYSIS

3.1. Roles and Descriptions of Organizations Involved in the Policy Process

Participation of agricultural ministries and other government agencies in the policy process and M&E is extensive in Tanzania. However, their involvement in strategic policy research and investment planning is almost negligible. Most of the agencies' researchers do not seem to significantly influence agricultural-related policies due to their partial involvement in food and agricultural policy research. Furthermore, other local research organizations do not regard food and agricultural research as part of their main concern or as a key priority. Generally, the majority of organizations are fairly involved in strategic policy analysis. According to the draft policies of the Ministry of Agriculture, Food Security and Cooperatives (URT/MAFC 2011) and Ministry of Livestock and Fisheries Development (URT/MLFD 2010), the institutional framework for policy implementation includes various public institutions, such as leading agricultural ministries, other ministries, regional secretariats, local government authorities, parastatal organizations, academic and research institutions, and commodity boards. The private-sector organizations include farmers, farmers' organizations, agribusiness, financial institutions, civil society organizations (CSOs), and other service providers. On the basis of the commissioned preliminary survey and draft policies of the Ministry of Agriculture, Food Security and Cooperatives (2011) and Ministry of Livestock and Fisheries Development (2010), Figure 3 presents categories of organizations that are involved in the policy process.

FIGURE 3: STAKEHOLDERS OF STRATEGIC ANALYSIS, M&E, AND KNOWLEDGE MANAGEMENT CONSULTED



Source: Author's elaboration (2012).

Note: ASLMs = agricultural sector leading ministries; ESRF = Economic and Social Research Foundation; M&E = monitoring and evaluation; REPOA = Research on Poverty Alleviation; SUA = Sokoine University of Agriculture; UDSM = University of Dar es Salaam.

3.1.1. Government Agricultural Ministries

Leading government agricultural ministries, such as the Ministry of Agriculture, Food Security and Cooperatives and Ministry of Livestock and Fisheries Development, are responsible for formulating policies, laws, and regulations; establishing guidelines; promoting investment; and regulating the food and agricultural sector in Tanzania. Other roles of these ministries include planning and budgeting, managing internal information systems, coordinating research, supporting training and curriculum development in agricultural-related institutes, cooperating and collaborating internationally, overseeing M&E of the sector's performance, mobilizing financial support for development projects, providing technical assistance for agricultural development, and coordinating matters related to food and agriculture. Thus, monitoring the implementation of the National Agricultural Policy (URT/MAFC 2011) at the local government level includes providing an environment that facilitates the growth of private-sector activities. Generally, leading agricultural government ministries are responsible for formulating strategic agricultural policy and have frameworks that guide their M&E systems. However, their capacity for strategic analysis and knowledge management is reported to be weak compared with that of research institutions.

3.1.1.1. Agricultural Policy and Planning Divisions

The policy and planning divisions within the leading ministries of the agricultural sector are used to coordinate other divisions of a particular ministry based on the ministerial budget. They provide expertise and services in the whole strategic policy process, including policy formulation, implementation, and M&E. Both of the leading agricultural ministries (Ministry of Agriculture, Food Security and Cooperatives and Ministry of Livestock and Fisheries Development) are working together with seven zonal research centers throughout the country to coordinate and work on research-related activities. Also, active M&E units are available within the divisions, but a system of sharing information and managing knowledge is not well developed.

3.1.2. Other Government Ministries

Other ministries are crucial in linking the agricultural sector to the economy in various ways, such as recognizing health issues that can erode the agricultural labor force; linking the sector to rural development by providing a framework for coordination; recognizing the importance of the agricultural sector as the largest employer in the economy; linking the economy to sustainable agriculture and food security, with a focus on continuous conservation of the environment; and ensuring widespread access to microfinance throughout the country. These ministries include the Vice President's Office; Prime Minister's Office; Ministry of Finance; Ministry of Infrastructure Development; Ministry of Land, Housing and Human Settlements Development; Ministry of Community Development, Gender and Children; and Ministry of Education and Vocational Training. Other important ministries and organizations include the Ministry of Health and Social Welfare, Ministry of Natural Resources and Tourism, Ministry of Home Affairs, Ministry of Justice and Constitutional Affairs, Ministry of Labor and Employment, President's Office–Public Service Management, and President's Office Planning Commission.

The Planning Commission is responsible for coordinating and monitoring the implementation of the National Strategy for Growth and Reduction of Poverty, as well as promoting the privatization of agricultural parastatal organizations for increased private-sector productivity. The Ministry of Agriculture, Food Security and Cooperatives and the Tanzania Investment Center collaborated on and prepared a summary of investment opportunities available in Tanzania's agricultural sector. They also provide incentive packages for agricultural sector investment and advocate for a more favorable environment for investment through their websites. Thus, the Tanzania Investment Center has also employed officials who are working for and representing the agricultural sector within the center. Moreover, the center is acting as the Southern Agricultural Growth Corridor of Tanzania desk.

3.1.3. Local Government Authorities

Local government authorities are responsible for food and agricultural policy. The devolution of powers from the central government to local government authorities (i.e., at the community level) has enabled the expansion of the management responsibility of the food and agricultural sector in both scope and scale, particularly for M&E-associated activities. In this context, local government authorities are also responsible for issuing various licenses for small-scale farmers' operations, such as fisheries; implementing extension services; formulating and implementing bylaws; collecting revenue from farmers' sources; promoting and sensitizing the formation of different associations; mobilizing financial resources for food and agricultural development; and developing and implementing agricultural management plans. Efficient use of local government authorities within Tanzania would also strengthen performance of strategic analysis, M&E, and knowledge management of the Ministry of Agriculture, Food Security and Cooperatives and other leading agricultural ministries.

3.1.3.1. Regional Secretariats

The focus of the regional secretariats, which are being streamlined under the Local Government Reform Programme, is to create a favorable environment for local government authorities to operate efficiently, to assist local government authorities in capacity building, and to monitor their performance. Thus, the regional secretariats facilitate technical coordination between the sector ministries and the local government authorities.

3.1.4. Private-Sector Organizations

Private-sector organizations are also implementing food and agricultural policy, laws, regulations, and guidelines. As mentioned earlier, their involvement has been reported to be low in various activities related to food and agriculture. However, their participation in the development of the agricultural sector is essential. The private sector in Tanzania invests in the sector by participating in trade; supporting operations; participating in sustainable resource utilization; producing food and other agricultural products; implementing food and agricultural policy, legislation, and related guidelines; creating awareness; and providing extension services. In other words, the private sector plays facilitating roles in productive activities that contribute to raising net incomes and improving livelihoods. Under the umbrella of the private sector are farmers, farmers' organizations, agribusinesses, financial institutions, NGOs and CSOs, and other service providers, such as the media.

3.1.4.1. Local Communities

Local communities, particularly farmers, are required to manage resources for sustained production, which entails, among other things, a change in attitude toward the use of food and agricultural resources. Thus, these communities need to be aware of resource ownership and their responsibilities for resource management. Among other activities, local communities participate in the conservation, sustainable utilization, and management of agricultural resources; provide support services related to food and agriculture; participate in the formulation of food and agricultural policy, legislation, and enforcement; participate in data collection; and preserve indigenous knowledge. However, poor representation of farmers in agricultural policy formulation is a major challenge.

3.1.4.2. NGOs, Community-based Organizations (CBOs), and Related Farmers' Organizations

The main role of NGOs, CBOs, and related farmers' organizations is to implement food and agricultural policy for the sector's sustainable development. Other roles include creating awareness and providing extension services, supporting the implementation of activities within the sector, promoting gender and community empowerment, and participating in and advocating for food and agricultural policy and legislation. These organizations also seek to

sensitize and support the establishment of savings and credit facilities and support alternative livelihood activities in farming communities. Some of the NGOs, CBOs, and related farmers' organizations include the Agricultural Non-State Actors Forum; Agriculture Council of Tanzania; Tanzania Chamber of Commerce, Industry and Agriculture; and Mtandao wa Vikundi vya Wakulima Tanzania. Although most of these institutions use evidence-based data and research (strategic policy analysis) to make decisions and advocate for food and agricultural policy, they have weak M&E systems.

3.1.4.3. Agricultural Non-State Actors Forum

The forum is an advocacy network made up of concurring organizations, such as NGOs and CBOs, that seek to advocate for a favorable agricultural policy environment in Tanzania that benefits the poor. It promotes dialogue and constructive engagement among sector stakeholders; effectively analyzes existing agricultural policies; suggests practical policies and practices; and provides a platform for learning, sharing, networking, and coalition building around pertinent issues in the agricultural sector. The forum also strives to awaken latent opportunities in agriculture by identifying and articulating the potential that currently exists. Since its inception in 2006, the Agricultural Non-State Actors Forum has participated extensively in the policy process. It has built its capacity more through its secretariat, since it draws members from the private sector, CSOs and NGOs, farmers' associations like Mtandao wa Vikundi vya Wakulima Tanzania, researchers, and individuals in the agricultural sector (ANSAF Profile 2012).

3.1.5. Regional and International Community

Through different representation within Tanzania, the regional and international community collaborates and participates in various forums that promote food and agricultural sector development. Other roles include providing technical and financial assistance; building capacity through training, research, and transfer of technology; facilitating the implementation of regional and international obligations; promoting technical cooperation; and facilitating the harmonization of policies and legislation on shared resources related to food and agriculture. Since stakeholders' consultative process in agricultural policy formulation is very costly, this group of institutions should continue to support the process, without favoring the interests of donors, including building capacity for strategic analysis and knowledge management at the government ministries.

3.1.6. Government Agencies, Parastatal Organizations, and Other Public Institutions

Government agencies, parastatal organizations, and other public institutions are also responsible for implementing food and agricultural policy, laws, and guidelines that assist in the conservation and management of the agricultural sector's resources and environment. They also play important roles in research and training in the sector. The agencies include the President's Office Planning Commission, Tanzania Commission for Science and Technology, Tanzania Food and Nutrition Centre, National Environmental Management Commission, Tanzania National Bureau of Statistics, Tanzania Official Seed Certification Institute, and Tanzania Food and Drug Agency. Generally, these agencies have a satisfactory number of policy analysts, but are not as well versed in the strategic analysis supporting policy formulation, implementation, and review.

3.1.6.1. President's Office Planning Commission

As Tanzania's primary think tank, the President's Office Planning Commission is responsible for providing guidance on the national economy in line with the National Development Vision 2025. The commission's roles and functions are to develop the vision and guidance of the national economy and to oversee economic policy, economic management, research, and national development planning strategies.

Some of the commission's specific functions are to assess the state of the national resources for development; advise the government on the efficient use of those resources; analyze trends on key economic variables, including balance of payments, money supply, and prices, and to advise the government accordingly; analyze existing policies with a view to strengthening their implementation; propose new policies where it is deemed necessary in the national interest; monitor day-to-day performance of various sectors of the economy and ensure that appropriate measures are taken to solve any operational problems that may be detected in those sectors; issue guidelines on economic relations with other states and international organizations; issue guidelines for the formulation of the National Plan; and monitor the preparation process of long-term, medium-term, and short-term annual plans (URT/POPC 2011). Currently, the commission is building its human resources and commissioning most of its strategic researchers to other local think tanks, particularly the Economic and Social Research Foundation and Research on Poverty Alleviation.

3.1.6.2. Tanzania Commission for Science and Technology

This parastatal organization under the Ministry of Communication, Science and Technology is responsible for coordinating and promoting science and technology development activities in Tanzania, and is the principal advisor to the government on all matters pertaining to science and technology and their application for Tanzania's socioeconomic development. Established by Act of Parliament No. 7 of 1986 as a successor to the Tanzania National Scientific Research Council, the commission brings together the top leadership of Tanzania's scientific and technological institutions under one forum. Thus, it maintains a system of collaboration, consultation, and cooperation with parties within Tanzania whose functions relate to the application of science and technology to development. In view of this fact, all major national research and development (R&D) institutes are affiliates of the commission. Some of the commission's major objectives have been to appraise R&D activities undertaken by R&D institutions, act as a national research registry, establish effective linkages between R&D institutions with the view of sharing available resources and improving the quality of R&D output, fund and support dissemination of R&D activities, and foster collaboration with regional and international organizations (COSTECH Profile 2012).

3.1.6.3. National Bureau of Statistics

The National Bureau of Statistics is the only agency entrusted to provide official statistics to the Tanzanian government, business community, and public at large—its customers. Its major functions include undertaking any census in Tanzania; drawing up and continuously reviewing an overall national statistics plan for official statistics; and establishing statistical standards and ensuring their use by all producers of official statistics, to facilitate the integration and national and international comparison of official statistics. Thus, the agency provides technical expertise on data collection methodology, with less focus on strategic analysis and knowledge management.

3.1.6.4. Tanzania Food and Nutrition Centre

Established in 1973 under the Ministry of Health, this semi-autonomous institution plans and initiates food and nutrition programs for the benefit of Tanzanians; reviews and revises food and nutrition programs; provides facilities for training in subjects related to food and nutrition; conducts research in matters related to food and nutrition; advises the government, schools, and other public organizations on matters related to food and nutrition; and participates in international conferences, seminars, and discussions on matters related to food and nutrition.

Recently, the Tanzania Food and Nutrition Centre refocused its activities and scope of operations in line with the National Development Vision 2025, National Strategy for Growth and Reduction of Poverty, Millennium Development Goals (MDGs), and other relevant policies and strategies (URT/TFNC 2006). Generally, the Tanzania Commission for Science and Technology and the Tanzania Food and Nutrition Centre lack a full mandate for

coordinating agricultural-related activities, which compromises the effectiveness of strategic analysis, M&E, and knowledge management within the country.

3.1.7. Universities and Think Tanks

These academic and research institutions are responsible for conducting training, research, and consultation on issues related to food and agriculture. Their effectiveness is determined through information exchange and joint development of research priorities among resource managers, users, policy analysts, and researchers. Other local and foreign universities and training institutes are recognized as collaborators.

Universities and think tanks have mandates to conduct short- and long-term training to meet professional needs in the agricultural sector, including specific tailor-made training programs. They also conduct research, as guided by the National Agricultural Research Master Plan, and implement outreach programs to disseminate results. Policymakers tend to request data and strategic analysis findings from these institutions. However, food policy researchers reported poor intellectual confidence in suggesting their opinions on different policy issues. Also, the number of action-oriented food policy researchers is inadequate to effectively feed into Tanzania's policymaking process. Some of these academic and research institutions follow.

3.1.7.1. Research on Poverty Alleviation

Established in 1995 as one of Tanzania's leading research organizations, this independent, nonprofit NGO specializes in research on poverty and related development issues. Research on Poverty Alleviation's research grants program was recently expanded to neighboring countries in East Africa. The organization participates in the government policy development process as a member of various government forums. It aims to strengthen the capacity of researchers and users of research; undertake, facilitate, and encourage strategic research; and facilitate and stimulate the use of evidence-based research findings to enable effective economic development (REPOA 2011 Annual Report and Profile).

3.1.7.2. Economic and Social Research Foundation

This policy research and analysis institution contributes significantly to informing the policy process in Tanzania. The Tanzanian government established the foundation in 1994 to contribute to development priorities by taking an active role in leading various economic and social policy reform processes. With the support of various development partners, private-sector actors, and the Tanzanian government, the Economic and Social Research Foundation implemented four phases of its strategic plans, whose outputs have significantly contributed to policy formulation and strategic thinking in Tanzania.

3.1.7.3. Sokoine University of Agriculture

As one of Tanzania's higher-learning institutions, Sokoine University is involved in the policy process, particularly policy on food policy and research. The university's Department of Agricultural Economics and Agribusiness is significantly involved in socioeconomic and food policy research, and its efforts are complemented by other university organizations, including the Department of Food Science and Technology, Department of Crop Science and Production, Department of Animal Science and Production, Faculty of Forestry and Nature Conservation, and Development Studies Institute.

3.1.7.4. University of Dar es Salaam and Tumaini University

While the University of Dar es Salaam's Department of Economics, Institute of Development Studies, and Institute of Resource Assessment are involved in the policy process, the research they conduct related to food policy is insignificant. However, the initiatives of Tanzania's private universities and their involvement in the policy process and food and agricultural research are encouraging. For instance, Tumaini University introduced its Institute of Agriculture in 2003, with the major aim of conducting agricultural research and increasing farmers' productivity, particularly in the Iringa and Morogoro regions.

3.1.7.5. University of Dodoma

Established in 2007, Tanzania's largest university has built its capacity by putting in place facilities and staff for teaching, research, and outreach activities. While the university's School of Business Studies and Economics and School of Social Sciences have played important roles in the country's policy process, the university should make full use of its Strategic Policy Analysis Centre for attaining the main objective of enhancing capacity for policy analysis and leadership practices among leaders in Tanzania's government, NGOs, and private sector.

3.1.8. Development Partners

Development partners are providing important technical and financial resources toward the development of Tanzania's food and agricultural sector, and are supporting various efforts within the sector to address constraints to development. The Tanzanian government expects these partners will continue their support, particularly in the areas of strategic analysis, M&E, knowledge management, data system development, and information sharing.

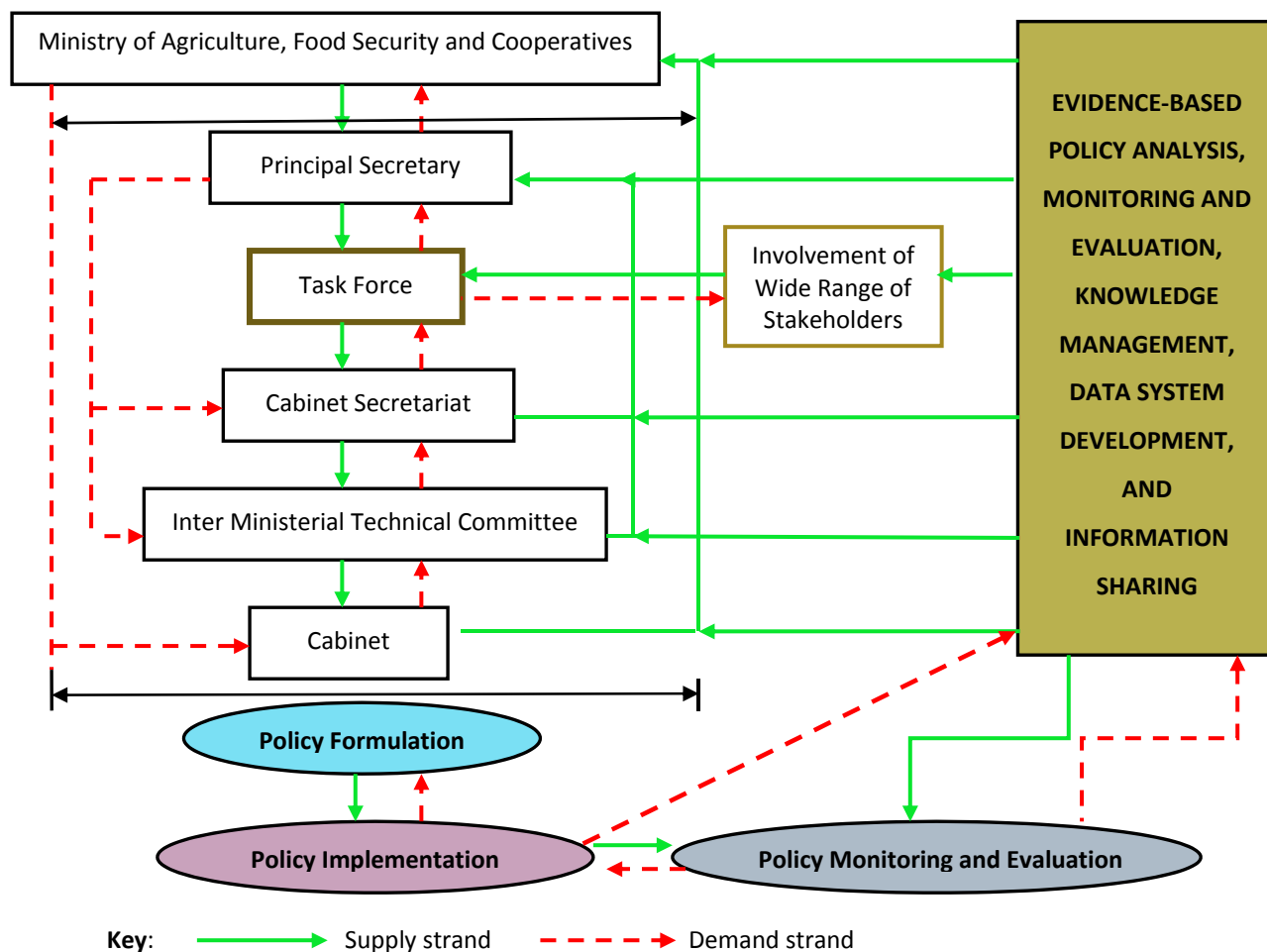
3.1.9. Commodity Boards

Commodity boards are responsible for performing regulatory functions for specific crops on behalf of the government: coffee, cashew nuts, cotton, sisal, tea, sugar, and pyrethrum. Other board functions include formulating and implementing development strategies for their respective industries; providing regulatory services to promote high-quality products; financing strategic analysis and services for their respective industries; disseminating relevant information to stakeholders in their industries; and promoting the production of, adding value to, and marketing of their respective crops. Hence, government ministries, like the Ministry of Agriculture, Food Security and Cooperatives, should find a way to effectively use these commodity boards to strengthen the capacity of stakeholders within the sector for strategic analysis, knowledge management, data system development, and information sharing.

3.2. Linkages between Different Policy Players

In any country, policy formulation, implementation, and M&E guide the policy process. However, evidence-based strategic analysis, M&E, knowledge management, data system development, and information sharing must direct the whole policy process (Figure 4). A policy framework should be set as an initial stage of formulating food and agricultural policy. Like most countries, Tanzania is bound by various international agreements, such as with the World Trade Organization, and cross-cutting issues, such as poverty reduction, good governance, and democracy. These issues must be well understood to be aware of how a particular policy operates. Thus, the process of policy formulation begins with setting a policy agenda on the basis of an established policy framework. Figure 4 shows the way policy is formulated, implemented, monitored, and evaluated in Tanzania. Based on the findings of the study survey and the Economic and Social Research Foundation (2004), Figure 4 presents linkages of different policy players, including an analysis of actors who demand and those who supply policy.

FIGURE 4: POLICY PROCESS ANALYSIS, IMPLEMENTATION, AND M&E IN TANZANIA



Source: Modified from United Republic of Tanzania (1997), based on policy formulation stages in Tanzania.

3.2.1. Policy Formulation

As shown in Figure 4, food and agricultural policy is initiated by the Ministry of Agriculture, Food Security and Cooperatives as the line agricultural ministry, and other core agricultural lead ministries through the Minister, Principal Secretary, and Task Force. However, the findings of any strategic policy research from available institutions, such as the Economic and Social Research Foundation, Research on Poverty Alleviation, and universities, also influence stakeholders to demand policy.

In Tanzania, the main elements in the formulation of agricultural policy are situational analysis and problem identification; formulation of policy objectives, vision, and mission; and formulation of policy statements, implementation arrangements, policy strategies, and M&E mechanisms and frameworks. However, in Tanzania, various challenges in formulating policies have been reported. For example, representation of key stakeholders, particularly smallholder farmers, is poor; stakeholder consultative processes have proved very costly and sometimes have tended to favor the interests of donors; and consultation is usually conducted during the formulation stage, rather than the agenda-setting stage.

As the executive policy decision-maker, the president of Tanzania has the power to act beyond the framework presented in Figure 4. The Cabinet assists the president in the decision-making process, providing advice throughout the policy cycle. It has been reported that Tanzania's presidency tends to dominate the policymaking process, despite the country's general move toward democratic governance. This dominance is not effectively reflected in the policy process.

A wide range of categories of stakeholders is represented in the Task Force, including think tanks, research institutions, and universities. Stakeholders can be represented as professionals or commissioned as policy analysts to formulate policy or provide advice, along with other actors throughout the policy process (Figure 4). Moreover, professionals and policy analysts assist line ministries, such as the Ministry of Agriculture, Food Security and Cooperatives and Ministry of Livestock and Fisheries Development, in producing draft policy papers. The Cabinet secretariat receives the ministries' draft policy papers for scrutiny and further examination, if all potential stakeholders were fully involved in the formulation of the policy papers. Practically, all permanent secretaries of all government ministries review draft papers circulated by the Cabinet secretariat prior to the sitting of the Inter Ministerial Technical Committee.

In Tanzania, the Inter Ministerial Technical Committee meets at least twice a month to discuss policy papers before they are forwarded formally to the Cabinet. Finally, ministers of the Ministry of Agriculture, Food Security and Cooperatives, Ministry of Livestock and Fisheries Development, and other leading agricultural ministries present their policy papers in Cabinet meetings and request that the Cabinet members advise the president to either approve or disapprove them.

3.2.2. Policy Implementation and Policy M&E

Policy implementation and policy M&E are the next important components, after policy formulation. These include involving stakeholders for effective implementation of food and agricultural policies, and evaluating the impacts of the implementation of the policies.

According to the Economic and Social Research Foundation (2004), baseline surveys are crucial for understanding the situation on the ground before implementation takes place. Also, policy dialogues conducted by independent policy watchdogs, such as by the foundation and Research on Poverty Alleviation, are ideal in shaping policy implementation in Tanzania. Thus, universities, think tanks, and research institutions must be utilized to monitor and evaluate food and agricultural policies, as most of the time they participate in formulating these policies.

Implementation and M&E of agricultural policy in Tanzania are subjected to many environmental, technological, globalization, and institutional challenges. Unfortunately, the majority of farmers are poor and operate on a small scale, while in contrast, most of the advanced technologies produced by the research institutions are better suited to high-cash-input users. Moreover, financial institutions have also failed to implement an innovative way of financing the agricultural sector, in general, while farm inputs and profitable outputs markets are underaccessed. Thus, these farmers must be well represented (Figure 3), especially in the formulation of food and agricultural policy, with the full use of evidence-based data and information from other stakeholders. Since strategic analysis is insufficiently reflected in policymaking, M&E, and implementation in Tanzania, the government should find an effective way of fully involving other potential stakeholders, such as research institutions and universities. This includes strengthening the Agricultural Sector Development Programme's M&E TWG, which has members from leading agricultural ministries, development partners, and the National Bureau of Statistics, and has the mandate of M&E activities within the agricultural sector.

3.2.3. Weak Link Features between Different Actors

The major weaknesses in the linkages among the leading agricultural ministries, NGOs, and CSOs include inadequate participation of the private sector and smallholder farmers in the policy process and various issues that require decision-making. Also, the lead ministries have been reported to have weak information-sharing systems, such as inadequate sharing of budget- and policy-related documents. Some priority interventions to address these weaknesses, as suggested by respondents and other stakeholders, include encouraging the participation of all potential stakeholders, such as private-sector actors and smallholder farmers; improving information-sharing systems at the lead ministries; and using the media to enhance public scrutiny of food and agricultural policy performance in Tanzania.

In the case of the government, lead ministries, think tanks, research institutions, and universities, weaknesses include the ministries' and government's ineffective use of evidence-based information available from think tanks and universities, and inadequate funds allocated by the government to facilitate different research activities within the think tanks, government ministries, and public universities. Some suggested actions include encouraging effective use of evidence-based information, increasing government budget allocation and support for research to local think tanks and public universities, and encouraging and increasing demand for policy analysis from think tanks and universities to better influence capacity management and the policy process.

The major weaknesses reported by other leading agricultural ministries to the Ministry of Agriculture, Food Security and Cooperatives included the relative slow flow of information from leading agricultural ministries and the Ministry of Agriculture, Food Security and Cooperatives to other ministries; inadequate capacity of stakeholders at the local level, such as farmers and extension officers; and concerns regarding how to coordinate them. Suggested priority actions for interventions include improving coordination among all leading agricultural ministries, with a clear demarcation line of command among officials; building their capacity; and increasing the technical assistance of potential stakeholders at the local level.

For other government agencies, a key weakness was the lack of a full mandate for coordinating food, nutrition, and agricultural activities in Tanzania, which has prevented them from effectively disseminating information and advocating for the implementation of their activities. Also, because government agencies have inadequate financial resources, they are unable to offer enough incentive packages for their staff. These agencies also have limited office space and poor M&E systems for their activities. Government should find the a way of increasing the scope of its agencies' mandates; increasing budget support, particularly for research; and strengthening the M&E systems of agencies involved in the food and agricultural policy process.

Table 3 presents the major weaknesses faced by the final link between government agencies and think tanks, research institutions, and universities. These weaknesses include inadequate evidence-based knowledge among government agencies for better focusing and targeting activities, as well as inadequate information technology (IT) and data analysis skills. Table 3 also presents suggestions for addressing these weaknesses, which include strengthening evidence-based knowledge, IT, and data analysis skills within available government agencies involved in the food and agricultural policy process, and encouraging collaboration and information sharing among think tanks, universities, and government agencies.

TABLE 3: STRENGTHS AND WEAKNESSES OF THE LEAD INSTITUTIONS IN TANZANIA'S POLICY PROCESS

Strengths	Weaknesses	Suggestions for Improvement
Ministry of Agriculture, Food Security and Cooperatives		
<ul style="list-style-type: none"> • Leaders are operational and responsive, with capacity to act and commit. • Principal Secretary advises and provides strategic guidance via directors. • Available job security results in relatively low staff turnover rate. • M&E framework for effective assessment of activities is well developed. • Internal management encourages staff to raise issues through meetings, etc. • Agricultural sector and public expenditure reviews are conducted. • Ministry has national coverage, such as research centers, training colleges, crop boards, and agencies. 	<ul style="list-style-type: none"> • Institutional changes, such as leaders are not staying for enough time. • Staff motivation and incentive package is inadequate. • Skills for data analysis, planning for evaluation, and reporting are inadequate. • Young professionals are not encouraged to demonstrate their capacity. • Funding from multiple sources is inadequate to cover cost of operations. • M&E system lacks direction at sector level—for example, how to monitor implementation and operationalize. • Staff lacks power to influence accountability of government for implementation of activities. • Information dissemination system and use of media to channel message to stakeholders are weak. 	<ul style="list-style-type: none"> • Find ways to ensure good leaders stay longer. • Encourage and use more evidence-based data and information. • Improve staff incentive package. • Provide more specific trainings—e.g., strategic analysis, knowledge management. • Increase support from both government and development partners and provide timely funding. • Make full use of Agricultural Sector Development Programme M&E TWG, and involve all potential stakeholders. • Improve scheduling of staff departmental meetings. • Establish a systematic feedback mechanism from clients and stakeholders. • Improve records and database systems for accelerating decision-making processes.
Ministry of Livestock and Fisheries Development		
<ul style="list-style-type: none"> • Leaders are responsive and work under given guidelines and plans. • Staff turnover rate is relatively low. • Ministry collaborates with other institutions for capacity-building opportunities, etc. • Ministry works with local government authorities for verification of M&E activities at the local level; obtains implementation reports from regions, centers, etc. • Ministry has several meetings at management and department levels, which involve all staff. • Stakeholders are free to present their views, such as with the use of Farmer's Day. 	<ul style="list-style-type: none"> • Financial resources to implement given policies are inadequate. • Staff perception of getting high income at the ministry is wrong. • Number of trainings on topics like strategic policy analysis is inadequate. • Constrained funding necessitates closing M&E at the local level. • Representation of all potential stakeholders is inadequate for strategic planning. • Meetings (specific forums) with stakeholders are lacking for stimulating issues that reflect poorly on the government. • Number of experts at the local level is inadequate. 	<ul style="list-style-type: none"> • Obtain sufficient support from the government. • Address issues of comprehensive incentives, delayed promotions, and satisfactory annual salary increments. • Build capacity for policy analysis and other needs. • Increase frequency of contacts with local government authorities, and monitor reports in a timely fashion. • Mobilize resources and allow involvement of all stakeholders in sector reviews of policy and/or strategic documents. • Establish an effective system of obtaining feedback from stakeholders through annual meetings, etc.

Strengths	Weaknesses	Suggestions for Improvement
		<ul style="list-style-type: none"> Use alternative means to stay in touch with general trends and development of the sector—e.g., use mobile phones to report.
Ministry of Industry and Trade		
<ul style="list-style-type: none"> Leaders are responsive and knowledgeable about agricultural-related policies. Leaders provide strategic, operational guidelines and work plans. Staff has necessary skills to engage in policy dialogues and discussions. Multiple sources finance the ministry's budget. Market information collection systems are used (LINKS & PAM). Ministry effectively maintains relationships with other networks and institutions. 	<ul style="list-style-type: none"> Financial resources are inadequate for implementation of activities. There is incoherence between policy implementation strategies and actual situations. Opportunities are limited for staff growth and promotions in skills, such as strategic analysis. Most of strategic research and related sector reviews are commissioned. Quality of market data is questionable. 	<ul style="list-style-type: none"> Modernize agriculture through mechanization and irrigation schemes. Harmonize strategies and operational structures. Offer timely staff promotion and increase opportunities for growth, such as policy analysis trainings; improve nonfinancial benefits, etc. Improve budget allocations. Strengthen knowledge management and data systems and information sharing.
Commission for Science and Technology		
<ul style="list-style-type: none"> Staff turnover rate is relatively low due to available government guarantee. Staff has necessary skills to use evidence for strategic analysis. Sources of funding are multiple and moderately diversified. Organization uses both its own and commissioned studies to review the food and agricultural sector. Internal management is open to evaluation and stimulates reflection on activities. Staff members are free to express ideas for implementation of agricultural policy objectives. Organization issues a monthly e-newsletter. Organization is open and responsive to its stakeholders and the general public. 	<ul style="list-style-type: none"> Actions and accountability of leaders are insufficient. Poor facilitation processes and top-down decision-making limit staff potential. Transparency is inadequate in funding of operations and its framework. Harmonized M&E system is lacking. Activities of and responsibilities to staff are not clearly defined. Connection of activities and decisions between top- and second-level management is poor. Budget flexibility to implement ideas from staff for is lacking. E-newsletter does not focus on food security and agriculture. Mechanism to obtain input from stakeholders is ineffective. Other government duties and orders interfere with meeting planned outputs. 	<ul style="list-style-type: none"> Leaders should be more accountable and use time management tools. Allow more flexibility and balance of management for effective decision-making. Improve transparency on finance-related matters. Institute a performance management system to improve M&E of activities. Improve clarity and elaboration of activities at all levels of staff. Allow budget flexibility to accommodate new ideas from staff for implementation. Increase e-newsletter's content of food security issues and facilitation of the activity. Establish an effective system of obtaining inputs and comments from all stakeholders. Assign specific staff to coordinate given activities with partner organizations and

Strengths	Weaknesses	Suggestions for Improvement
	<ul style="list-style-type: none"> Internal procedures sometimes delay actions for effective coordination of organization's stakeholders. 	<ul style="list-style-type: none"> stakeholders for the benefit of the food and agricultural sector.
Tanzania Food and Nutrition Centre		
<ul style="list-style-type: none"> Organization is mandated to spearhead research and policy advice. Funds are obtained from multiple sources. Staff is knowledgeable and has multidisciplinary skills. Organization has title deed for the office premises. Organization's strong reputation attracts research collaborations and funds. 	<ul style="list-style-type: none"> Financial resources for policy advocating are inadequate. Staff incentive package is inadequate. M&E system is poor. IT and strategic analysis skills are inadequate. Evidence-based knowledge and dissemination are inadequate. 	<ul style="list-style-type: none"> Government should increase funding to its agencies for advocating activities. Improve staff motivation and incentive packages. Strengthen organization's M&E system. Strengthen organization's evidence-based knowledge, IT, and strategic analysis skills. Encourage collaboration among research institutions, think tanks, universities, and organizations.
Economic and Social Research Foundation		
<ul style="list-style-type: none"> Organization obtains support from government and other development partners. Staff has necessary skills to use evidence for strategic analysis and other policy-related work. Organization is implementing a satisfactory number of food- and agricultural-related projects. Organization uses its own and commissioned studies to review the agricultural sector. Internal management and evaluation of the organization stimulates frequent critical reflection that results in learning from mistakes. <i>Quarterly Economic Review</i> stays in touch with general trends and developments in the food and agricultural sector. Organization is open and responsive to its stakeholders and the general public through policy dialogues. 	<ul style="list-style-type: none"> Staff incentive package is inadequate. Frequency of trainings, such as modern analytical software, is inadequate. Government support and funds for strategic research and knowledge management are inadequate. Some donor support has conditions attached and is inflexible. M&E system available is ineffective. Budget to implement new ideas from staff for achieving agricultural policy objectives is inadequate. Number of public consultations and fact-finding research efforts from the grassroots, and capacity building for research users are inadequate. 	<ul style="list-style-type: none"> Increase employees' benefits. Increase frequency of trainings to provide appropriate skills to both technical and supporting staff. Government should increase budget to support research. Strengthen M&E system. Encourage staff to share and talk formally about changes to the policies and programs in the food and agricultural sector. Increase the number of fact-finding research efforts from the grassroots, particularly in the area of food and agriculture. Find a good way of building the capacity of users of research results.
Universities		
<ul style="list-style-type: none"> Members are well equipped with technical capacity in 	<ul style="list-style-type: none"> Trainings and skills for more recent analytical software and 	<ul style="list-style-type: none"> Enhance skills in recent and more rigorous analytical

Strengths	Weaknesses	Suggestions for Improvement
<p>strategic analysis—e.g., modeling, impact evaluations.</p> <ul style="list-style-type: none"> • Turnover rate is relatively low. • Organization attracts funding for policy analysis. • Organization has operational work plans and strategies. 	<p>approaches are limited, and availability of modern data tools and software is inadequate.</p> <ul style="list-style-type: none"> • Approaches for linking research with policy (and information packaging) are inadequate. • Information and communication technology platforms are inadequate. 	<p>software—E-Views, SAS, GAMs, NVivo, etc.</p> <ul style="list-style-type: none"> • Enhance capacity to link research with policy processes—e.g., policy analysis, simplified information packaging, presentation skills. • Support availability of modern tools for strategic analysis and knowledge management—e.g., computers, software. • Support access to information and communication technologies—e.g., reliable Internet facilities for public universities.

Source: Author's elaborations based on data provided by respondents (2012) and URT/TFNC (2006).

TABLE 4: FEATURES OF THE WEAK LINKS AMONG AND SUGGESTED INTERVENTIONS FOR THE POLICY PROCESS INSTITUTIONS IN TANZANIA

Actors → Links	Weakness Features	Priority Interventions
Leading agricultural ministries → nongovernmental organizations and civil society organizations	<ul style="list-style-type: none"> • Inadequate involvement of private sector. • Poor representation of smallholder farmers. • Weak information-sharing system. 	<ul style="list-style-type: none"> • Upgrade participation of all potential stakeholders—i.e., private sector and farmers. • Improve information-sharing systems at leading agricultural ministries. • Use media to enhance public scrutiny of food and agricultural policy performance.
Leading agricultural ministries, government → think tanks, research institutions, universities	<ul style="list-style-type: none"> • Ineffective use of evidence-based information. • Inadequate fund allocation for research. 	<ul style="list-style-type: none"> • Encourage effective use of evidence-based information. • Increase and encourage demand for policy analysis. • Increase budget support to local think tanks.
Ministry of Agriculture, Food Security and Cooperatives → other leading agricultural ministries	<ul style="list-style-type: none"> • Relative slow flow of information. • Inadequate capacity and coordination of local stakeholders. 	<ul style="list-style-type: none"> • Improve coordination among leading agricultural ministries, with clear demarcation of line of command. • Build capacity of and increase technical assistance to stakeholders at local level.

Actors → Links	Weakness Features	Priority Interventions
Government → other government agencies	<ul style="list-style-type: none"> • Lack of full mandate for coordinating food, nutrition, and agricultural activities in the country. • Inadequate financial resources for advocating the implementation of activities. • Inadequate dissemination of agencies' activities, incentive package for staff, office space, and M&E systems. 	<ul style="list-style-type: none"> • Increase scope of government agencies' mandates. • Increase budget support. • Strengthen strategic analysis, knowledge management, and M&E systems of available government agencies involved in the food and agricultural policy process.
Government agencies → think tanks, research institutions, universities	<ul style="list-style-type: none"> • Inadequate evidence-based knowledge for better focusing and targeting activities. • Inadequate information technology and data analysis skills. 	<ul style="list-style-type: none"> • Strengthen evidence-based knowledge, information technology, and data analysis skills within government agencies. • Encourage collaboration among think tanks, universities, and government agencies.

Source: Author's elaborations based on data provided by respondents (2012).

4. CAPACITY ASSESSMENT RESULTS

4.1. Human, Financial, and Physical Resources for Strategic Analysis, M&E, and Knowledge Management

4.1.1. Human Resource Availability

More than 165 full-time equivalent (FTE)¹ staff members performing strategic analysis, M&E, knowledge management, data system development, and information-sharing activities are spread across different surveyed agencies in Tanzania. Most of them work in the public sector (Table 5). About 33 percent of the total estimated FTE staff for strategic analysis, M&E, and knowledge management hold Doctor of Philosophy (PhD) degrees, while 44 percent hold Master of Science (MSc) degrees. The universities have the highest share (almost 65 percent) of PhD-qualified food policy researchers. Only 18 percent of staff working on strategic analysis, M&E, and knowledge management in think tanks and nonprofit organizations have PhDs. Surprisingly, neither ministry surveyed for capacity assessment—neither the Ministry of Agriculture, Food Security and Cooperatives nor the Ministry of Livestock and Fisheries Development—has staff members with PhDs within the policy and planning division working on strategic analysis, M&E, and knowledge management (Table 6).

TABLE 5: NUMBER OF STAFF BY AREA OF SPECIALIZATION FOR 2011/12

Institution	Area of Specialization	No. of Staff
Ministry of Agriculture, Food Security and Cooperatives	Strategic Analysis	14
	Monitoring and Evaluation	7
	Knowledge Management, Data System Development, and Information Sharing	12
Ministry of Livestock and Fisheries Development	Strategic Analysis	7
	Monitoring and Evaluation	6
	Knowledge Management, Data System Development, and Information Sharing	5
Economic and Social Research Foundation	Strategic Analysis	9
	Monitoring and Evaluation	3
	Knowledge Management, Data System Development, and Information Sharing	7
Research on Poverty Alleviation	Strategic Analysis	15
	Monitoring and Evaluation	4
	Knowledge Management, Data System Development, and Information Sharing	7
Sokoine University of Agriculture, Department of Agricultural Economics and Agribusiness	Strategic Analysis	29
	Monitoring and Evaluation	1
	Knowledge Management, Data System Development, and Information Sharing	3
University of Dar es Salaam, Department of Economics	Strategic Analysis	43
	Monitoring and Evaluation	1
	Knowledge Management, Data System Development, and Information Sharing	2

Source: Author's calculations based on data provided by respondents (2012) and Research on Poverty Alleviation Annual Report (2011).

¹ Indicates the workload involvement of a person employed full time in the surveyed organizations. Only currently working staff members were reported. These included management positions, such as deputy directors and heads of particular units.

TABLE 6: DISTRIBUTION OF STAFF BY ACADEMIC DEGREE FOR 2011/12

Degree	Institution					
	Universities		Ministries		Think Tanks and Research Institutions	
	SUA-DAEA	UDSM-DoE	MAFC	MLFD	REPOA	ESRF
PhD	17	31	0	0	5	3
MSc	12	13	14	9	16	10
BSc	1	0	19	7	5	6

Source: Author's calculations based on data provided by respondents (2012).

Note: BSc = Bachelor of Science; ESRF = Economic and Social Research Foundation; MAFC = Ministry of Agriculture, Food Security and Cooperatives; MLFD = Ministry of Livestock and Fisheries Development; PhD = Doctor of Philosophy; REPOA = Research on Poverty Alleviation; SUA-DAEA = Sokoine University of Agriculture, Department of Agricultural Economics and Agribusiness; UDSM-DoE = University of Dar es Salaam, Department of Economics.

Generally, about 28 percent of females are involved in strategic analysis, M&E, knowledge management, data system development, or information sharing, and most of them are working with government ministries that support agriculture. Only 5 percent of FTE female staff members working on strategic analysis, M&E, and knowledge management have PhDs, while 22 percent and 6 percent have MSc and BSc degrees, respectively. Most of the women with PhD and MSc degrees work with government ministries and universities in Tanzania.

Most of the PhD-qualified staff working in strategic analysis, M&E, and knowledge management are in the 51–60 age range, so are likely to retire soon. A significant number of younger staff members (age 31–40) are in universities, think tanks, and nonprofit organizations. However, on the basis of age distribution, a wide variation was found within the universities, as compared with other agencies. On the other hand, researchers and professional staff in surveyed institutions have been spending their time on different areas (Table 7). Staff at the Sokoine University of Agriculture spent time on training, research, and consultancy activities, while staff at the Economic and Social Research Foundation emphasized research, strategic policy analysis, investment planning, and knowledge management. Also, staff at government ministries reported that they concentrated on governance, program management, and M&E. Staff at the Agricultural Non-State Actors Forum advocated for food and agricultural policy and conducted trainings for smallholder farmers. The trainings included budget analysis; the local planning process; district agricultural development plans; public expenditure tracking; civic education, such as farmers' rights and roles and responsibilities of local duty bearers; and advocacy.

TABLE 7: TIME SPENT BY RESEARCHERS AND PROFESSIONAL STAFF ON DIFFERENT AREAS

Research Area	Percent					
	MAFC	MLFD	ESRF	COSTECH	ANSAF	SUA
Research, consultancy, strategic policy analysis, and investment planning	20	35	75	65	40	25
Program management, monitoring, and evaluation	25	20	5	5	5	2
Knowledge management, data system development, information sharing, and policy advocacy	10	20	15	20	45	5
Training, leadership, and management	20	10	2	5	15	65
Governance, organizational development, and institution development	25	15	3	5	5	3

Source: Author's elaboration based on data provided by respondents (2012).

Note: ANSAF = Agricultural Non State Actors Forum; COSTECH = Commission for Science and Technology; ESRF = Economic and Social Research

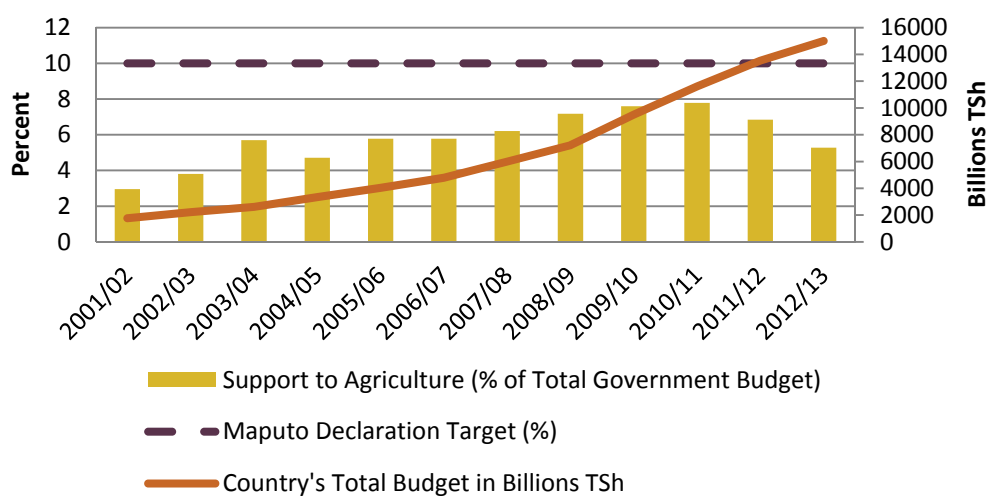
Foundation; MAFC = Ministry of Agriculture, Food Security and Cooperatives; MLFD = Ministry of Livestock and Fisheries Development; SUA = Sokoine University of Agriculture.

Considering incentives and motivation, the average gross monthly salary of staff for strategic analysis, M&E, and knowledge management is above US\$500. The salary scale for government ministries in Tanzania is lower compared with those of universities, think tanks, and nonprofit organizations. However, annual salary raises occur in all agencies. The lower scale of salary for staff in the ministries and universities influences them to concentrate on external research projects and other sources of additional income. Beyond salary, other incentives have been reported to be used for staff retention, such as being recognized by supervisors; participating in national and international forums; serving as policy advisors to government; using staff members' work in policymaking; and providing other nonfinancial and financial incentives, such as retirement savings and health insurance. Inadequate incentive and motivation packages in most of the surveyed institutions was reported to be among the major reasons for high turnover rates. Generally, the relationships between surveyed organizations and institutions and their employees were reported to be good, though turnover rates were an issue for all of them.

4.1.2. Financial Capacity

In relative terms, budget allocations in support of food and agriculture in Tanzania have been declining since 2010/11, despite growth of the country's total budget since 2000 in absolute terms (Figure 5). Generally, the recent level of spending in the sector does not meet the CAADP recommendations of dedicating 10 percent of the overall budget to agricultural and rural development. Figure 7 represents the trend of supporting agriculture in Tanzania based on expression of the 2003 Maputo Declaration target.

FIGURE 5: PUBLIC EXPENDITURE TREND IN SUPPORT OF FOOD AND AGRICULTURAL SECTOR IN TOTAL GOVERNMENT EXPENDITURE IN TANZANIA (2001/02–2012/13)



Source: URT/MoFEA (2011)

On average, the organizations selected for this study budgeted more than US\$210 million for the 2011/12 period. For the 2008/09–2010/11 periods, the leading agricultural ministries spent approximately 14 percent of their total budget on agricultural research, while less than 20 percent of the think tank and nonprofit budget is spent on food policy research.

On the basis of annual reports of various institutions reviewed in Tanzania, food policy strategic analysis, M&E, and knowledge management are supported by a number of stakeholders, such as the Government of Tanzania, and bilateral and multilateral donors, such as the World Bank, Food and Agriculture Organization of the United Nations (FAO), Japan International Cooperation Agency (JICA), Danish International Development Agency (DANIDA), Consultative Group on International Agricultural Research, European Union (EU), United States Agency for International Development (USAID), Deutsche Gesellschaft für Technische Zusammenarbeit, and Bill and Melinda Gates Foundation.

However, think tanks and nonprofit organizations receive significant support from the private sector and from revenue- and income-generating activities, particularly commissioned studies, with 17 percent and 28 percent shares, respectively. Thus, the Tanzanian government provides insignificant support for food policy and strategic research. For example, for the 2008/09–2010/11 periods, the government supported only 5 percent of the food policy research conducted within the Ministry of Agriculture, Food Security and Cooperatives, while bilateral and multilateral donors provided most of the support. Moreover, within the same ministry, foreign contributions to the development budget in 2011 were 97 percent, and the rest came from the government. Also, government ministries were reported to spend less than the amount budgeted. For instance, up to April 2012, only 62 percent and 33 percent of the budgeted amounts were released to the Ministry of Livestock and Fisheries Development to cover recurrent and development budgets, respectively, for the 2011/12 fiscal year (URT/MLFD 2012).

4.1.3. Physical Capacity

The Ministry of Agriculture, Food Security and Cooperatives was revealed to have weak physical infrastructure. For example, not all the staff members performing strategic analysis, M&E, and knowledge management have their own desktop computers in their offices, particularly in the Policy and Planning Division, where only one direct landline was shared by all of the staff (Table 8). Extension lines were found to be used in the highest frequency in almost all organizations, rather than direct lines. Apart from the Economic and Social Research Foundation and Research on Poverty Alleviation, other surveyed organizations were not fully equipped with statistical and econometric software in their computers. However, most organizations did not use the latest software. For example, the Economic and Social Research Foundation provides Special Package for Social Sciences (SPSS) 10 to some of its researchers, instead of SPSS 17/18, which is available in the market.

TABLE 8: PHYSICAL FACILITIES AVAILABLE FOR STRATEGIC ANALYSIS, M&E, AND KNOWLEDGE MANAGEMENT FOR 2011

Physical Facility	SUA-DAEA	MAFC	MLFD	ESRF
Computer	1	<1	>1	>1
Computer with statistical and econometric software	<1	<1	<1	>1
Direct landlines	<1	<1	<1	>1
Internet connectivity	1	<1	1	>1

Source: Author's calculations based on data provided by respondents (2012).

Note: Less than one (<1) means the physical facility is shared and insufficient.

Note: ESRF = Economic and Social Research Foundation; MAFC = Ministry of Agriculture, Food Security and Cooperatives; MLFD = Ministry of Livestock and Fisheries Development; SUA-DAEA = Sokoine University of Agriculture, Department of Agricultural Economics and Agribusiness.

More recent analytical software, such as E-View, SAS, GAMs, and NVivo, was reported to be used quarterly by universities, think tanks, and nonprofit organizations. However, very few researchers were found to use this

analytical software, while computers at the ministries did not have this software. Think tanks and nonprofit organizations have higher Internet and file download speed, compared with universities and government ministries.

4.2. Research Communication and Advocacy Capacity in Strategic Analysis, M&E, and Knowledge Management

4.2.1. Knowledge Management, Data System Development, and Information Sharing

During 2010–2011, more than 25 food policy-related research projects were undertaken by the surveyed organizations, and about 28 percent of these were developed with a communication strategy. Research conducted by think tanks and nonprofit organizations accounted for about 63 percent of this 28 percent, while university contributions were almost negligible. Research on Poverty Alleviation is conducting good fact-finding research. In 2009, 44 proposals for fact-finding research were received from grassroots community organizations, and 24 fact-finding participatory research projects were funded. The challenge is to involve a wider range of CSOs, including CSOs involved in issues related to food and agriculture.

Various approaches are used to communicate research findings to government officials, including sharing information with personal contacts; participating in public and small roundtable discussions; working with the media; publishing and disseminating newsletters and policy briefs; and conducting presentations, press conferences, and panel discussions. The Economic and Social Research Foundation and Research on Poverty Alleviation use most of these approaches, particularly policy briefs and dialogues, which were found to be more effective. In contrast, other organizations used few of these approaches, and the proportion of use varied across organizations.

For example, during 2010–2011, the Economic and Social Research Foundation and Research on Poverty Alleviation presented 8 newsletters and more than 25 policy briefs to government officials (Table 9). While think tanks and research institutions are communicating and disseminating their research findings in various forms, Research on Poverty Alleviation is going a step further by building the capacity of the users of its research, with a focus on users involved in policy development and dialogue, including the media (Research on Poverty Alleviation and Economic and Social Research Foundation Annual Reports 2009–2011).

TABLE 9: RESEARCH POLICY LINKAGE FREQUENCY FOR STRATEGIC ANALYSIS, M&E, AND KNOWLEDGE MANAGEMENT IN 2010–2011

Linkage Item	ESRF	REPOA	MAFC	MLFD
Food and agricultural policy research and analysis projects undertaken	12	>7	–	>10
Food and agricultural policy research and analysis projects developed with communication strategy	4	–	–	>2
Public consultations	6	–	2	
Participation in policy dialogues, meetings, workshops, and conferences related to food and agriculture	>11	32	–	>62
Participation in global, regional, and continental events	>19	67	>10	>15
Dissemination of newsletters to officials	4	4	1	1
Dissemination of policy briefs to officials	>15	>10	–	–

Source: Author's calculations based on data provided by respondents (2012).

Note: ESRF = Economic and Social Research Foundation; MAFC = Ministry of Agriculture, Food Security and Cooperatives; MLFD = Ministry of Livestock and Fisheries Development; REPOA = Research on Poverty Alleviation.

4.2.2. Advocacy Capacity for Strategic Analysis, M&E, and Knowledge Management

As expected, most of the organizations surveyed have not been reported to use advocacy activities for strategic analysis, M&E, and knowledge management. However, researchers in the majority of agencies increase public awareness of their work by publishing their findings in various journals, books, and newspapers and participating in media sessions and events. Generally, the effectiveness of these activities was revealed more from think tanks and nonprofit organizations (e.g., the Economic and Social Research Foundation and Research on Poverty Alleviation) and NGOs and CSOs (e.g., the Agricultural Non-State Actors Forum), rather than other organizations.

4.3. Reflection of Strategic Analysis, M&E, and Knowledge Management Capacity as Revealed by Research Outputs

4.3.1. Publications

All of the surveyed organizations involved in strategic analysis, M&E, and knowledge management have their own ways of publishing their research results in the forms of journals, books, newsletters, and policy briefs. Universities, think tanks, and nonprofits reported using most of these in the 2009–2011 period of analysis (Table 9). For example, Sokoine University of Agriculture's Department of Agricultural Economics and Agribusiness publishes the *Journal of Agricultural Economics and Development* and *Agricultural Economics Society of Tanzania*. The University of Dar es Salaam publishes the *Journal of the College of Arts and Social Science* and the *Tanzanian Journal of Populations Studies and Development*, and the university's Department of Economics publishes the biannual *Tanzanian Economic Review* in collaboration with the President's Office Planning Commission. While, the University of Dodoma publishes the *Journal of Social Sciences*, it uses a range of publications to report some food and agricultural issues compared with other organizations. Also, the Economic and Social Research Foundation produces several other publications, such as Discussion Paper Series, Working Paper Series, Research Report Series, Policy Briefs Series, *Quarterly Economic Review*, newsletters, biennial books, and annual reports.

Research on Poverty Alleviation and the Economic and Social Research Foundation have two powerful vehicles, respectively, for reporting their research results: the Tanzania Governance Noticeboard and the *Quarterly Economic Review*. Staff members prepare the documents at the respective organizations, with significant support from development partners and the government. Because these publications are exposing Tanzania's overall economic performance, they are useful for strengthening the country's accountability, transparency, and governance. Also, some government offices obtain copies of these documents—for example, a subscription is needed for the *Quarterly Economic Review*, with an average price of Tanzanian shillings 5,000 per copy. To strengthen these efforts, these documents and databases should increase attention to issues related to food and agriculture. Also, a wide range of stakeholders need to be educated on the importance of focusing on these issues, and trained to use data from these systems and publications, including how to analyze and interpret them in a user-friendly way. For instance, 7 of 22 research projects in 2011 that were approved by Research on Poverty Alleviation to receive grants are directly related to the food and agricultural sector.

4.3.2. Event Organization and Participation

Think tanks and nonprofit organizations, such as Research on Poverty Alleviation and the Economic and Social Research Foundation, were found to conduct a large number of policy dialogues and multi-stakeholder consultations, with most being 1-day workshops and conferences. The majority of the organizations and targeted stakeholders participated in these related events. Surprisingly, government ministries were found to participate in

workshops and conferences taking place for longer than 1 day in more significant numbers compared with others. For example, the Ministry of Livestock and Fisheries Development participated more than 38 times in such events during 2010–2011. However, the tangible outputs out of this higher rate of participation are questionable to most government officials. Most of the agencies under study conducted public consultations for the same period, although each of the organizations conducted fewer than five consultations. Government ministries were found to prefer not to work with the media and to use other ways to communicate. Generally, research institutions should enhance their capacity to link research with the policy process, including presenting their information in more simplified ways tailored for policymakers.

During 2010–2011, research institutions, the Economic and Social Research Foundation, and Research on Poverty Alleviation participated in more in than 88 global, regional, and continental events (Table 9), while the Ministry of Agriculture, Food Security and Cooperatives and Ministry of Livestock and Fisheries Development participated in more than 25 similar events. Unfortunately, heads of organizations and sections reported to have higher participation rates, compared with younger researchers, who also lack enough exposure to food and agricultural issues. However, about 30 percent of seminars and policy dialogues conducted by these research institutions were related to the food and agricultural sector.

4.4. Research Policy Linkage

During 2007–2011, the Tanzanian government formulated various policies, strategies, programs, and plans (Table 10). Reflecting the aims of the National Development Vision 2025, the country is committed to enhancing the productivity of food crops, food security, and self-sufficiency. Cluster 1, goal 4 of the National Strategy for Growth and Reduction of Poverty II aims at achieving security in food nutrition and environmental sustainability. To this end, the following plans and strategies for the food and agricultural sectors were articulated during 2007–2011: Agricultural Sector Development Programme 2006, Medium Term Strategic Plan (2007–2010) 2007, National Strategy for Growth and Reduction of Poverty II 2010/11, National Livestock Policy 2006, National Youth Policy 2007, Integrated Pest Management Plan 2009, Agricultural Marketing Strategy 2010, Livestock Sector Development Strategy 2010, and Fisheries Policy 2010.

TABLE 10: DEVELOPMENT OF POLICY AND STRATEGY DOCUMENTS RELATED TO FOOD AND AGRICULTURE (2007–2011)

Policy and Strategy Documents	Level of involvement (1–5)			
	MAFC	MLFD	Think Tanks	Universities
National Agricultural Draft Policy (2010)	5	1, 2, 3	2, 3	1, 2, 3
Agricultural Marketing Strategy (2010)	4	2, 3	2, 3	1, 2, 3, 4
Fisheries Policy (2010)	2	5	2, 3	1, 2
Livestock Sector Development Strategy (2010)	2	5	2, 3	1, 2, 3
National Strategy for Growth and Reduction of Poverty II (2010/11)	2	1, 3	1, 2, 3, 4	1, 2, 3, 4
National Youth Policy (2007)	2	1, 3	2, 3	1, 2, 3

Source: Author' elaboration (2012).

Note: Level of involvement is as follows: (1) provided advice to drafters of the policy document during meetings and consultations, (2) provided written comments or reviewed drafts, (3) participated in the validation workshops of the draft, (4) drafted a section of a chapter of the policy document, and (5) led the drafting of the policy document.

Note: MAFC = Ministry of Agriculture, Food Security and Cooperatives; MLFD = Ministry of Livestock and Fisheries Development.

Development of these documents involved researchers from a wide range of organizations, such as universities and research institutions, like the Economic and Social Research Foundation and Research on Poverty Alleviation, which provided strategic analysis (Table 10). For example, the Economic and Social Research Foundation has been engaged in the justification of the East African Development Strategy, and in monitoring the Food Security Component of the National Strategy for Growth and Reduction of Poverty's Poverty Reduction Strategy Paper, Rural Development Policy, Rural Development Strategy, and has been substantially involved in various stages of formulating the National Development Vision 2025. However, the government is monitoring and evaluating agricultural sector trends using the Agriculture Sector and Public Expenditure Review, which used to be conducted annually. These publications have been reported to be among the more powerful government documents, and are prepared jointly by consultants from think tanks and universities and staff from leading agricultural ministries, particularly the Ministry of Agriculture, Food Security and Cooperatives and Ministry of Livestock and Fisheries Development.

Using these same documents, the Agricultural Sector Development Programme M&E TWG assessed agricultural sector planning, investment, and M&E capacity and developed various indicators for tracking the sector's performance (Table 11). However, some indicators for tracking food security and nutrition issues were missing from the list; therefore, this review needs to be enhanced through consultation with other government agencies, such as the Tanzania Food and Nutrition Centre.

TABLE 11: SOME KEY M&E INDICATORS USED TO TRACK THE PERFORMANCE OF THE AGRICULTURAL SECTOR MONTHLY, QUARTERLY, AND ANNUALLY

Key M&E Indicators	Disaggregation Level	Source
Percentage increase in per capita consumption of livestock and crop products	District/regional/national	DPM
Percentage increase in livestock and crop production	District/regional/national	DPM
Percentage increase in livestock and crop productivity	District/regional/national	DPM
Percentage increase in the quality and price of hides and skins	District/regional/national	DPM
Percentage increase in the contribution of livestock and crops to export earnings	National	DPM
Number of infrastructure constructed or rehabilitated and maintained	District/regional/national	DPM, DPD, DVS, DCVL, LGA
Improved ratio of processed exported livestock and crop products to total exported livestock/crop products	District/regional/national	DPM
Number of people engaged in subsector activities by gender	District/regional/national	DPM
Number of Training cum Production Centres established	District/regional/national	DPM
Percentage decrease in national incidences of livestock diseases	National	DVS
Number of livestock moved to various destinations (livestock freight)	District/regional/national	DVS

Source: Author's elaboration (2012).

Note: DCVL = Directorate of Central Veterinary Laboratory; DPD = Directorate of Pastoral Development; DPM = Directorate of Production and Marketing; DVS = Directorate of Veterinary Services; LGA = local government authority.

Several foreign agencies assist with the development of different policy documents in Tanzania, such as DANIDA, JICA, EU, Irish Aid, the International Fund for Agricultural Development, and the International Development Association, just to mention few. These agencies are contributing significant amounts of support to the Agricultural Sector Development Programme Basket Fund for achieving the sector's objectives and targets jointly with the leading agricultural ministries (United Republic of Tanzania 2005).

In Tanzania, the government and policymakers occasionally request information on food and agricultural issues from surveyed organizations. Thus, most of these organizations are valuable sources of research data and statistics. Unfortunately, they do not have much influence on the budget-making process (in terms of the openness, quality, or equity of budget choices) in the food and agricultural sector. As a result, they have no impact on holding the government accountable for implementing food and agricultural policies (Table 12).

TABLE 12: RESEARCH POLICY LINKAGE INFLUENCE FOR STRATEGIC ANALYSIS, M&E, AND KNOWLEDGE MANAGEMENT

Institution	Extent of Influence			
Value of source of research, data, and statistics				
Economic and Social Research Foundation				Very much
Ministry of Agriculture, Food Security and Cooperatives				Very much
Ministry of Livestock and Fisheries Development				Very much
Sokoine University of Agriculture, Department of Agricultural Economics and Agribusiness			Somewhat	
Influence on the budget-making process (in terms of openness, quality, or equity of budget choices) in the food and agricultural sector				
Economic and Social Research Foundation			Somewhat	
Ministry of Agriculture, Food Security and Cooperatives				Very much
Ministry of Livestock and Fisheries Development		Not much		
Sokoine University of Agriculture, Department of Agricultural Economics and Agribusiness		Not much		
Impact on holding the government accountable for implementing food and agricultural policies				
Economic and Social Research Foundation		Not much		
Ministry of Agriculture, Food Security and Cooperatives		Not much		
Ministry of Livestock and Fisheries Development	Not at all			
Sokoine University of Agriculture, Department of Agricultural Economics and Agribusiness		Not much		
Policy research is communicated effectively for use in policymaking				
Economic and Social Research Foundation	Agree			
Ministry of Agriculture, Food Security and Cooperatives		Neutral		
Ministry of Livestock and Fisheries Development		Neutral		
Sokoine University of Agriculture, Department of Agricultural Economics and Agribusiness		Neutral		

Source: Author's calculations based on data provided by respondents (2012).

4.5. Networks and Groups in Food Security

The Tanzanian government established the Economic and Social Research Foundation in 1993/94 to make a strong contribution to development priorities by taking an active role in leading various economic and social policy reform processes. Through the support of development partners, the private sector, and the government, the foundation

succeeded in implementing four phases of its strategic plans, thereby enabling outputs to contribute to policy formulation and strategic thinking.

In Tanzania, the Economic and Social Research Foundation and Research on Poverty Alleviation are working with a wide range of stakeholders in different sectors of the economy to influence the country's policies, including policies affecting the food and agricultural sector. For instance, Research on Poverty Alleviation participates in working groups for the Public Expenditure Review and the MKUKUTA Monitoring System, serves as the secretariat for the Gender Mainstreaming Working Group—Macro Policy, and has served as the secretariat for the Research and Analysis Working Group for more than 10 years. The working group includes other institutions and representatives from central government ministries, the National Bureau of Statistics, development partners, academia, and national CSOs (Research on Poverty Alleviation and Economic and Social Research Foundation Annual Reports 2009–2011).

One of the Economic and Social Research Foundation's objectives is to encourage national, regional, and international networking and the creation of social capital around policy issues. The foundation aims to become a center of excellence as a think tank in policy analysis, research, and dialogue by 2015. Eight of the foundation's staff members were tasked with networking and interacting with researchers in different fields, including food and agricultural issues. Their main role is to foster a stronger network with various experts, so as to disseminate their research outputs. Accordingly, the foundation utilizes information and communication technology through the TzOnline and TzGateway programs, which play a key role of sustaining existing professional networks online. Moreover, it also hosts regional networks, such as the Southern and Eastern Africa Policy Research Network and the Sharing with Other People Network, and acts as a country node for the Food, Agriculture and Natural Resources Policy Analysis Network. The foundation uses these networks as a platform to share national and regional policy-related knowledge. Through these dissemination dialogues, policy issues are discussed and policy recommendations are channeled to government, civil society, and private sector actors for implementation and follow-up.

Tanzania has numerous other food security-related associations and networks, such as the Tanzania Association of Women Leaders in Agriculture and the Environment, Livelihood Food Security and Nutrition Information System, Tanzania Veterinary Association, Tanzania Society of Animal Production, and Agricultural Economics Society of Tanzania. The Livelihood Food Security and Nutrition Information System used to meet six times a year, while most of the other associations and networks used to meet only once a year. Furthermore, the performance of the Agricultural Economics Society of Tanzania is currently not promising. Inadequate funds for facilitating its research activities and annual conferences were reported to be the major challenge. Moreover, the society's 2012 annual conference, which was planned in November 2012, was not successful because of the limited number of papers received for presentations and publication during the conference. Table 13 presents the policymaking capacity for some committees, councils, task forces, and associations through their involvement in the Tanzanian food and agricultural sector.

TABLE 13: POLICYMAKING CAPACITY FOR SOME COMMITTEES, COUNCILS, TASK FORCES, AND ASSOCIATIONS FOR THE FOOD AND AGRICULTURAL SECTOR IN TANZANIA

Committees, Councils, Task Forces, and Associations	Level of Involvement
Food Security Thematic Working Group	4, 5
CAADP Task Force	1, 2
Agricultural Sector Development Programme M&E Thematic Working Group	4, 5
Tanzania Veterinary Association	3
Tanzania Association of Women Leaders in Agriculture and the Environment	1, 3
Tanzania Society of Animal Production	3
Parliament Committee (agriculture, livestock, and water)	1
Agricultural Economics Society of Tanzania	1, 3
TAKNET, TZONLINE, and Development Gateway	2
Food, Agriculture and Natural Resources Policy Analysis Network, Sharing with Other People Network, and Southern and Eastern Africa Policy Research Network	3

Source: Author's calculations based on data provided by respondents (2012).

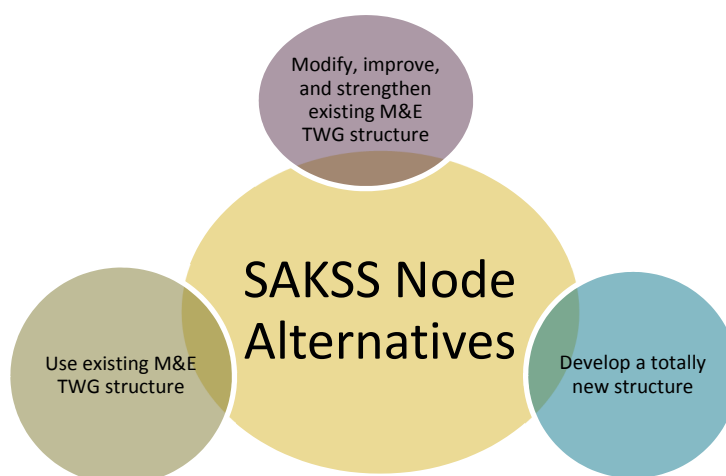
Note: Level of involvement is as follows: (1) provided verbal advice to drafters of the policy document during meetings or presentations, (2) provided written comments or reviewed drafts, (3) participated in committee and association deliberations, (4) drafted a section of a chapter of the policy document, and (5) led the drafting of the policy document.

5. CAPACITY DEVELOPMENT STRATEGY

5.1. Organization of the Tanzania SAKSS Node

In Tanzania, M&E of the agricultural sector has been conducted by the Agricultural Sector Development Programme's M&E TWG since 2006. Most of the TWG's members are officials from leading agricultural ministries, some are from the National Bureau of Statistics, and others are development partners. However, the composition of the group, strength of its network, outcomes of its activities, and its functions have some representation challenges. As a result they cannot effectively address strategic analysis, M&E, and knowledge management issues. Some options on how the SAKSS node could be organized in Tanzania are presented in Figure 6.

FIGURE 6: ALTERNATIVES AVAILABLE FOR THE TANZANIA SAKSS NODE ORGANIZATION



Source: Author's elaborations based on data provided by respondents (2012).

5.1.1. Use of the Existing M&E TWG Structure

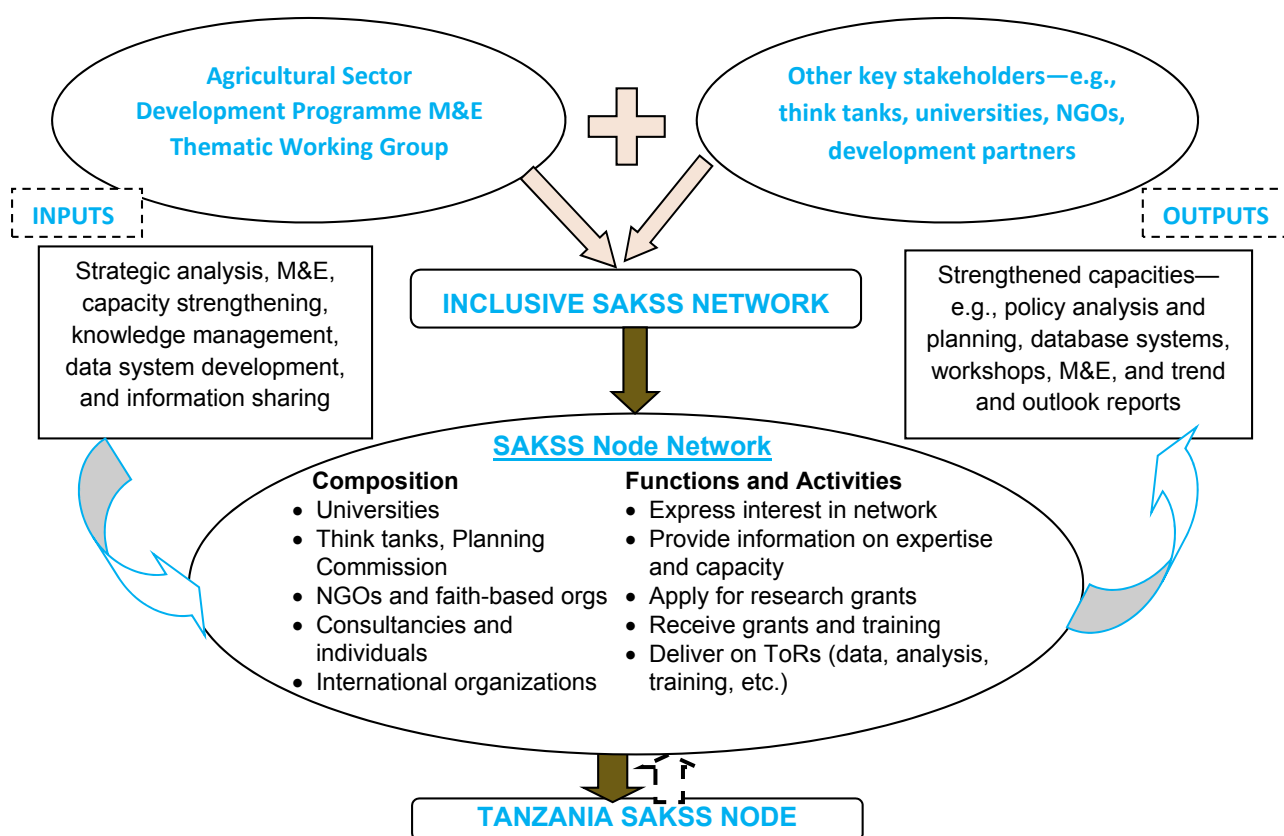
The TWG has made significant progress toward improving the existing M&E structure, including changing the focus of the central government from an executive to a normative role, and empowering local governments and communities. Thus, there is a possibility of using this network group in Tanzania as a SAKSS node. However, as mentioned earlier, the Agricultural Sector Development Programme's M&E TWG's composition is very limited in terms of representatives. Also, its performance of strategic policy analysis, knowledge management, data system development, and information sharing is very weak. It is believed that the existence of some challenges, such as timely data availability and the effectiveness of the Agricultural Sector Development Programme, and their effects on stakeholders could be attributed to the TWG's limited and tapered network.

5.1.2. Modification, Improvement, and Strengthening of the Existing M&E TWG Structure

The functions of the existing TWG address agriculture sectorwide, and all leading agricultural ministries are involved. Therefore, it is plausible to use the structure of the existing group with minor modifications, to create a SAKSS node with an extensive network and more potential members, particularly ones addressing strategic analysis and knowledge management issues. As Figure 7 shows, other members that should be included in the group include

universities, think tanks, development partners, and NGOs. Moreover, more capacity strengthening strategies should be required to enhance strategic analysis skills, including reporting and effective packaging of research results, as well as data system development and information sharing. This would include development of an active website, use of newsletters, and distribution of policy briefs. These limitations observed in the existing network should be addressed not only by strengthening capacities, but also by forming an inclusive network by adding other potential members.

FIGURE 7: PROPOSED COUNTRY SAKSS STRUCTURE AND NETWORK



Source: Author's elaboration (2012).

5.1.3. Development of Totally New Structure

A SAKSS node in Tanzania could also have the composition of members from all relevant institutions, as presented in Figure 7. The Agricultural Sector Development Programme's M&E TWG structure could be used as the basis of formulating and modifying a structure for a country SAKSS node. Thus, this alternative could avoid duplication of members from the existing M&E TWG structure, and could then address all required functions of the node to be formulated—i.e. strategic analysis, M&E, and knowledge management. However, this alternative would face some challenges, such as lack of experience with effective coordinating functions.

5.2. Strategies for Enhancing Coordination of Tanzania's SAKSS

During the survey and meetings, and in the plenary session of the technical workshop in Dar es Salaam, different stakeholders also discussed the strategies required to enhance coordination of Tanzania's SAKSS. The major strategy mentioned was to form an inclusive SAKSS network of potential stakeholders from mostly local institutions. Thus, modifying, improving, and strengthening the existing Agricultural Sector Development Programme M&E TWG was the best strategy to be considered. This will serve as a platform for coordinating various activities, such as policy advocacy and lobbying, that will contribute to monitoring the CAADP implementation process. This platform is needed, since no concrete action plan has so far been developed through the existing Agricultural Sector Development Programme M&E TWG. As a result, the Regional Strategic Analysis and Knowledge Support System—East and Central Africa (ReSAKSS-ECA), through the Ministry of Agriculture, Food Security and Cooperatives, would be in a position to champion the process for formulating the country SAKSS.

5.3. Capacity Issues to Be Addressed

Building capacity for performing strategic analysis, M&E, and knowledge management at various levels of Tanzania's food and agricultural sector should be addressed using different means, as suggested in Table 4. This section discusses issues reported by stakeholders as weaknesses in their institutions (Table 3). It is believed that, through ReSAKSS, most of the capacity gaps identified will be bridged through various means, such as training.

5.3.1. Priority Interventions for Government (Ministry of Agriculture, Food Security and Cooperatives and Other Leading Agricultural Ministries)

1. Enhance financial support for the Agricultural Sector Development Programme M&E TWG and SAKSS functions.
2. Strengthen collaboration among leading agricultural ministries and other actors in the food and agricultural sector.
3. Enhance skills—e.g., data management, analysis, technical writing, communication, information and communication technologies.
4. Enhance leadership skills in agricultural policymaking, project planning, and implementation.
5. Develop and implement a coordinated M&E framework for the TAFSIP by building on existing systems, such as the Agricultural Sector Development Programme.
6. Emphasize the need for policymakers to effectively use research-based information.

5.3.2. Priority Interventions of Think Tanks, Research Institutions, and Universities

1. Enhance capacity to link research with the policy process—e.g., policy analysis, simplification of information packaging, skills for presenting research findings.
2. Allocate adequate funds for agricultural research and impact evaluations.
3. Help to make available modern tools for strategic analysis and knowledge management—e.g., computers, software.

4. Support access to information and communication technologies, such as reliable Internet facilities, for public universities.
5. Enhance skills in recent and more rigorous analytical software, including E-View, SAS, GAMs, and NVivo.

5.3.3. Priority Interventions of the Private Sector, NGOs, CBOs, etc.

1. Use media to enhance public scrutiny of food and agricultural policy performance.
2. Strengthen evidence-based knowledge and information-sharing systems.
3. Address collective actions—e.g., data systems development—for the interest of smallholder farmers.
4. Provide adequate space for learning and sharing evidence-based discussion on issues affecting farmers.
5. Increase support for strategic analysis and availability of data systems, modern tools for knowledge management, and information sharing.

5.4. Institutional Mechanisms and Their Links

Adequate links and institutional mechanisms must be in place to meet Tanzania's strategic analysis, M&E, and knowledge management needs for achieving its agricultural sector and rural development targets. This section consolidates similar issues, as reported by stakeholders regarding forming an inclusive SAKSS node. As presented in Figure 7, representatives from the existing potential institutions need to be mobilized and need to collaborate in the formulation of a country SAKSS node that addresses key functions of strategic analysis, M&E, and knowledge management. Since the Agricultural Sector Development Programme's capacity is relatively powerful regarding M&E-related activities, other key stakeholders need to join hands, particularly for strategic analysis, knowledge management, data systems development, and information sharing. An extensive range of these institutions must be involved and must have mechanisms for addressing reported capacity gaps, as illustrated in Tables 3 and 4.

Tanzania has made progress through the establishment of the Agricultural Sector Development Programme's M&E TWG. However, direct adoption of the group as the Tanzania SAKSS node would be jeopardized by the group's lack of full representation of institutions and by its questioned effectiveness in terms of quality of its outputs. Since the group was established to provide a sectorwide M&E system for the Agricultural Sector Development Programme using headline indicators, a number of shortcomings have been noted, including the impact of its indicators; timely data availability; capacity for strategic policy analysis, knowledge management, data systems development, and effective information sharing; local government authorities; and gaps in regional capacities. Thus, the Tanzania SAKSS node and network need to accommodate members from different institutions and agencies to address key functions and capacity gaps (Table 14 and Figure 7).

TABLE 14: SOME KEY STAKEHOLDERS TO BE INCLUDED IN THE SAKSS NODE AND NETWORK

Institution	Role
Leading agricultural ministries—e.g., Ministry of Agriculture, Food Security and Cooperatives	Act as host and coordinating institution, and mobilize resources.
Development partners	Facilitate technical assistance for different activities.
Think tanks and universities	Implement different activities, apply for research grants, facilitate policy dialogues, draft policy briefs, etc.
Government agencies—e. g, National Bureau of Statistics, Commission for Science and Technology	Act as focal point for data provision, analysis, and reporting.
Locally based NGOs—e.g., Agricultural Non-State Actors Forum	Add value to the network and represent interests of farmers—e.g., through policy lobbying and advocating.

6. CONCLUSION AND RECOMMENDATIONS

6.1. Concluding Remarks

- No concrete action plan has been worked out so far through the existing Agricultural Sector Development Programme M&E TWG. The composition of the group, its network, and outcomes of its activities—particularly strategic analysis, knowledge management, data system development, and information sharing—should be thoroughly addressed.
- The SAKSS node in Tanzania could be organized by using the existing Agricultural Sector Development Programme’s M&E TWG structure; by modifying, improving, and strengthening the existing structure; or by developing a totally new structure of other members outside the existing group.
- Relatively low government, development partner, and private-sector support for food policy research jeopardizes the agricultural sector’s priorities.
- Government and policymakers use food and agricultural evidence-based information and request research data and statistics from available organizations. However, these organizations seem to be unable to hold the government accountable in implementing food and agricultural policies.
- The availability of human, physical, and financial resources and capacity is not very strong in Tanzania.

6.2. Recommendations

- Tanzania should form an inclusive SAKSS network of potential stakeholders of mostly local institutions, which will serve as a platform for coordinating various activities and harness diversity in capacity, contributing to monitoring of the CAADP implementation process.
- Key stakeholders should be mobilized to work together to more effectively perform the functions of strategic analysis, M&E, knowledge management, data system development, and information sharing.
- The Tanzanian government should increase its support of food policy research within leading agricultural ministries.
- The Tanzanian government should emphasize the importance of effective use of research-based information among policymakers.
- Local organizations should strengthen their human, physical, and financial resources and their M&E systems in order to have a tangible impact on capacity for food policy research.

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APPENDICES

Appendix 1: Summary of the Main Methodological Concepts Used in a Survey

Food and Agricultural Policy: Public policies related to food, agricultural, and natural resource systems, including food and agricultural production, market, trade, infrastructure, distribution, and consumption. It covers all policies in food and agricultural value chains and any other policies that are related to agricultural and food systems.

Food and Agricultural Policy Research: Research and analysis of food and agricultural policy issues, including technical, socioeconomic, political, and other disciplinary research on food and agricultural policy issues.

Food and Agricultural Policy Research Capacity: The ability to research, analyze, and formulate food and agricultural policy issues.

Food and Agricultural Policy Researcher, Analyst, Professional: Individual who has a minimum of a Bachelor of Science or equivalent degree and undertakes food and agricultural policy research (as defined above) and analysis.

Research, Strategic Policy Analysis, and Investment Planning: Involves specific research and analytical skills for generating evidence, including skills for generating and processing data, analyzing policy alternatives, and assessing the impacts of the policies and programs that are implemented as part of the Comprehensive Africa Agriculture Development Programme processes.

Program Management, Monitoring, and Evaluation: Involves existing monitoring and evaluation (M&E) systems and areas for improvement, especially with regard to indicators, data sources, periodicity of data collection, tools used and their availability, and the integration of various data and M&E systems.

Knowledge Management, Data System Development, and Information Sharing: Involves systems for storing and managing data and communicating information using different knowledge products and channels to target different audiences.

Leadership and Management: Includes all activities related to leadership, management issues, human resources development and retention, and performance appraisals and evaluations.

Governance, Organizational Development, and Institutional Development: Includes activities related to improving organizational efficiency, such as organizational restructuring, internal policy development, and development of inclusive communication channels.

Appendix 2: Stakeholder Meetings Participants' Lists and Individuals Interviewed

Institution	Name	Participation		
		Inception Meeting	Survey	Dialogue Meeting
Ministry of Livestock and Fisheries Development	Mrs. Leocadia Kashindye	Yes	Yes	Yes
	Mr. Stephen Michael	Yes	Yes	Yes
	Mr. Baraka Stambuli	Yes	Yes	No
Ministry of Agriculture, Food Security and Cooperatives	Ms. Happy Pascal	Yes	Yes	Yes
	Mr. John Maige	Yes	Yes	Yes
	Mr. Mohamed Chikawe	No	Yes	Yes
	Mr. Maduhu Nkonya	No	No	Yes
Economic and Social Research Foundation	Dr. Donaltila Kaino	Yes	Yes	Yes
	Mr. Solomon Baregu	Yes	Yes	Yes
	Mr. Godfrey Saga	Yes	No	Yes
	Mr. Deodatus Sagamiko	Yes	Yes	No
Sokoine University of Agriculture, Department of Agricultural Economics and Agribusiness	Dr. Damas Philip	Yes	Yes	Yes
	Dr. Daniel Ndyetabula	No	Yes	Yes
University of Dar es Salaam, Department of Economics	Dr. Adolf Mkenda	Yes	No	Yes
	Mr. S. Kirama	No	Yes	No
Ministry of Industry and Trade	Dr. Fidea Mgina	Yes	Yes	Yes
	Mr. Manumbu	Yes	No	Yes
	Wilfred Kahwa	No	Yes	No
Tanzania Food and Nutrition Centre	Ms. Catherine	Yes	No	Yes
University of Dodoma, Department of Economics and Statistics	Dr. Adam Mwakalobo	Yes	No	Yes
	Dr. Damas Mbogoro	No	No	Yes
	Mr. Michael Baha	Yes	No	Yes
	Mr. Moses Lufuke	No	No	Yes
Institute of Rural Development Planning	Mr. Pius Chaya	No	No	Yes
	Mr. Namwata, B	No	No	Yes
Local Government Authority–Mpwapwa	Mr. Nico Ombeni	No	No	Yes
President's Office Planning Commission	Ms. Bertha Bomani	Yes	Yes	Yes
Research on Poverty Alleviation	Ms. Joanitha Magongo	Yes	Yes	No
Commission for Science and Technology	Mr. Festo Maro	Yes	Yes	Yes
	Ms. Adeline Ajuae	Yes	No	Yes
Agricultural Non-State Actors Forum	Mr. Audax Rukonge	Yes	Yes	Yes

Institution	Name	Participation		
		Inception Meeting	Survey	Dialogue Meeting
Food and Agriculture Organization–Tanzania	Ms. Dotto Mgeni	No	No	Yes
MVIWATA	Mr. Ikunda Terry	Yes	No	Yes
Tanzania Investment Centre	Ms. Anna Lyimo	Yes	Yes	Yes
	Mr. Faraja Mgwabati	Yes	No	Yes
Tanzania Revenue Authority	Mr. Faraja Mgwabati	Yes	No	Yes
	Mr. Majogoro	No	No	Yes

ReSAKSS

Regional Strategic Analysis and Knowledge Support System
Facilitated by IFPRI 

Established in 2006 under the Comprehensive Africa Agriculture Development Programme (CAADP), the Regional Strategic Analysis and Knowledge Support System (ReSAKSS) supports efforts to promote evidence and outcome-based policy planning and implementation as part of the CAADP agenda. In particular, ReSAKSS provides data and related analytical and knowledge products to facilitate benchmarking, review and mutual learning processes. It is facilitated by the International Food Policy Research Institute (IFPRI), in partnership with the African Union Commission (AUC), the NEPAD Planning and Coordinating Agency (NPCA), and leading regional economic communities (RECs). At the regional level, ReSAKSS is supported by three Africa-based CGIAR centers: the International Livestock Research Institute (ILRI) in Kenya, International Water Management Institute (IWMI) in South Africa, and International Institute of Tropical Agriculture (IITA) in Nigeria. www.resakss.org.

ReSAKSS has been established with funding from the United States Agency for International Development (USAID), the UK Department for International Development (DFID), the Swedish International Development Cooperation Agency (Sida), and the Bill & Melinda Gates Foundation. ReSAKSS also receives funding from the International Fund for Agricultural Development (IFAD) and the Ministry of Foreign Affairs of the Netherlands (MFAN). ReSAKSS-WA also receives funding from the Economic Community of West African States (ECOWAS).

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