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**AGRICULTURAL SECTOR MANAGEMENT
PROJECT (ASMP)**

TRAINING NEEDS ASSESSMENT

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Report of a Mission 20 February to 19 April 1995

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ACRONYMS

ASMP	Agricultural Sector Management Project
CAPPA	Computerized System for Agricultural and Population Planning Assistance and Training
CBS	Central Bureau of Statistics
ERP	Economic Recovery Program
ESAP	Economic and Social Action Program
ESPT	Training Service, Policy Analysis Division, FAO.
FAO	United Nations Food and Agricultural Organization
FAPA	Food and Agricultural Policy Analysis
IDA	International Development Association
MDB	Marketing Development Bureau
MOA	Ministry of Agriculture and Livestock Development
NALERP	National Agricultural and Livestock Extension Rehabilitation Project
NALRP	National Agricultural and Livestock Research Rehabilitation Project
NGO	Non-Governmental Organization
OJT	On-the-job task
PAC	Policy Analysis Coordinating Committee
PSC	Personal Services Contract
PMD	Planning and Marketing Division
PPMB	Project Preparation and Monitoring Bureau
PTP	Personal Training Plan
RALDO	Regional Agricultural and Livestock Development Officer
REA	Regional Agricultural Economist
RTF	Rationalization Task Force
SAP	Structural Adjustment Programme
SUA	Sokoine University of Agriculture
TOR	Terms of Reference
TTG	Technical Task Groups
UNDP	United Nations Development Programme
VEO	Village Extension Officer

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Tanzania - Agricultural Sector Management Project

TRAINING NEEDS ASSESSMENT - End of Assignment Report

REPORT SUMMARY

Background to the Mission

Detailed Terms of Reference for the mission are contained in Annex 1 of this report. The main task was to carry out an assessment of the training needs of staff in the Planning and Marketing Division (PMD) of the Ministry of Agriculture and Livestock Development (MOA). Essentially, the work consisted of comparing the skills, knowledge and attitudes needed to perform the work of the division with those currently possessed by the staff, and then designing an appropriate set of training modules. The period of time spent in Tanzania was from 23 February to 16 April 1995, during which time 6 days of field trips were undertaken.

Tanzania has benefitted from a considerable amount of agricultural planning assistance over many years. However, emphasis was placed throughout most of the period upon international TAs carrying out specific tasks, rather than on building human resource capacity. Concentrated in-service training efforts started only in the late 1980s. In addition to the relative neglect of capacity-building within the earlier technical assistance projects, PMD has lost several well-trained staff in recent years. As a result of the fundamental macroeconomic and sectoral policy changes of the past decade, MOA undertook a detailed review of its functions and structure in the early part of 1993. It was observed that the planning function of the ministry did not meet current requirements, since it was not geared towards coordinated and integrated sector planning and policy formulation.

The requisite strengthening of institutional capacity is being addressed through the IDA-financed Agricultural Sector Management Project (ASMP). This project is intended to rationalize the functions of MOA, to improve agricultural information systems and services, and to enhance the sector planning and policy analysis capacity of PMD. This latter aim will be achieved through an accelerated staff training programme which is currently being finalized. Specific items for financing include seminars and workshops, international technical assistance, technical services provided locally through personal service contracts and in-house local consultants, training, vehicles and office equipment.

Methodology Followed

There are three distinct job situations that can be perceived. These can be summarised as follows:

- the functions that are currently officially stated;
- the tasks that are actually being carried out; and

- the tasks that should be carried out in the light of the new economic strategy of Tanzania.

For the purposes of the training needs assessment, it is the last of these alternatives that is important. For this reason the analysis depended upon the experience of the consultant in interpreting the current performance of PMD staff in relation to required performance, given the planning and analysis needs of a market-oriented economy. The survey methodology consisted of an initial questionnaire administered to all PMD staff, plus extensive interviews with PMD management and staff (See Annex 9). In addition, three Regional Agricultural Headquarters and two District Headquarters were visited and a range of staff interviewed. Discussions were also held with, i) key individuals who had formerly held senior positions in PMD; ii) senior staff in other parts of the ministry; and iii) relevant international technical assistance personnel. An examination of current PMD documentation was carried out, including recently prepared sub-sectoral papers. Completed OJT reports also provided an invaluable source of information concerning skills and knowledge gaps.

Main Findings

The process of planning and policy analysis was found to be similar to the situation described in the ASMP appraisal and implementation documents. Most staff effort is being expended on reacting to immediate problems and requests, whereby the major part of the time of policy analysts and sector planners is spent in writing comments on interministerial documents and cabinet papers, or drafting responses to parliamentary questions. At the level of the sectoral planning and programming units, most time is devoted to the routine tasks of budget preparation and semi-annual report writing, rather than to the detailed design and monitoring of policy measures and sub-programmes. No impact evaluation is currently performed. Contact with field staff, farmers and traders is minimal and cooperation with headquarters staff from technical departments is mainly limited to that necessary for obtaining data whenever the need should arise.

PPMB staff are mainly responding to unscheduled requests for support in various aspects of project analysis. MDB practices stronger work programming and management procedures, but the work of this section of PMD, plus that of PPMB, has been radically affected by the process of structural adjustment and sector reform that is now underway. The current focus of the two sections is upon aspects of the deregulation, divestiture, restructuring, and privatization programme, which have proceeded in anticipation of a final framework of action for PMD.

The Dimensions of the Challenge

The fundamental changes occurring in Tanzania's development climate, will force PMD to respond to a series of challenges posed by the new situation, and will place a major responsibility upon the Division to:

- formulate suitable policy measures, on the basis of policy instruments still under the control of government, in order to dismantle the predominant role of the state in agricultural production and commerce, while simultaneously stimulating the

emergence of the private commercial sector and providing suitable incentives to private sector smallholder producers;

- plan and monitor the implementation of policy measures so as to make the necessary adjustments - including changes in the legal framework, the pattern of sectoral investments and the conduct of the remaining public services - while ensuring that complementary actions are taking place in other key ministries to remove infrastructural and transport bottlenecks and other relevant constraints to agricultural development;
- evaluate the development impact of policy measures, and that of investment and regular programmes, in such a way as to encompass wider development concerns;
- develop a proactive work culture based upon a programme approach that would be set within a well-defined policy framework that is itself responsive to current macroeconomic constraints and to the problems and aspirations of consumers and producers; and
- make every effort to stimulate the participation, at every stage of the above processes, of all the actors concerned in developing agriculture and related economic activities - whether they are situated in the private or the public sector.

It is this required future emphasis on sectoral planning, policy analysis and formulation, policy and programme monitoring and impact evaluation that has guided the analysis of skills gaps and the design of the proposed training programme.

Skills and Knowledge

PMD staff are, in general, very well trained. The trained manpower situation compares favourably with any equivalent institution anywhere in the world. 85 percent of designated staff are qualified at the Masters level. Formal training levels, however, do not fully determine the efficiency of a given institution. Previous studies of MOA have emphasized the serious constraints posed by the lack of adequate budgetary provisions to cover operating costs of essential programmes, plus the inadequate level of staff incentives required to motivate and retain staff. It is apparent that these same constraints are also affecting the implementation of ASMP.

Many specific skills have been taught - the number of short-courses attended by most PMD staff in the past 5 years is nothing short of remarkable. This training has seldom been applied in the course of regular work. Taught skills that are not being applied cannot be regarded as functional skills since they are gradually forgotten. The challenge is to devise a training programme that would: i) change attitudes towards work, and ii) both facilitate, and be reinforced by, the regular work programme of the Division.

It seems that the skills and attitudes gap, as opposed to the knowledge gap, is rather wide in comparison to the standards needed to function in a difficult environment, where data are poor and where initiative and resourcefulness is necessary in order to adhere to any type of basic, quantitative analytical routines. A concerted effort is now needed to generate

sufficient momentum to move ahead quickly. The types of skills and attitudes that now need strengthening in PMD could be summarized in the following groupings:

- concepts, paradigms of development and systems thinking plus interdisciplinary work habits and institutional cooperation;
- research skills and report writing;
- quantitative skills: averages, percentages, use and presentation of graphs, index numbers, deflators, growth rates, calculating elasticities, analysis of trends, making projections, correlation analysis, statistical tests etc.;
- specific simple analytical techniques: eg. partial budgeting, gross margin analysis, yield gap analysis, commodity chain analysis;
- policy analysis tools: eg. S and D shifts over time, border pricing, simulation and other models, social accounting and policy analysis matrices;
- neglected areas: eg. policy monitoring, evaluation of policy impacts at the farm-household and commercial enterprise levels; farming systems concepts and farm management analysis, considerations of equity and sustainability; policy and programme appraisal via a range of objectives and objective levels;
- computer skills: eg. spreadsheets, databases, project management software, and
- interviewing techniques, surveys and data gathering, participatory skills.

Main Conclusions and Recommendations

Training is only one element in the system that makes up a functioning institution concerned with planning, policy analysis, and policy and programme monitoring and evaluation. As such, it is usually necessary for the effective performance of the institution, but insufficient to guarantee this level of performance. The distortions in work patterns and attitudes to training that stem from inadequate levels of remuneration must be removed as a precondition for training to become effective. Effective training also depends upon effective follow-up in terms of a well-conceived work programme, a clear pattern of scheduled and well-defined outputs and rigorous supervision combined with advice and guidance. It is recommended that every effort is made to put these preconditions into place at the earliest possible opportunity. Any delay will have the effect of blunting the impact of the training programme.

Trained and experienced staff must be adequately remunerated and provided with the necessary work environment and facilities. They must be challenged and required to produce specific outputs to a requisite standard. Those who can meet the required criteria regarding volume and output should be rewarded through the necessary promotions and given increased responsibilities. Training and relevant experience are expensive

commodities, so current rates of turnover must be reduced. **Train and retain** is an apposite motto.

The present training programme will not produce the necessary injection of skills on a scale that could give the required impetus to an improved Work Programme within PMD. A critical mass of officers with sharpened skills must be produced in the remaining four years of ASMP. Without this change, the other envisaged reforms (salaries, working conditions etc.) will not produce the desired effect. Because of this imperative, it is felt that it would be most cost-effective to use a considerable portion of the budget now allocated for overseas short courses to supplement the seminar budget in order to organise more in-service training modules within Tanzania. On the basis of previous experience, however, it can be stated categorically that local training is only feasible if a suitable incentive package is built into the training courses.

The recommended training modules are described in the main report, and presented in detail in Annex 8. Because major redeployment and retrenchment is anticipated in the near future, combined with likely changes in both the functions and institutional structure of the Division, plus the strictly limited training budget, it was agreed with the ASMP Coordinator and the senior management of PMD that it was not feasible to design personal training plans. 4 main groups of trainees are recognized. These adhere to the basic pattern of PMD functions discussed in the main report:

- Course 1 - 20 sector planners and policy analysts
- Course 2 - 20 programme and project analysts (marketing/agro-industry)
- Course 3 - 20 programme and project analysts (production)
- Course 4 - 20 regional agricultural economists

The marketing/agro-industry course is intended for the commercial stream (See Figure One in Annex 6) which approximately represents the functions that should be carried out mainly by staff of the current MDB, plus the Budget and Finance Unit of PPMB. Course 3 is intended for the production stream, which could be thought of as encompassing the activities of the present two PPD programme planning units (APP and LPP), plus much of the work of PPMB. Course 1 is designed for staff fulfilling the sectoral planning and policy analysis functions and could be thought of as catering for staff of the present SPA, LPA and the Food Strategy Unit. Those agricultural economists working in the Statistics Unit could also attend this particular course since the flow of data from this unit is of paramount importance for sectoral planning activities.

Because most PMD staff are already trained to the Masters level, the suggested in-service training is geared to operational activities and is thus weighted towards skills, techniques and methodology acquisition and application rather than towards theory and facts. An attempt has been made to arrange the modules in a logical sequence and to indicate a level of priority for each module (Annex 8). The most likely training venue would be Morogoro (SUA). It is recommended that most of the modules in Courses 1, 2 and 3 involve the participation of internationally-recruited trainers who would work with a locally-recruited specialist throughout each module.

The curricula and training materials for a majority of modules have already been developed by ESPT/FAO for purposes of training in food and agricultural policy analysis (FAPA) and would simply need to be tailored to Tanzanian conditions in terms of appropriate case studies. The course contents are summarised on pages 24 and 25 of the main report. Because it is expected that funding will be limited, priority modules have been indicated. It is strongly recommended that, in the case of a shortfall in funding, the total number of modules should be reduced rather than compromise the quality of any training. One precondition of good quality training, will be the preparation of interesting and relevant case study materials. For a majority of the initial modules, it will be necessary for an international trainer to visit Tanzania in order to select likely cases and agree on the TOR for a local trainer to develop the materials (perhaps with the help of PMD staff working on OJTs/PSCs). This will increase training costs, but it is felt that this procedure is necessary in order to deliver a quality product.

It is intended that the course on Agricultural Policies and Planning, for sectoral planners and policy analysts, should be the forerunner of a separate training series on the K2/CAPPA system used to illustrate and practice sector planning projections. It is recommended that FAO be officially requested by PMD to allocate FAO/TCP funds to finance the above training series related to the K2/CAPPA system, and that ESPT be requested to send a staff member to Tanzania to prepare a project document at the earliest possible opportunity.

In addition to the proposed in-service training modules (Courses 1 - 4), skills training within the Division, by local consultants including PMD staff, can be organized on a long-term, continuous basis - perhaps at weekends in such areas as computerisation and quantitative skills, computer software for specialized topics, research methodology and report writing. Wherever possible and relevant, colleagues from the Planning Commission/Technical Departments of MOA should be invited to participate. The training courses presuppose that weekend seminars within PMD should have enabled all potential trainees to reach the requisite standard of computer literacy prior to the course series.

The system of OJTs has a tremendous potential for contributing to, and utilizing the results of, in-service training courses. At present, however, there are too many individual efforts being undertaken and the result is that they are not fulfilling their potential as training vehicles because the supervisory system is overloaded. A smaller number of OJTs carried out by multidisciplinary groups that include technicians from other parts of MOA, would allow each group to present their research methodology before the work commences and would make it feasible to organize lunchtime seminars at which the results could be presented for comments, criticisms and suggestions.

Both OJTs and PSCs should be used as a means of preparing data and case studies for use with the in-service training courses. These particular tasks should be, to the extent possible, supervised by the actual trainer who will incorporate the case studies into a particular module and will be involved in the teaching of the module. They have an even greater potential as a vehicle for carrying the benefits of the training into the work programme of the division. It is recommended that after each course module is completed, the local trainer should collaborate with PMD management in order to design and supervise OJTs/PSCs that are based upon the use of skills just acquired.

Tanzania - Agricultural Sector Management Project

TRAINING NEEDS ASSESSMENT - End of Assignment Report

1. INTRODUCTION

1.1 Background to the Mission

Tanzania has benefitted from a considerable amount of agricultural planning assistance over many years. It has been estimated that by 1985, a total of 27 projects involving FAO¹ had been undertaken in support of crop and livestock planning since the mid-sixties (See Annex 2). Before the 1980s, and throughout most of the decade, the execution of activities within the Planning and Marketing Division (PMD) of the Ministry of Agriculture and Livestock Development (MOA) depended largely on the work of internationally-recruited, technical assistance personnel (TAs). Numbers peaked in 1986 at 26 TAs and even at the end of the decade there were 13 TAs within the PMD.

Although a number of fellowships were awarded for overseas training, emphasis was placed throughout the period upon carrying out specific tasks rather than on building local capacity. Institution-building efforts were, in the words of the Agricultural Sector Management Project (ASMP) Appraisal Document (World Bank, 1993), "uneven and ad hoc, requiring last-minute requests for yet more technical assistance in order to address emerging institutional challenges".

Concentrated in-service training efforts started only in the late 1980s. This particular training focus can be seen as a change in emphasis in the type of technical assistance being delivered. In addition to the relative neglect of institution-building within the earlier technical assistance projects, PMD has lost several well-trained staff² in recent years. As a result of the above factors, after a detailed review of MOA functions and structure during

¹ Irrespective of the financing agency, FAO has been involved in the implementation of all technical assistance efforts in the field of project analysis and agricultural planning in Tanzania.

² Ironically the majority of these institutionally-debilitating losses have been due to recruitment by, or secondment to, international agencies - all of whom are closely related to the institution-building process.

1993 government still felt that institutional capacity required further strengthening within PMD, in order to undertake effective agricultural policy analysis, to develop and monitor comprehensive development programmes and to carry out the requisite impact studies. To this end, an accelerated staff training programme is currently being finalized as an integral part of ASMP.

The main recipients of earlier technical assistance inputs were the Project Preparation and Monitoring Bureau (PPMB), and the Marketing Development Bureau (MDB) - both sections of PMD. The Sectoral Planning Sections (Crops and Livestock currently have separate sections) have been the subject of more recent technical assistance efforts. Although assistance in developing a National Food Strategy commenced in 1980, with the support of DANIDA and FAO, an evaluation study completed in 1987 revealed that efforts had been hampered by lack of national capacity in food sector policy analysis. As a result, it was recommended that the problem be addressed through in-service and formal training in food and agricultural policy analysis (FAPA) under the auspices of a new project.

This intervention took the form of a UNDP-funded project that was entitled "Planning Assistance to the Food Strategy Unit"(URT/87/007), which lasted for 18 months. A follow-up project, "Strengthening the MOA in Food and Agricultural Policy Analysis" (URT/89/016) was subsequently approved in order to concentrate upon in-service training in FAPA. The project also involved efforts to consolidate the MSc programme that had been launched, under the previous project, at Sokoine University of Agriculture (SUA) at Morogoro.

During the period 1988 - 1990, Tanzania was the venue of more FAPA training organized by FAO than any other country. One sensitisation seminar, four introductory courses and three specialized courses³ were held during this period. Unfortunately, URT/89/016 had to be terminated prematurely in May 1991, due to shortage of UNDP funds, when it was just initiating its full-scale, in-service training programme in FAPA. A related effect of the termination was the cancellation of a planned follow-up project, designed to establish an ongoing in-service training programme in FAPA and to follow-up the initial efforts to create capacity at SUA in providing an MSc programme (FAO,1990).

The Agricultural Sector Management Project (ASMP), the project within which the current consultancy assignment is situated, is a component of the third IDA-funded technical assistance intervention in the agricultural sector of Tanzania. The first IDA intervention was primarily in support of the Export Rehabilitation Programme. A major share of financing for this latter programme was, however, devoted to increasing the capacity of MOA to implement agricultural policies. The poor performance of the agricultural project portfolio of MOA led to a second Technical Assistance Project (Cr. 15244-TA) which aimed at strengthening the ministry's capacity to coordinate and monitor project and parastatal performance. There were actually three simultaneous, FAO-implemented and IDA-funded, technical assistance projects within PMD in the first part of the 1990s.

³ on the following topics: i) the DASI computer programme, ii) CAPP software and related analytical techniques, and iii) Agricultural price and marketing analysis.

1.2 Mission Terms of Reference

The mission commenced on Monday 20 February 1995 with travel to Rome for briefing sessions in FAO Headquarters (AGO, ESPT, ESHE). The period of time spent in Tanzania was from Thursday, 23 February to Sunday, 16 April 1995. This period included 6 days of field trips. The mission was completed by debriefing sessions in Rome ending 21 April 1995.

Detailed Terms of Reference (TOR) for the mission are contained in Annex 1 of this report. The main task was to carry out an assessment of the training needs of staff in the Planning and Marketing Division (PMD) of the Ministry of Agriculture and Livestock Development (MOA). Essentially, the work consisted of comparing the skills, knowledge and attitudes needed to perform the work of the division with those currently possessed by the staff, and then designing an appropriate set of training modules.

1.3 Acknowledgements

The mission has benefitted greatly from the constant support of Mrs S Kaduma, the Coordinator of ASMP and Dr G.M Demissie, the International Training Officer. The senior management of PMD contributed valuable insights and suggestions and the rest of the staff of PMD were generous in according me time for discussions and in sharing their knowledge and opinions.

2. MAIN FINDINGS AND CONCLUSIONS

2.1 The Planning and Marketing Division (PMD)

2.1.1 Overall Structure

Annexes 3 and 4 illustrate the organisational structure of MOA and PMD respectively. PMD (including the Statistics Unit), has approximately 120 established professional posts out of which around 105 staff are currently in post. Furthermore, it is projected to have a further 20 staff working as Regional Agricultural Economists in Regional Headquarters (8 of these new staff are in post). The Division is headed by a Commissioner who is supported by four Assistant Commissioners (three of whom were recently appointed and are currently still in an acting capacity) who each head one of the following sections:

- SPA - Sectoral Planning (Agriculture) (43 staff in post);
- SPL - Sectoral Planning (Livestock) (13 staff in post);
- PPMB - Project Preparation and Monitoring Bureau (21 staff in post);
- MDB - Marketing Development Bureau (28 staff in post).

Sections are composed of several units, each supervised by a Unit Head. Details of the organisation and major functions of these units are specified in Annex 4. It should be noted that the Division is scattered throughout five different locations in Dar es Salaam or on the outskirts of the city. The Sectoral Planning Sections are housed together with the office of the Commissioner of PMD, plus the ASMP Coordinator and the internationally-recruited Project Training Officer. The Statistics Unit of the SPA is, however, located in another part of the city. MDB is split between two other locations and PPMB is located at a fifth site.

The assignment also included an assessment of the training needs of the National Food Security Department, which bears a staff relationship to the office of the Principal Secretary. This Department has a further 41 senior staff, 28 of which are situated in the field and the rest at yet another location in Dar es Salaam.

2.1.2 The Sectoral Planning (Agriculture) Section (SPA).

SPA consists of 52 established professional and technical posts - of which only 43 officers are currently available for duty, since several are undergoing training overseas and others have been seconded elsewhere. Almost half (19) of these staff work in the Statistics Unit and only ten of these are graduates - the others being diploma holders acting mainly as field supervisors in the regions. SPA is responsible for the overall coordination of crop development by overseeing all phases of agricultural (crop) sector planning and control. Specifically, the responsibilities of the section are to:

- develop, review, monitor and coordinate sectoral policies and strategies;
- monitor sectoral performance with a view to assessing the realization of objectives and targets, as well as the overall impact on the national economy, and to recommend necessary policy adjustments;
- coordinate and supervise collection, analysis and dissemination of agricultural statistics, and
- consolidate and follow-up subsector, parastatal and regional agricultural development plans and programmes.

2.1.3 The Sectoral Planning (Livestock) Section (SPL).

This section, which has 22 established professional and technical posts - 13 of which are currently occupied - is virtually the mirror image of the agricultural (crops) Sectoral Planning Section (SPA). The major difference is that it does not have an equivalent of the Food Strategy Unit (FSU) of the SPA. The SPL is responsible for overall coordination of livestock development, and it has parallel specific responsibilities to the SPA.

2.1.4 The Marketing Development Bureau.

The Marketing Development Bureau (MDB), which has 22 established professional and technical posts - 21 of which are currently occupied - has overall responsibility for all

matters related to marketing and pricing of agricultural commodities and livestock products. In particular, MDB's officially-stated duties include responsibility⁴ for:

- coordination and supervision of the preparation of the annual price review, and
- coordinating and monitoring operational relationships between marketing boards and cooperative unions.

2.1.5 The Project Preparation and Monitoring Bureau.

The Project Preparation and Monitoring Bureau (PPMB), which has 31 established professional and technical posts - 28 are currently filled - is officially responsible for:

- the preparation and appraisal of agricultural (crops), livestock and rural development projects;
- monitoring and evaluation of such projects, and
- monitoring the financial and management performance of MOA's parastatal and related institutions.

2.2 Factors Influencing the Functions of PMD

2.2.1 Macroeconomic Factors

In Tanzania, the decade ending in 1980 was marked by political experimentation with various forms of government intervention using central directives and pronouncements, together with direct control of a major share of total production, marketing and processing activities. By 1980, a steady decline in production in all sectors of the economy, plus a virtual breakdown of social and physical infrastructure, culminated in the worst economic crisis in the country's history. Since that date the economy has been undergoing a gradual recuperation through a process of structural adjustment that is still continuing.

Policy reforms introduced under a series of economic adjustment programmes⁵, have consisted of macroeconomic stabilization measures, foreign exchange and trade liberalization, and financial and sectoral restructuring. Continued real depreciation of the local currency since the mid-1980s has improved prices of exportable commodities and real interest rates have moved from being strongly negative to slightly positive. In addition, the

⁴ These duties have recently undergone substantial modification as a result of the effects of the structural adjustment programme on the agricultural sector.

⁵ The National Economic Survival Programme (1981); the Structural Adjustment Programme (1982 - 85); the Economic Recovery Program (ERP) of 1986 - 89, and the Economic and Social Action Program (ESAP) 1989 - .

increased availability of foreign exchange, together with the liberalization of external trade, has improved the availability of wage goods.

Tanzania is now evolving from the status of a centrally-planned, public-sector operated command economy to one that is driven by market forces and which is characterized by a high level of private sector involvement. The process of transition is necessarily long and difficult, involving economic hardships and a complete restructuring of the civil service. This will entail an overall reduction in numbers of state employees⁶ and a fundamental re-orientation in the responsibilities and work methods of the remaining core of civil servants.

2.2.2 Changes in the Agricultural Sector

The structural adjustment programmes (SAP) referred to above, together with the two IDA-funded technical assistance interventions in the sector⁷ and a host of complementary bilateral and multilaterally-funded projects, have had a significant impact on agriculture in Tanzania. The main focus of ERP was to raise the productivity of smallholder farming through appropriate production incentives, improved marketing structure and increased resource allocation to the agricultural sector, while at the same time rehabilitating physical infrastructure. Among the main sectoral changes promoted were measures to end marketing monopolies; to reduce parastatal involvement in production, the supply of inputs, marketing and processing; to reduce or remove subsidies, price controls and impediments to private sector activities; to lessen restraints on foreign trade, and to promote the role of the private sector in agriculture.

While these reforms stimulated the production of food crops and of the cotton crop, most export crop production remained depressed (despite the real depreciation of the Tanzanian shilling) because of continuing marketing inefficiencies and defects in physical infrastructure leading to high transport costs. It also became apparent that the benefits of reform had been spread unevenly and that many problems remained in stimulating the takeover of marketing and services by the private sector. As a response to this situation, a more comprehensive reforms package - the Economic and Social Sector Action Programme (ESAP) was initiated in 1989. Under ESAP, the most important area of agricultural sector adjustment was a continuation of marketing reforms.

2.2.3 Changes in the Functions and Work Programme of PMD

As a result of the fundamental macroeconomic and sectoral policy changes outlined above, MOA undertook a detailed review of its functions and structure in the early part of 1993. It was observed that the planning function of the ministry did not meet its current requirements, since it was not geared towards coordinated and integrated sector planning

⁶ The process of reducing the size of the civil service is commonly referred to as "retrenchment".

⁷ National rehabilitation projects in the fields of extension (NALERP) and research (NALRP) are being financed under the Tanzania Agricultural Adjustment Program (TANAA) support by IDA and other donors.

and policy formulation. The major weaknesses in the policy framework and related support mechanisms were identified as follows:

- i) inhibited private sector development;
- ii) poor resource allocation priorities;
- iii) a policy which relied on central planning;
- iv) frequent changes of policy and strategy;
- v) inadequate capacity to deal with sectoral reforms;
- vi) lack of private sector input into policy formulation;
- vii) uncoordinated subsectoral programmes;
- viii) weak monitoring systems, and
- ix) weak evaluation systems.

The policy-making capabilities of MOA were diagnosed as weak for the following reasons:

- i) poor working environment;
- ii) weak and unreliable data base;
- iii) inadequate training;
- iv) misallocation of staff;
- v) the need to respond to too many issues;
- vi) weak coordination and feedback mechanism within the regions;
- vii) inadequate financial resources and no work incentive systems.

The required changes and adjustments are now being implemented under a five-year programme (ASMP) financed by an IDA credit facility and consisting of the following three major components:

- rationalization and strengthening of MOA functions (phasing-out many functions and developing cost-sharing mechanisms for others, while preparing agricultural parastatals for privatization) and strengthening management systems, accounting and procurement;

- improving agricultural information systems and services with a focus on crop and livestock production and productivity data, plus marketing and trade information at national, regional and district levels; and
- strengthening the institutional capacity to formulate and implement policies by supporting i) policy analysis activities and ii) longer-term institutional strengthening through training and an improved working environment.

The third component of ASMP is the one that specifically concerns the current consultancy mission and, together with the other two programme components, it is designed as a key element in supporting the next phase of sector reforms. Within the element of this component concerned with longer-term institutional strengthening, financial provision has been made for a comprehensive staff training programme. In addition, PMD officers will be stationed in each of the 20 regions to improve feedback on policy implementation, strengthen data collection and improve the dissemination of new policies. Specific items for financing include seminars and workshops, international technical assistance, technical services provided locally through personal service contracts and in-house local consultants, training, vehicles and office equipment (including computers).

2.3 Training Studies and Current Training Within PMD

2.3.1 Recent Reports and Papers Related to Training Needs

In October 1989, an assessment mission was organized to examine training needs and institutional capacity in various ministries, parastatals, teaching and research institutions working in the field of food and agricultural policy analysis (FAPA) in Tanzania (Johnson and Kakala, 1990). The report contains details of the functions and responsibilities of the main institutions concerned, including PMD and its component sections. It also presents a projection of training needs by institution and by training module. Twelve different modules are differentiated as follows:

1. Agricultural planning and policy.
2. Agricultural price policy.
3. Agricultural marketing and processing policy.
4. Agricultural credit policy.
5. Fiscal and monetary policy.
6. Trade and foreign exchange policy.
7. Farm-level impact analysis.
8. Social impact of policies.
9. Data analysis for food and agricultural policy.
10. Organization and management of the agricultural sector.
11. Food security and policy analysis.
12. Agricultural policies monitoring.

The curricula for these modules were prepared by the Training Section of the Policy Analysis Division (ESPT) of FAO, prior to and after the report (FAO internal document, 1991). The report recommended that the finalization of the two modules related to

Agricultural Policies Monitoring and to Food Security Policy Analysis, should be accorded a high priority in terms of training in Tanzania. It also recommended that the module on Data Analysis for Food and Agricultural Policies should be advanced to an early part of the training cycle.

Among the 15 institutions included in the assessment, it was recommended that PMD should receive over one third of the total training - 449 module units⁸ out of a total identified training need of 1,100 module units. No specific area of concentration was apparent in the case of PMD - recommended training was fairly evenly distributed among the modules (a range 25 to 48 units of training). Unfortunately, despite the strong endorsement of the need for an in-service training programme in FAPA, only half a page in the report was devoted to a discussion of the specific staffing and training needs of the Division, and there is no indication of the analysis used to arrive at the above projected training needs.

Closely following this assessment mission, an overall assessment of the trained manpower situation in institutions concerned with Tanzanian agricultural policy analysis (Mlambiti, 1990) was presented in a paper at a Sensitization Seminar held in Arusha. The paper dealt in general terms with training modalities and institutional training capacity, but did not enter into any detail regarding the training needs of PMD or of other institutions concerned with policy analysis.

A follow-up evaluation to the mission of Johnson and Kakala (Faber, 1991) focused upon the project entitled "In-service Training Programme" URT/87/007, and the project entitled, "Strengthening Capacity in MALDC in Food and Agricultural Policy Analysis" URT/89/016. This evaluation was based upon an initial report (Rwyemamu and Mahundaza, 1990) that had involved the administration of a questionnaire to the trainees. At this point in time, 8 short courses in FAPA had been held between September 1988 and October 1990. Although this latter report concluded that the in-service training programme had registered an "impressive performance and impact", it was nevertheless apparent from the thrust of the evaluation that the practical application of the skills and knowledge gained by participants was being limited by:

- inadequate identification of specific training needs;
- selection of trainees who were not involved in FAPA work;
- inadequate training facilities (especially in terms of computer access);
- the 2-week modules were too short for new skills and techniques to be adequately practised; and, after the training:

⁸ Each person attending a module constitutes one module unit. At an average attendance of 15 PMD officers per module, this would imply a total of around 30 short courses in FAPA alone.

- a hostile work environment (in terms of both remuneration levels and the fact that the work programme and supervisory system did not demand that analytical skill were used); and
- the weak and scattered nature of the data base.

The Faber report echoed the conclusion reached by Rwyemamu and Mahundaza, that the FAPA in-service training programme should continue⁹ for a number of years and that, in order to assure its sustainability, a permanent FAPA training capacity be established within SUA. It was pointed out that URT/89/016 had been terminated because of lack of funds "while it has only just started to develop a full-scale in-service training programme". It was concluded that the problem of inadequate time devoted to each module could be countered by improving recruitment procedures and by sending course materials to participants well in advance of the actual training session.

Faber also identified the need for a further study with TOR similar to those of the present mission, in stating "A follow-up assessment ought to be made based on a long-term development plan for agriculture and the necessary accompanying capabilities within related institutions; a clear definition of the objectives and expected outputs of (participating) institutions; on the necessary requirements in the relevant fields of each participating institution in order to achieve their goals; on the skills available in the institutions; and finally on interviews with potential candidates in order to tailor the courses as close as possible to the identified 'skills gap'".

Each of the above studies emphasized the lack of practical experience in policy analysis and policy formulation of a majority of the staff of PMD. A fourth assessment of the status of training in PMD, contained in a document entitled, "Past and Future Planning Assistance to the Ministry of Agriculture and Livestock Development" (Lyimo, 1990) also made the same observation¹⁰, while concluding that in terms of formal education the Division's staff were well-trained. Van As (1991) recorded that "most of PMD's staff are well-qualified and have received adequate training abroad and in the country." He pointed out that, between 1972 and 1989, staff of the Agricultural Planning and Marketing Division (PMD) of the Ministry of Agriculture and Livestock Development (MOA) received 63 fellowships for Msc/MA training overseas, as well as a further 60 fellowships for international short-courses, and a total of 31 courses (854 participants) related to agricultural planning were held locally.

⁹ It should be noted that of the 157 module units (persons) only 49 involved PMD staff members and that only 8 staff members attended more than one module of training. This PMD total of 49 module units is extremely modest compared with the total of 449 estimated as being necessary by Johnson and Makala.

¹⁰ He calculated that in late 1990, two-thirds of PMD's staff had fewer than 5 years of work experience.

On the other hand, all of the studies quoted above have made reference to certain weaknesses in the capacity of PMD to carry out its functions. Van As (*op cit*) stated that, while the Division was "well-structured and functional", it was particularly weak in sector planning, policy analysis and agricultural statistics. Similarly, it was observed in the report of Johnson and Kakala (*op cit*) that development plans consisted mainly of project lists, that inter-sectoral linkages were weak, and that there was a focus on new investment projects that was accompanied by the neglect of ongoing activities until they reached the point of requiring major rehabilitation. Lyimo (*op cit*) felt that the work of PPMB and MDB was suffering from the weaknesses in overall sectoral planning and policy analysis within the two sector planning sections. He concluded that, "a fully internal self-supporting capacity (within PMD) has not been attained".

In addition, Minde (1990) identified a "striking top-down approach" in policy formulation and implementation, lack of coordination and feedback, shot-gun procedures and a weak, haphazard, low-quality and non-institutionalized flow of information. He also identified the lack of a "culture" for open discussions concerning optimal policies as an important constraint to multi-disciplinary work and cooperation between relevant institutions in the policy analysis process.

2.3.2 Current Training Arrangements

In the design of ASMP, the contribution of PMD staff training to institutional strengthening in the field of sectoral planning, policy analysis and implementation, was conceived rather broadly in terms of training modalities. This range of training approaches can be summarised as follows:

- Study tours for both policy makers and professional staff;
- On-the-job training through the assignment of particular studies to be completed under supervision (See Annex 7);
- Short courses and workshops organized in Tanzania using local consultants and staff from Dar es Salaam and Sokoine (SUA) Universities;
- Short courses (3 to 6 months) at local or foreign universities, and
- Longer-term degree courses of one or two years in specialized topics at specialized foreign universities.

It was envisaged that the key element in the management of the training programme would be a Personal Training Plan that listed the tasks and training opportunities for each staff member throughout a given year. It was intended that each officer should have a plan with a mix of routine assignments, study tours, seminars and on-the-job training that reflects individual professional responsibilities and any current gaps in knowledge and skills. It was further envisaged that these training opportunities would be reflected in a five-year Individual Staff Development Plan that would take account of the Work Programme for the PMD as a whole.

The agreement, signed in June 1994 between Government and FAO for contractual services under UTF/URT/107/URT, became operational in August 1994 when funds were disbursed by the World Bank. Under the terms of the agreement, FAO technical assistance and related services is limited to the policy and information components of ASMP, whereas the entire training programme also includes the rationalization component. With regard to the policy component, which is the part of ASMP that concerns this current mission, the training activities specified in the Project Implementation Manual are summarised in the table below¹¹.

ASMP - Policy Formulation and Implementation Component.

Seminars, Workshops and Training Activities

Activity	Unit	Cost per Unit \$US.	Total Units	Total Cost \$US
Study Tours (2 wks)	p/per	10,000	10	100,000
Short Courses(3-6 mth)	p/per	22,000	50	1,100,000
Long Courses (1 year)	p/per	40,000	25	1,100,000
Seminars (2 wks)	p/per	500	375	188,000

In addition to the above formal training activities, the project includes a provision for On the Job Tasks (OJT) - for staff working either as individuals or as part of a team - in the form of special studies and projects. These tasks, which were initiated under a previous technical assistance project (Demissie, 1993) in sector planning (UTF/URT/102/URT), are intended to be slightly more difficult than routine work and to demand more than the usual time and effort. In recognition of this fact, honoraria payable on successful completion of each task have been provided in the project budget. Guidelines and Terms of Reference for OJTs have been prepared by the International Training Officer and are presented in Annex 6. For tasks that require an exceptional level of effort, arrangements have been made for staff to take leave of absence while fulfilling the terms of a Personal Services Contract (PSC). In all cases, it is intended that intensive supervision should be arranged and that these special assignments would form an integral part of an individual's professional development path.

The initial report by the Training Officer (Demissie, 1994), gives details of the annual plan and progress made in the implementation of the training plan in the first 6 months of the project (July - December 1994). The report indicates that under the policy formulation and

¹¹ There is a separate budget for both international and local training of officers engaged in the data and information component of ASMP

implementation component, the following international training arrangements had already been completed or were underway:

- 9 long courses (Msc Training in Agricultural Economics/ Ag.Development;
- 18 short courses covering such fields as microcomputer applications, agricultural policy formulation, management of agriculture and rural development, monitoring and evaluation of projects, and food security; and
- 3 study tours had been arranged in the area of Agricultural Policy Management.

The report also indicated that plans had been made for about 80 staff to be trained in local workshops, as well as for OJT seminars to be held. It further indicated that, for the July - December 1994 period, 67 OJTs and 27.5 PSCs had been planned. Details are presented in the table below.

OJTs and PSCs APPROVED FOR JULY - DECEMBER 1994

Units	1st Quarter (July-Sept)	2nd Quarter (Oct-Dec)	Total
On the Job Tasks			
Sectoral Planning	2	18	20
Marketing Dev.Bureau	2.5	18.5	21
PPMB	8.5	8.5	17
Statistics	5	4	9
Total OJTs	18	49	67
Man Months of PSCs			
Sectoral Planning	3	15.5	18.5
Marketing Dev.Bureau	-	-	-
PPMB	-	3	3
Statistics	-	-	-
Total mm. of PSCs	3	18.5	21.5

Apart from problems associated with the late disbursement of funds, substantive problems related to OJTs have revolved around the quality of report writing, as well as those connected with data collection. Research methodology and drafting problems include the specification of objectives for the study, development of draft TOR, analysis and presentation, development of a report outline and the actual writing of the report. By the end of December 1994, 47 reports had been completed and submitted. All reports had been evaluated by Heads of Units, Heads of Sections and ASMP Management.

2.4 Jobs and Tasks Within PMD

2.4.1 Methodology

The orthodox methodology (FAO.1991; Parrot.1993) followed in training needs assessments requires an initial listing of the main jobs undertaken within the organisation being studied. This step is followed by the identification of important tasks that staff are experiencing difficulty in performing. These tasks are then broken-down into sub-tasks and the specific difficulties encountered are identified. An assessment is then made of the knowledge and skill levels of staff in relation to the tasks where difficulties are being experienced. This enables the analyst to decide what attitudes, knowledge and skills are needed for their successful completion. On the basis of this analysis a training programme is designed.

The methodology actually adopted consisted of an initial questionnaire administered to all PMD staff, plus extensive interviews with PMD management and staff (See Annex 9). In addition, three Regional Agricultural Headquarters and two District Headquarters were visited and a range of staff interviewed. Discussions were also held with, i) key individuals who had formerly held senior positions in PMD; ii) senior staff in other parts of the ministry; and iii) relevant international technical assistance personnel. An examination of current PMD documentation was carried out, including recently prepared sub-sectoral papers. Completed OJT reports also provided an invaluable source of information concerning skills and knowledge gaps.

An initial questionnaire was administered as a first step in the assessment process (See Annex 4), but the rest of the methodology did not rely on the orthodox questionnaire approach because i) it was found that the original questionnaire not being completed within the time frame allocated, but more importantly, ii) the main jobs actually being undertaken at present do not provide the necessary basis for a training needs assessment.

2.4.2 The Work Programme of PMD.

In reality, there are three distinct job situations that can be perceived. These can be summarised as follows:

- the functions that are currently officially stated;
- the tasks that are actually being carried out; and
- the tasks that should be carried out in the light of the new economic strategy of Tanzania.

For the purposes of the training needs assessment it is the last of these alternatives that is important. For this reason it was decided not to proceed with the next stage of the orthodox analysis - that of breaking current tasks into steps or sub-tasks and obtaining a rating of degree of difficulty experienced in questionnaire form. Instead, the analysis depended upon the experience of the consultant in interpreting current performance in relation to required performance given the planning and analysis needs of a market-oriented economy. In the light of this decision, efforts were focused upon the defects of written outputs, plus a series

of interviews with PMD staff so that skill levels could be assessed by appropriate questioning.

The current description of what is done officially, given in Annex 4 in terms of the stated functions of each Unit within PMD, reveals a planning and marketing institution that is basically organised to operate within an agricultural sector dominated by the state. Under such a set of circumstances, the stated functions appear to be perfectly rational. However, these functions are not completely suitable for the new economic environment of Tanzania. Nor do they adequately reflect the work actually being carried out at present. The questionnaire answers reproduced in Annex 7 give a better idea of what work is actually being done in the Division, but do not give the total picture in terms of relative amounts of time spent on each task.

The process of planning and policy analysis was found to be just as defective as the situation signalled in the ASMP appraisal and implementation documents. In the case of the two planning sections, this is largely because the stated functions are not being adhered to. This is mainly because of imprecise work programming and a low intensity of supervision which results in most staff effort being expended on reacting to immediate problems and requests. This system has created an ad hoc method of working, in which the major part of the time of policy analysts and sector planners is spent on writing comments on interministerial documents and cabinet papers, or drafting responses to parliamentary questions.

This type of work requires little or no quantitative analysis and is a sort of reactive "planning without facts" rather than a proactive systematic analysis based on efficient data flows. At the level of the sectoral planning and programming units, most time is devoted to the routine tasks budget preparation and semi-annual report writing, rather than to the detailed design and monitoring of policy measures and sub-programmes. No impact evaluation is currently performed. Contact with field staff, farmers and traders is minimal and cooperation with headquarters staff from the technical departments is mainly limited to that necessary for obtaining data whenever the need should arise.

PPMB staff are mainly responding to unscheduled requests for support in various aspects of project analysis. MDB practices stronger work programming and management procedures, but the work of this section of PMD, plus that of PPMB, has been radically affected by the process of structural adjustment and sector reform that is now underway. The current focus of the two sections is upon aspects of the deregulation, divestiture, restructuring, and privatization programme, which have proceeded in anticipation of a final framework of action for PMD. The major aspect of this current work concerns the divestiture of MOA parastatals.

The work focus of MOA is currently being examined by a series of Technical Task Groups (TTGs) as part of the rationalisation component of the ASMP. The Planning and Policy Formulation Technical Task Group (PPF-TTG) is charged with examining the work of PMD and the National Food Security Department in the light of ongoing changes in the nature of the national economy and with making recommendations on the future role, structure and functions of the Division. The PPF-TTG was officially launched in May 1994, but only started its activities in August 1994. After a two-day Planning Workshop in

January 1995 organized to, "develop a clear vision of its role and functions within the framework of ASMP", an Action Plan was prepared covering a time-frame of five years and indicating phased changes in broad terms.

The Group has also undertaken preliminary work on identifying activities which will remain as core functions of PMD, together with an indication of private sector functions and possible joint ventures. In the absence of a final definition of PMD's new status and structure, however, it was felt that a clear statement of PMD's future functions was necessary to give the required orientation to the skills gap analysis and recommended training needs. A paper to this effect was, therefore, prepared by the consultant and presented to the PPF-TTG during the latter part of the mission. The document is appended to this report and summarised below.

2.4.3 The Functions of PMD in the New Economic Context.

The future functions and responsibilities of PMD need adjustment because three major forces have emerged that necessitate the rationalization of the organisation and work programme of the Division. These concern the following broad areas:

- changes in the national economic development strategy;
- changes in the global concept of development; and
- changes in the status of the partnership between governments and donor agencies.

The combined impact of these three major changes in Tanzania's development climate, will force PMD to respond to a series of challenges posed by the new situation, and will place a fundamental responsibility upon the Division to:

- formulate suitable policy measures, on the basis of policy instruments still under the control of government, in order to dismantle the predominant role of the state in agricultural production and commerce, while simultaneously stimulating the emergence of the private commercial sector and providing suitable incentives to private sector smallholder producers. This implies that policy analysts need to understand the decision-making mechanisms of private individuals and institutions in order that they can design effective policy mechanisms. This, in turn, demands a fundamental change in the nature and intensity of interaction between PMD staff, the private commercial sector and the farming community. Policy measures should also be the result of an analysis that takes into account a wider range of development objectives than has hitherto been the case;
- plan and monitor the implementation of policy measures so as to make the necessary adjustments - including changes in the legal framework, the pattern of sectoral investments and the conduct of the remaining public services - while ensuring that complementary actions are taking place in other key ministries to remove infrastructural and transport bottlenecks and other relevant constraints to agricultural development. PMD's capacity to monitor the farm-household and community level

effects of new policy measures needs to be greatly expanded and improved. If this new information is then to be fully utilized for future policy adjustments, this will necessitate the creation of new analytical capacity within the Division;

- evaluate the development impact of policy measures, and that of investment and regular programmes, in such a way as to encompass wider development concerns. Evaluation should give particular emphasis to the effects of policies and programmes on vulnerable groups, but also on the wealth-creating commercial component of the economy. This implies the design of evaluation systems at the level of i) the economy as a whole; ii) the agricultural sector in particular; iii) the thousands of traders and agro-industry entrepreneurs; and iv) the millions of consumers and producers;
- develop a proactive work culture based upon a programme approach that would be set within a well-defined policy framework that is itself responsive to current macroeconomic constraints and to the problems and aspirations of consumers and producers; and
- make every effort to stimulate the participation, at every stage of the above processes, of all the actors concerned in developing agriculture and related economic activities - whether they are situated in the private or the public sector.

Despite the changes outlined above, the core functions of PMD will continue to be in the same general areas presented in the current official description of the Division's work, namely:

- agricultural sector policy planning within a framework of macroeconomic and sectoral objectives and strategies indicated by policymakers via the Planning Commission;
- policy analysis in the light of the above framework and design of appropriate policy measures on the basis of available policy instruments;
- programme (subprogramme and project) analysis and design;
- programme and policy monitoring and implementation support;
- evaluation of the impact of programmes and policy measures.

Nonetheless, current PMD activities do not fully reflect the overall planning requirements of MOA. The work programme is not geared towards coordinated and integrated sector planning and policy formulation within a market-oriented environment. The future work programme of the Division should be in sharp contrast to the ad hoc tasks that the staff are currently undertaking. It is the required future emphasis on sectoral planning, policy analysis and formulation, policy and programme monitoring and impact evaluation that has guided the analysis of skills gaps described later in this report.

2.4.4 The Work Organisation, Data Flows and Interfaces of PMD.

The functions, data flows and work interfaces that are relevant to a Planning and Marketing Division operating within a market-oriented economy are illustrated in the three diagrams that are presented in Annex 6.

Figure 1 illustrates the functional framework necessary to fulfil the needs of an effective planning and marketing division. There are two major streams of activity: i) commercial marketing and processing and ii) farm-level production operations. The streams are unified at the sector planning and policy analysis stage - no distinction is made between livestock and crops as they are analyzed in a holistic manner in both the sectoral and farm-household context.

It should be noted that each successive function could be conceived as an institutional unit, or more than one function could be combined in one unit. It is important to note that each successive function overlaps with the next: it depends upon (and can modify through a process of iteration) the results of the previous step in order to guide its own analysis. For example, programme prioritization and design activities flow directly from the estimation of the impact of alternative policy measures derived from the planning and policy analysis function. Final programme designs could also be fed back to the original analytical work in order to refine its predictions.

Figure 2 illustrates the information flows that are necessary to perform the range of functions encompassed within PMD. These flows are currently weak and their improvement will depend largely upon the success of the new cadre of Regional Agricultural Economists in improving data collection at field level. Farm management data in particular is almost non-existent, and this situation greatly detracts from the quality of policy analysis within PMD. For this reason, the training modules designed for the Regional Agricultural Economists and presented later in the report, will be heavily weighted towards data collection and analysis within the context of the design, monitoring and evaluation of policy measures and accompanying sub-programmes related to public investments and support services.

Figure 3 indicates possible institutional boundaries within PMD, as well as the most important institutional interfaces in relation to each major area of divisional activity. It is impossible to stress too strongly the importance of linkages between public and private sector; the range of institutions within government; the various departments within MOA; and the need to work as interdisciplinary teams. The quality of data flows and the analysis of these data are both dependent upon cooperation of this type. In this context, it is rather worrying that the PMD training programme has been conceived so narrowly in terms of the institutional range of the trainees. At present only PMD staff are scheduled to benefit from the proposed programme of training.

The diagrams make it clear that the planning and policy analysis process, plus the concomitant work of designing policy measures, implementing them and monitoring and evaluating their effects and impact, call for: i) a flexible structure and working environment within PMD; ii) very active institutional interfaces within MOA; iii) parallel arrangements on an inter-ministerial plane, and iv) close links with the private sector - smallholders and

business people. This has important implications for the design of future training programmes that can involve regional, intra-ministerial (technical sections) and interministerial cooperation. It also underlines the need to change present work attitudes with regard to interdisciplinarity.

Many work flows are iterative, thus demanding the constant organization and dissolving of interdisciplinary groups according to the task in hand. Institutional boundaries must, therefore, become highly permeable and this suggests that training must be conceived broadly enough to facilitate these overlaps and shared responsibilities. In other words, staff should have a clear idea of what is going on in the adjacent units because they will be sharing many tasks in future.

2.5 Skills and Knowledge

PMD staff are, in general, very well trained. The trained manpower situation by Section/Unit, reflected in the table below, compares favourably with any equivalent institution anywhere in the world. It reveals that 85 percent of designated staff are qualified at the Masters level or above (there is one PhD).

PMD Staff Levels and Training - April 1995

Section	Bachelor Level	Masters Level	Total Employed	In Post
Sector Planning (Crops)	3	26	29	24
Sector Planning (Livestock)	3	13	16	13
Marketing Dev. Bureau	7	14	21	21
PPMB	2	29	31	28
Total Number	15	82	97	86
Percentage	15	85	100	na

1. Statistical Unit staff have not been included.

Formal training levels obviously do not fully determine the efficiency of a given institution. The Implementation Manual of the Agricultural Sector Management Project (World Bank, 1993) refers to the fact that mid-term reviews of both the National Agricultural and Livestock Research Rehabilitation Project (NALRP) and the National Agricultural and Livestock Extension Rehabilitation Project (NALERP), have emphasized the serious constraints posed by the lack of adequate budgetary provisions by Government to cover

operating costs of essential programmes, plus the inadequate level of staff incentives required to motivate and retain staff. It is apparent that these same constraints are also affecting the implementation of ASMP. One recent assessment cogently expressed the situation in the following terms, "The major constraint in building a well trained and experienced cadre of national staff is the unattractive terms and conditions of government employment which attracts only young inexperienced staff and loses them when they have acquired more training and experience".

In addition to formal training, staff morale, working conditions, available equipment, travel budget and quality of management and supervision play an equally important role - so do staff attitudes to their work and the work skills and experience possessed. The current job situation militates against efficient work habits. As the Public Sector Reform Programme gathers momentum, the real possibility of deployment, or even retrenchment, has had an effect on staff morale and has caused many to start looking for work elsewhere. In addition, staff are not paid a living wage, so are forced to earn their living elsewhere - devoting only a fraction of the working week to PMD activities. This fundamental defect in working conditions has also distorted attitudes towards training - it is seen more as a means of supplementing income than of imparting skills and knowledge. As a result, overseas training is strongly favoured over more cost-effective, locally-organized training.

For almost any conceivable method or technique used in conventional food and agricultural policy analysis, it is possible to find an individual (usually several!) within PMD who has received training in the topic. Many specific skills have been taught - the number of short-courses attended by most PMD staff in the past 5 years is nothing short of remarkable. This training has seldom if ever been applied in the course of regular work. For example, the Terminal Report of the Export Marketing Advisor in project UTF/URT/101/URT, states that counterparts have been taught to actively utilize and maintain a database, but that updating is only done sporadically and the analysis of the data remains superficial¹². The problem is that taught skills are not being applied and cannot, therefore, be regarded as functional skills since they are gradually forgotten. The challenge is to devise a training programme that would: i) change attitudes towards work, and ii) both facilitate, and be reinforced by, the regular work programme of the Division.

It is obvious from the above discussion that training is not on the critical path towards an efficient PMD. For the purpose of the current mission, however, it was considered to be more productive to assume that the most immediate constraints will rapidly be addressed within the context of ASMP and the overall Public Sector Reform Programme. On the other hand, in designing the training programme it was necessary to be aware of these issues and to resist the tendency to address problems of remuneration, morale and working conditions by means of the training input.

¹² The problem of attitudes towards work is serious when database maintenance is "looked upon as a useless chore" and "analytical techniques are viewed with disfavour because they force the analyst to draw conclusions that may not have been endorsed by anyone else".

2.6 Skills and Knowledge Gap and Training Implications

As one PMD staff member succinctly described the present situation, "the structure is in place but the system does not work". It has been observed from experience that staff in most planning units do not perform any better after obtaining an Msc. - irrespective of the university attended. The usual 9 months of course work is an extremely intensive period of learning facts and acquiring knowledge, and the 3 month dissertation is a further pressurized period of using previously collated data to write a fairly standardized product. The experience does very little towards enhancing the type of skills needed to work effectively in a government department concerned with planning and marketing, nor does it change job attitudes and help to produce "self starters" capable of taking initiatives, thinking innovatively, making the necessary contacts and working productively as members of a team.

As a result it seems that the skills and attitudes gap, as opposed to the knowledge gap, is rather large in comparison to the standards needed to function in a difficult environment where data are poor and where initiative and resourcefulness is necessary in order to adhere to any type of basic, quantitative analytical routines as opposed to ad hoc qualitative comments. As stated above, many types of in-service skills training have been organized but have not been applied. In many ways the Division has returned to "square one" and a concerted effort is now needed to recover lost ground and generate sufficient momentum to move ahead quickly. The types of skills and attitudes that now need strengthening in PMD could be summarized in the following groupings:

- i) concepts, paradigms of development (micro, meso and macro) and systems thinking plus interdisciplinary work habits and institutional cooperation: the CAPPA (K2) system is of particular relevance in this respect, as is the farm-household systems concept;
- ii) research skills and report writing: conceiving and structuring a problem, designing an efficient methodology in the light of time, budget and data constraints, how to go about getting data and information, how best to collate and analyze data, writing the report;
- iii) quantitative skills: weighted averages, use of percentages, use and presentation of graphs, index numbers and splicing index series, deflating a price series by the appropriate deflator, growth rates using spreadsheets for simple linear regression, use of logarithms in calculating elasticities, analysis of trends, making projections, correlation analysis, statistical tests etc.;
- iv) specific simple analytical techniques: eg. partial budgeting, gross margin analysis, yield gap analysis, supply-utilization and commodity balance sheets, commodity chain analysis, incremental cost-benefit analysis, sensitivity analysis;
- v) policy analysis tools: eg. comparative static analysis (S and D shifts of a single commodity over time), border pricing, simulation and linear programming and other optimisation models, regression models, social accounting and policy analysis matrices (taught with real situation data and realistic work setting);

- iv) neglected areas: eg. policy monitoring, evaluation of policy impacts at the farm-household and commercial enterprise levels; farming systems concepts and techniques and farm management analysis, considerations of gender, social/geographic equity, environment and sustainability; policy and programme appraisal via a range of objectives and objective levels (national, sectoral, family smallholding, commercial business);
- v) computer skills: eg. spreadsheets, databases, project management software, and
- vi) interviewing techniques, surveys and data gathering, participatory skills.

The training implications of these areas in need of reinforcement are discussed below in relation to specific functions of PMD.

2.7 The Proposed Training Programme

2.7.1 The Need for Budget Reallocations

The planned ASMP budget allocation for short courses and local in-service training is very modest in comparison with training needs. Only 10 overseas short courses per annum (total of 50 @ \$22,000 per course) have been budgeted in addition to \$37,500 per annum for local seminars. These latter courses are meant to average only 2 weeks and to cost \$500 per participant. It is evident from estimates prepared by local institutions that a 2-week local seminar would cost at least \$12,000, without any honoraria being paid to participants and without accommodation costs being included. This would imply that a maximum of only 2 such seminars could be held per annum.

It is considered that the above programme would not produce the injection of skills on a scale that could give the required impetus to an improved Work Programme within PMD. A critical mass of officers with sharpened skills must be produced in the remaining four years of ASMP. Without this change, the other envisaged reforms (salaries, working conditions etc.) will not produce the desired effect. Because of this imperative, and considering the resulting disparity between budgetary needs and means, it is felt that it would be most cost-effective to use a considerable portion of the budget for overseas short courses to supplement the seminar budget in order to organise more training modules within Tanzania¹³.

2.7.2 The Structure of the In-Service Training Programme.

The training modules described in this section of the report, and presented in detail in Annex 9, in many ways represent a continuation of the FAPA training that commenced in 1989, but which terminated prematurely due to shortage of funds. Other mission outputs

¹³ Each overseas short course for one individual is approximately equivalent to the cost of a 3 week training module for 20 people if organized locally.

originally envisaged included a Personal Development Plan prepared for each staff member - indicating the most suitable training and future work experience to respond to each individual's responsibilities, capacity and career aspirations. In the event, it was agreed with the ASMP Coordinator and the senior management of PMD that such an output was not feasible. The fact that major redeployment and retrenchment is anticipated in the near future, combined with likely changes in both the functions and institutional structure of the Division, plus the strictly limited training budget, rendered the original intention infeasible.

Because the above factors make it impractical to proceed on an individual basis, the content of the suggested in-service training programme¹⁴ is broad-based. At present, 4 main groups of trainees are recognized. These adhere to the basic pattern of PMD functions discussed in an earlier part of this report:

- Course 1 - 20 sector planners and policy analysts
- Course 2 - 20 programme and project analysts (marketing/agro-industry)
- Course 3 - 20 programme and project analysts (production)
- Course 4 - 20 regional agricultural economists

The marketing/agro-industry course is intended for the commercial stream (See Figure One in Annex 6) which approximately represents the functions that should be carried out mainly by staff of the current MDB, plus the Budget and Finance Unit of PPMB. Course 3 is intended for the production stream, which could be thought of as encompassing the activities of the present two PPD programme planning units (APP and LPP), plus much of the work of PPMB. Course 1 is designed for staff fulfilling the sectoral planning and policy analysis functions and could be thought of as catering for staff of the present SPA, LPA and the Food Strategy Unit. Those agricultural economists working in the Statistics Unit could also attend this particular course since the flow of data from this unit is of paramount importance for sectoral planning activities.

The above arrangement suggests that only 80 PMD staff would be trained through local short courses. Since 20 of these would be Regional Agricultural Economists, only 60 PMD Headquarters staff would receive training according to this schedule. This compares with 105 staff now in post. Even discounting the 19 staff of the Statistics Unit, 86 headquarters staff could be available for training. It is anticipated that the rationalization exercise will result in a recommendation to transfer some staff to other sections of the ministry (eg. PPMB staff with accountancy qualifications) and to retrench others. If this process does not occur, however, there is obviously a disparity between the 60 Headquarters training places and current staff numbers. Under such circumstances, two major options can be considered, i) non-performing staff and those close to retirement would not be selected for training, or ii) course 3 could be run twice if budget constraints allow, since the excess numbers of potential trainees would fall into this training category. The second option would have the merit of allowing a certain number of trainees to come from other sections of MOA. A third option of increasing the size of the training classes is not recommended.

¹⁴ The programme is in addition to planned overseas Msc training. In addition, weekend training should be arranged for computer training etc.

The course contents are summarised below¹⁵:

Course 1

1. An Overview of Food and Agricultural Policy Analysis (FAPA)
2. Systems Analysis of the Agricultural Sector
3. Agricultural Policies and Planning
- 4/5 Agricultural Price Policy Analysis
6. Agricultural Marketing and Processing Policies
7. Fiscal and Monetary Policy
8. Macro-Economic Analysis and Foreign Trade Policy
9. Food Security Policy Analysis
- 10/11 Data for Food and Agricultural Policy Analysis

Course 2

1. An Overview of Food and Agricultural Policy Analysis (FAPA)
2. Agricultural Marketing and Processing Policies
3. Economies in Transition (Dismantling Central Planning)
4. Economies in Transition (Constructing a Market Economy)
5. Marketing Systems Analysis
6. Monitoring Food and Agricultural Policies
7. The Commercial Impact of Macroeconomic and Sectoral Policies on Agro-Industry and Commerce
8. Marketing Information Systems
9. Financial Management and Accounting

Course 3

1. An Overview of Food and Agricultural Policy Analysis (FAPA)
2. The Farm-Household System and its Environment
3. Production Economics and Farm Management Concepts
4. Supply Response Analysis
5. Policy Impact Analysis at the Farm Level
6. Credit Theory
7. Monitoring Food and Agricultural Policies and Programmes
8. Project and Programme Management Software Course
9. Budgeting and Work Programming Techniques
10. The Social Impact of Policies

¹⁵ Certain study tours, overseas short courses and weekend training seminars are suggested in the detailed description contained in Annex 8.

Course 4

1. Basics of Project Analysis (Project Cycle and Logical Framework plus financial analysis at farm and project levels)
2. Participatory Rural Appraisal for Project Identification and District Planning
3. Participatory Land Use Planning and Community Projects
4. Design and Management of Monitoring and Evaluation Systems for a) small projects, and b) regular government services.
5. Beneficiary Impact Analysis with Emphasis on Vulnerable Groups / Food Security
6. The Farm-Household System and its Environment
7. Production Economics and Farm Management Concepts
8. Enterprise Budgeting and Simple Farm Models for developing extension messages and whole-farm planning
9. Planning Farm-Household Resource Use
10. Farm-Surveys and Quantitative Data Gathering and Analysis

Because most PMD staff are already trained to the Masters level, the suggested in-service training is geared to operational activities and is thus weighted towards skills, techniques and methodology acquisition and application rather than towards theory and facts. An attempt has been made to arrange the modules in a logical sequence and to indicate a level of priority for each module (Annex 8). The most likely training venue would be Morogoro (SUA).

The curricula and training materials for a majority of modules have already been developed by ESPT/FAO for purposes of training in food and agricultural policy analysis (FAPA) and would simply need to be tailored to Tanzanian conditions in terms of appropriate case studies. The materials have been developed by leading international universities and training institutions in the field of agricultural planning and policy analysis and paid for out of FAO regular programme funds. Tanzania can benefit from this investment, since the prior existence of suitable training materials will keep down costs. Any case studies that have to be developed locally could be arranged as part of the on-the-job training tasks (OJTs).

It should be noted that, although Wye College courses have been indicated as a basis for some modules, this is simply to illustrate the broad content and to signal that such a course has already been developed. Other training institutions could be approached to undertake the development of alternative modules on the same themes, but the existing Wye College / SUA link should be taken into account as a factor in favour of Wye.

2.7.3 Specific Training Needs.

Agricultural Sector Planning and Policy Analysis: Staff concerned with these functions need strong quantitative skills and computer literacy, plus sound research methodology including the ability to work in terms of alternative scenarios. A holistic overview should be developed of the interaction of exogenous and endogenous variables affecting sectoral development, ie. a strong grasp of the factors affecting agricultural performance and ability to work as a member of an interdisciplinary team. In addition to the above common core of skills, analysts should develop a specialized knowledge in one of the following areas (2

'to 3 individuals from PMD/MOA and/or locally available consultants or academics, so as to form a team for each module involved in the analysis).

- macroeconomics and economic indicators;
- population growth and composition, migration and urbanisation;
- consumer demand (food and agricultural commodities) and nutrition;
- land and water resources utilization and development;
- crop production (including supply-utilization accounts, production factors, labour and technology);
- animal production (including supply-utilization accounts, production factors, labour and technology);
- environment and sustainability

Policy Formulation, Programme Analysis, Monitoring and Evaluation: Policy formulators and programme analysts, located in each of the two functional streams (ie. marketing/processing and farm-level production) will share in many aspects of the policy analysis work, but should be more specialized and able to go into greater depth in their particular area. In many ways, as indicated in Figure 2 of Annex 6, they form a bridge between sector analysis/policy analysis and programme and policy implementation, monitoring and impact evaluation. As such, they pose a dilemma in terms of designing a training programme that is tightly constrained by resource levels.

Ideally, they should share in some of the training modules in Course 1, where the unified body of sectoral planners/sectoral policy analysts are participating. In practice, they have been allocated a different set of modules and have been aggregated - in training terms - with programme/policy budgetary support, work programming, monitoring and impact evaluation staff. However, one common module has been designed into the two parallel training programmes of the commercial and production streams, in order to ensure mutual understanding of respective functions with sectoral analysts.

Policy formulators/programme specialists are responsible for the design of policy measures and their incorporation into the necessary sub-programmes. The design of these sub-programmes (policy instruments such as credit, services such as extension and commodity programmes) involves a close working relationship with the appropriate technical specialists in other parts of MOA. In this respect they will form a micro-macro link by reflecting sectoral priorities and resulting policy choices in the design of investment programmes.

Their work must be based upon sectoral opportunities within the macroeconomic constraints affecting the country. Equally, it must reflect the problems and opportunities focused at the micro-level within the private sector - farm families, businessmen and traders. They therefore establish a vital series of government / private sector linkages. To reach the necessary degree of understanding of farm-household and commercial service systems, as well as the links and intricacies of particular commodity chains, requires a range of specialists with training in farm-household economics or commercial structures - depending upon the stream involved, working interactively in an interdisciplinary manner (a social science / physical science link).

This understanding of private sector decisions (smallholders and commerce) must also be developed in those staff who specialize in policy/programme implementation and in those occupied with monitoring tasks or impact evaluation activities. Since these staff are also participation in Courses 2 and 3¹⁶, participatory appraisal techniques will be taught in both courses. Sub-programmes have to be cast as projects and the geographical dispersion indicated and prioritized. This exercise involves strong links with MOA field staff at the District and Regional level (a centre / periphery link). The programme formulation and implementation functions also involve a responsibility for the design of appropriate monitoring systems and the utilization of the resulting information in preparing annual budgets and work plans.

Regional Agricultural Economists: This group of staff is anticipated to comprise mainly people educated to the BSc level in agricultural economics (ie. undergraduate studies with two years of general agriculture plus a final year specializing in agricultural economics). The post will require skills in data collection, supervision of enumerators, survey design and analysis and participatory rural appraisal techniques, since it will form a vital link in the flow of micro-level for policy analysis. Since this cadre is also expected to be active in programme/policy monitoring and in impact evaluation, the requisite skills in these fields, including the design of field systems for collecting the data, must be acquired.

As well as training in decentralized planning for rural development with emphasis on the agricultural sector, the regional agricultural economists (RAEs) will also have to be able to identify, design and appraise small-scale projects in cooperation with the rural community. Because it is likely that they will be supervising the gathering and collation of market information, early warning data, and crop area, yield and production data, they also need to understand how each of these data systems is operated, as well as the uses to which the data are put. A sound knowledge of farm economics and farm-household systems analysis should underlie all of their actions.

Since the post is a new one, it is important that institutional relationships and lines of authority and responsibility be clearly defined. Although each RAE will be under the authority of a Regional Agricultural and Livestock Development Officer (RALDO), they will also be responsible for a work programme that is agreed with the Commissioner of PMD. Given this situation it is imperative that, before the actual training modules of Course 4 are initiated, workshops are organized involving PMD staff, RALDOs and RAEs to clarify the situation. These workshops should include an examination of all the main channels through which field-level data flow to MOA Headquarters and of the uses made of such data. They should also give an introductory orientation to the agricultural sector planning and policy analysis functions of PMD, together with the main methodologies, data needs and outputs of the system.

The Statistics Unit: It is anticipated that most of the training needs of the Statistics Unit will be met through on-the-job training, making full use of the consultancy inputs that have been planned for the unit. Training of Regional Statistical Supervisors is best carried out by

¹⁶ The training of staff engaged in government - donor liaison functions could be split between these courses.

senior staff of the unit involved in the analysis of the field data, since their tasks are fairly routine and the focus of their training should be on data accuracy and minimisation of sources of error. However, the training should also include supervisory techniques and the training skills needed to assure effective training and supervision of the Village Extension Officers (VEOs) who act as enumerators. It is also considered that a nucleus (not more than 2 - 3) of agricultural economists from the central unit should be involved in relevant modules in Course 1, since the data output of the unit will increasingly be utilized for purposes of sectoral analysis and the computerised systems of analysis could act as a sectoral data base.

The National Food Security Department: The field staff who operate the early warning system are adequately trained at present. However the staff of the department who operate the strategic grain reserve need a certain amount of in-service training related to their field of specialization. Three categories of staff can be distinguished: i) storage techniques and pest control; ii) finance and accounts, and iii) management. Unfortunately, no provision has been made for this training under the auspices of ASMP.

Managerial and Supervisory Skills: Although management training does not fall within the TOR of the current consultancy, it is evident that management and supervisory techniques need to be strengthened if the newly acquired skills of PMD staff are to be internalized through constant use within a suitably designed Work Programme and an improved system of supervision. The sort of training that is most needed is not the orthodox transfer of management and organisational theory - most staff in the management category have already undergone such training - but is that of the type offered *inter alia* by the Coverdale Organisation. This category of training involves problem-solving group work that stresses personal interactions, subjective and group analysis of individual contributions to tasks completed, with a basic theme of management by objectives. This type of course is designed around interactive group tasks that simulate aspects of everyday management problems - it employs a certain amount of role play. The course is designed to allow individual managers and executives to identify, and learn to counteract, constraints affecting their own management performance. These constraints usually lie in the areas of i) cultural traits and behaviour patterns; ii) personal weaknesses and character flaws; and iii) failure to appreciate and exploit personal strengths. Such courses are arranged in such a way that self-realization comes gradually and in no way involves any degree of public humiliation. Nonetheless, the experience can be traumatic as well as exhilarating and senior management should be allowed to proceed individually on courses overseas, rather than undergo training as a unified group.

3. RECOMMENDATIONS

3.1 Preconditions for Effective Training

Training is only one element in the system that makes up a functioning institution concerned with planning, policy analysis, and policy and programme monitoring and evaluation. As such, it is usually necessary for the effective performance of the institution,

but insufficient to guarantee this level of performance. The distortions in work patterns and attitudes to training that stem from inadequate levels of remuneration must be removed as a precondition for training to become effective. Effective training also depends upon effective follow-up in terms of a well-conceived work programme, a clear pattern of scheduled and well-defined outputs and rigorous supervision combined with advice and guidance. It is recommended that every effort is made to put these preconditions into place at the earliest possible opportunity. Any delay will have the effect of blunting the impact of the training programme.

Trained and experienced staff must be adequately rewarded and provided with the necessary work environment and facilities. They must be challenged and required to produce specific outputs to a requisite standard. Those who can meet the required criteria regarding volume and output should be rewarded through the necessary promotions and given increased responsibilities. Training and relevant experience are expensive commodities, so current rates of turnover must be reduced. **Train and retain** is an apposite motto.

One aspect of low staff morale is the present uncertainty regarding job tenure. This problem is most acute among the staff of PPMB who have been led to think that their work will be done in future by local consultants. It is recommended that specialists from outside of the civil service be hired as consultants as members of interdisciplinary teams for purposes of preparing sub-programmes and projects, but that PMD should retain a core of staff with sufficient programming and project analysis skills, and specialized knowledge (eg. tea industry) to: i) prepare TOR and assist in developing study methodologies; ii) to provide the necessary supervision and coordination by acting as task supervisors and team leaders; iii) to evaluate the outputs of specialist consultants, and iv) to assist in the process of internalizing the results of such work. Staff should be informed of any plans for redeployment and retrenchment at the earliest possible opportunity.

3.2 Utilizing Acquired Skills

Skills acquired in training are quickly lost if not applied in day to day work. The proposed group training will help in this respect as a critical mass of trained staff will find it much easier to apply new skills than a trickle of individuals coming back from short-courses abroad. Above all, training should be an integral part of PMD's Work Programme and the short-term consultancies envisaged under ASMP should be synchronised and related to the training schema, eg. a consultant hired to design an M and E system should arrive after staff have had training in designing M and E and these staff should already have drafted their ideas before the consultant arrives.

3.3 New Work Mechanisms

It is recommended that the PMD Work Programme is strengthened by the introduction of two new work mechanisms - one that would drive the process of sector planning and policy analysis and a second that would drive the programming process. PMD must become proactive instead of reactive. The only way to achieve this is to generate an adequate knowledge base, so that queries and requests can be dealt with quickly from existing data

resources. Regular work under these circumstances would consist of the creation, updating and refinement of the knowledge base.

The K2 System: The K2 computerized system of food and agricultural policy analysis and planning, currently being developed in FAO on the basis of the previous CAPPA system, could provide agricultural policy analysts and planners with a "toolbox" for analyzing alternative scenarios for agricultural development in the medium and long-term. The system provides a consistent framework where a team of multidisciplinary staff can communicate, cooperate and analyze alternative agricultural policies and development strategies. As such, it would promote intra-MOA cooperation in policy analysis and food sector and bring about the necessary fusion of policy measures and service/commodity subprogrammes, while providing a means of monitoring sectoral development trends in the light of a wide array of development objectives.

Like its predecessor, K2 also comprises a flexible data base that can act as a central databank within the whole ministry. It is recommended that the system should act as the engine of the "think tank" that would provide PMD with a comprehensive and integrated policy analysis and sector planning capacity.

The Agricultural Sector Investment Programme: The second means of promoting a working environment conducive to the utilization of acquired skills is to organize a regular programming cycle that involves all the donors as an integral part of the exercise. Staff resources could then be planned and concentrated on regular work patterns instead of dissipated and used in an ad hoc fashion to respond to donor needs and initiatives.

The ASIP exercise now underway in Zambia can provide a model for Tanzania. The exercise is now in a pre-ASIP phase and the full programme will commence in mid-1995. Although ASIP, Zambia has been successful in that it enabled government to take full responsibility for both programme execution and implementation, and although it was clearly seen to "occupy the drivers seat", the exercise could be improved upon in Tanzania (See the attached paper on The Role and Organisation of PMD).

3.4 The Training Philosophy

Training should be a means of professional development and not mainly a means of supplementing inadequate incomes¹⁷. In this respect, a serious effort should be made to make more use of local training facilities. This has several advantages:

- more staff can be trained for the same overall cost;
- training can be better focused on national/institutional needs;

¹⁷ Despite this underlying philosophy, it should be stated that local in-service training courses will only be successful if a suitable incentives package is included in the programme.

- any training involving farmer contact in best done locally;
- local training capacity is enhanced and can benefit regular teaching;
- training can be done in groups rather than individuals attending international courses, thus creating a "critical mass" that increases the chances of what has been learned being applied in the workplace;
- local teachers are brought into contact with current analytical needs in an actual institutional context and this allows them to enhance their abilities as consultants to government and the private sector;
- local teachers are immediately available for follow-up and supervisory tasks.

Nonetheless, it is recommended that most of the modules in Courses 1, 2 and 3 involve the participation of an internationally recruited trainer who would work with a locally recruited specialist throughout each module. The reason for this recommendation is that the local academic community has rather limited "hands on" experience in a market-oriented context, and virtually no experience of the process of transition from a state dominated to a market-led economy. The modules for RAEs (Course 4) should be designed and taught by local consultants using actual MOA situations, questionnaires and data wherever possible. For example, SUA is currently analyzing household and farm survey data from the completed Household Food Security Project, as well as survey data related to the monitoring of NALERP activities. RAEs should be encouraged to examine, criticize and suggest improvements concerning survey designs, data collection systems and questionnaires actually being used at present.

It is strongly recommended that, in the case of a shortfall in funding, the total number of modules should be reduced rather than compromise the quality of any training. One precondition of good quality training, will be the preparation of interesting and relevant case study materials. For a majority of the initial modules, it will be necessary for an international trainer to visit Tanzania in order to select likely cases and agree on the TOR for a local trainer to develop the materials (perhaps with the help of PMD staff working on OJTs/PSCs). This will increase training costs, but it is felt that this procedure is necessary in order to deliver a quality product.

3.5 Funding of K2 Training

It is intended that the course on Agricultural Policies and Planning, for sectoral planners and policy analysts, should be the forerunner of a separate training series on the K2/CAPPA system used to illustrate and practice sector planning projections. As explained above, the system offers a rational way of approaching sector data and policy problems within a framework that enforces consistency. As such it is ideal for stimulating the evolution of PMD's analytical and reporting capacity while creating a sustained demand for better and more comprehensive data sets. A variety of specialized modules is employed in the system and it is recommended that these be presented and practised in smaller groups that could include colleagues from technical sections of MOA and even trainees from other ministries.

Some modules could also involve programme and project analysts (eg. the supply module and the commodity systems module). It is recommended that FAO be officially requested by PMD to allocate FAO/TCP funds to finance the above training series related to the K2/CAPPA system, and that ESPT be requested to send a staff member to Tanzania to prepare a project document at the earliest possible opportunity.

3.6 Weekend Sessions of Skills Training

In addition to the proposed in-service training modules (Courses 1 - 4), skills training within the Division, by local consultants including PMD staff, can be organized on a long-term, continuous basis - perhaps at weekends in such areas as computerisation and quantitative skills, computer software for specialized topics, research methodology and report writing. Wherever possible and relevant, colleagues from the Planning Commission/Technical Departments of MOA should be invited to participate. The training courses outlined above presuppose that weekend seminars within PMD should have enabled all potential trainees to reach the requisite standard of computer literacy prior to the course series.

3.7 Integrating OJTs into the Training Programme

The system of OJTs has a tremendous potential for contributing to, and utilizing the results of, in-service training courses. At present, however, there are too many individual efforts being undertaken and the result is that they are not fulfilling their potential as training vehicles because the supervisory system is overloaded. A smaller number of OJTs carried out by multidisciplinary groups that include technicians from other parts of MOA, would allow each group to present their research methodology before the work commences and would make it feasible to organize lunchtime seminars at which the results could be presented for comments, criticisms and suggestions.

Both OJTs and PSCs could be used as a means of preparing data and case studies for use with the in-service training courses. These particular tasks should be, to the extent possible, supervised by the actual trainer who will incorporate the case studies into a particular module and will be involved in the teaching of the module. The use of OJTs and PSCs has an even greater potential in terms of follow-up exercises to the training modules. These exercises should involve the active participation of the local trainer. Even for the more orthodox OJTs and PSCs, it is recommended that local academics become involved in acting as tutors and supervisors.

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Annex 1

**Terms of Reference
Agricultural Sector Management Project (ASMP)**

CONSULTANT IN TRAINING NEEDS ASSESSMENT

Under the general supervision of the Director, Agricultural Operations Division, the technical supervision of the Training Service (ESPT) of the Policy Analysis Division, in close collaboration with the Project Training Officer and with all members, both national and international, of the ASMP project team, the consultant will be responsible to the ASMP Coordinator for identification of training needs to enhance the policy analysis and policy management skills of the personnel of the Planning and Marketing Division (PMD) of the Ministry of Agriculture and Livestock Development (Kilimo).

Specifically he will:

- a) Familiarise himself with the overall objectives and activities of the ASMP, its status, its Implementation Manual and the context in which training is to take place.
- b) Familiarise himself with the current structure, role and responsibilities of the PMD and the future situation as developed by the Planning Technical Task Group (TTG). Identify, describe and quantify the main range of skills and capabilities necessary for it to carry out its analytical functions.
- c) Review the personal profiles of all PMD staff and analyze and describe the formal and informal qualifications and experience of each.
- d) Carry out a comparison between estimated skill and capability requirements of the PMD and the expertise currently within it.
- e) Identify and describe in detail the training necessary to bridge the gap between current and future situations.
- f) Develop for each staff member of the PMD a personal training plan. The plan should indicate the appropriate type, mix and duration of training to be provided.
- g) Discuss findings and recommendations with the ASMP team and Project Coordinator.
- h) Prepare an end of assignment report, describing all agreed findings and recommendations and submit it through the ASMP Coordinator to the FAO Representative in Tanzania (1 copy), AGO (2 copies) and ESPT (2 copies).
- i) Perform other duties as may be reasonably requested by the National Project Coordinator to the extent that such duties are within the competence of the consultant and as time permits.

Annex 2

Externally-Funded Planning Assistance in MALD and Related Institutions(1970 - 1995)

Project Period	Project Focus	Project Symbol	Source of Funding	Budgeted Cost million US \$
1971-77	Price and Marketing Analysis	URT/71/5227	UNDP	1.71
1978-80	" " " "	URT/78/016	"	1.64
1981-84	" " " "	UTF/URT/057/URT	IDA	1.43
1985-89	" " " "	UTF/URT/083/URT	"	2.41
1990-92	" " " "	UTF/URT/101/URT	"	1.48
1978-81	Project Preparation/Monitoring	URT/78/015	Denmark	n.a.
1928-83	" " " (Training)	TCP/URT/2201	FAO/TCP	n.a
1982-85	" " " "	UTF/URT/061/URT	IDA	n.a.
1989-90	" " " "	UTF/URT/078/URT	"	4.51
1990-92	" " " "	UTF/URT/078/URT	"	2.50
1980-82	National Food Strategy	GCP/URT/054/DEN	Denmark	n.a.
1983-84	" " " (Publication)	TCP/URT/2315	FAO/TCP	n.a
1984-87	" " " "	GCP/URT/068/URT	"	1.17
1988-89	" " " "	URT/87/007	UNDP	0.45
1983-87	Ag. Planning/Policy Analysis	UTF/URT/064/URT	IDA	8.85
1989-91	" " " "	URT/89/16	UNDP	0.57
1988-90	" " " "	UTF/URT/095/URT	IDA	1.54
1990-92	" " " "	UTF/URT/	"	

Figure 1

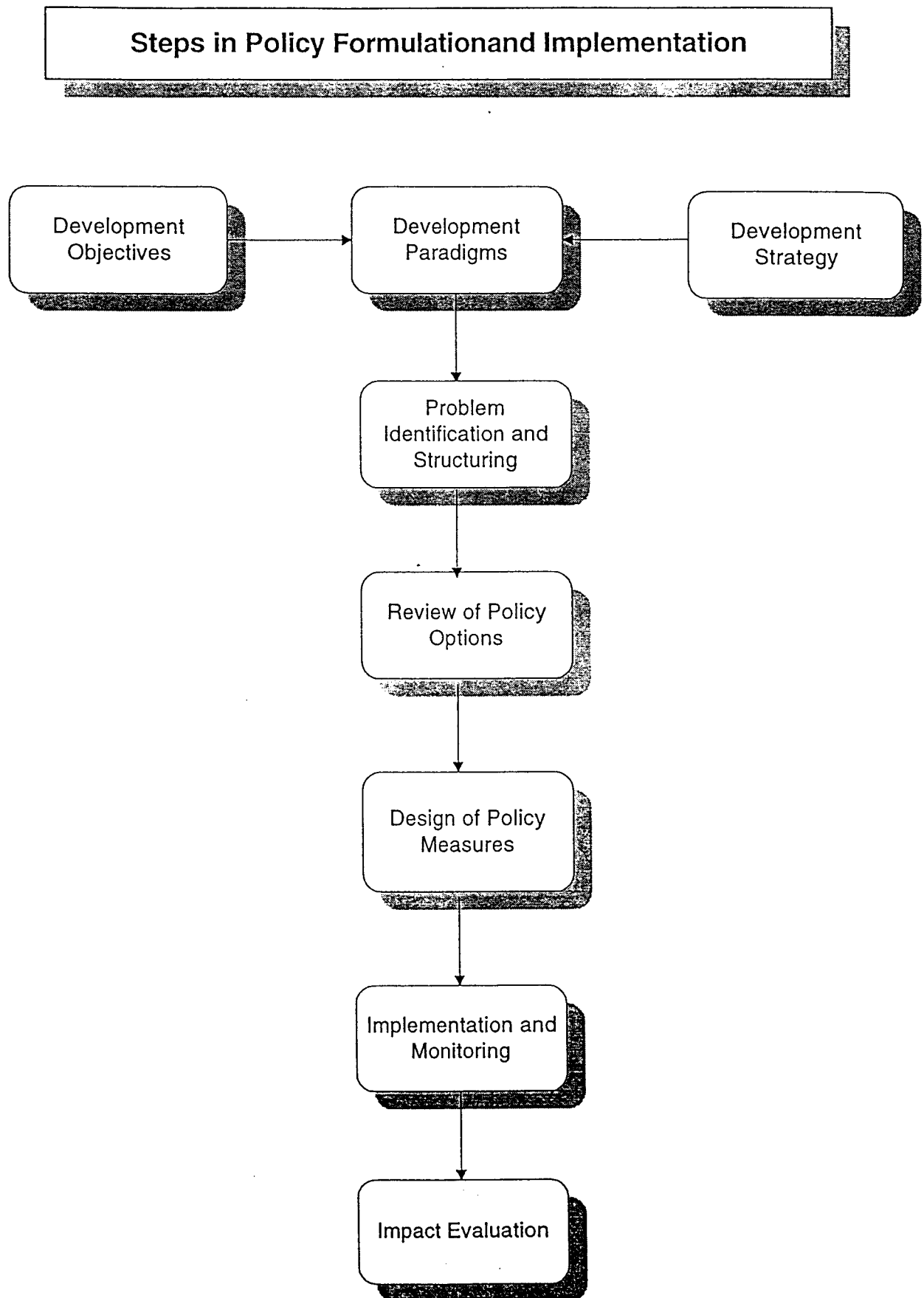


Figure 2

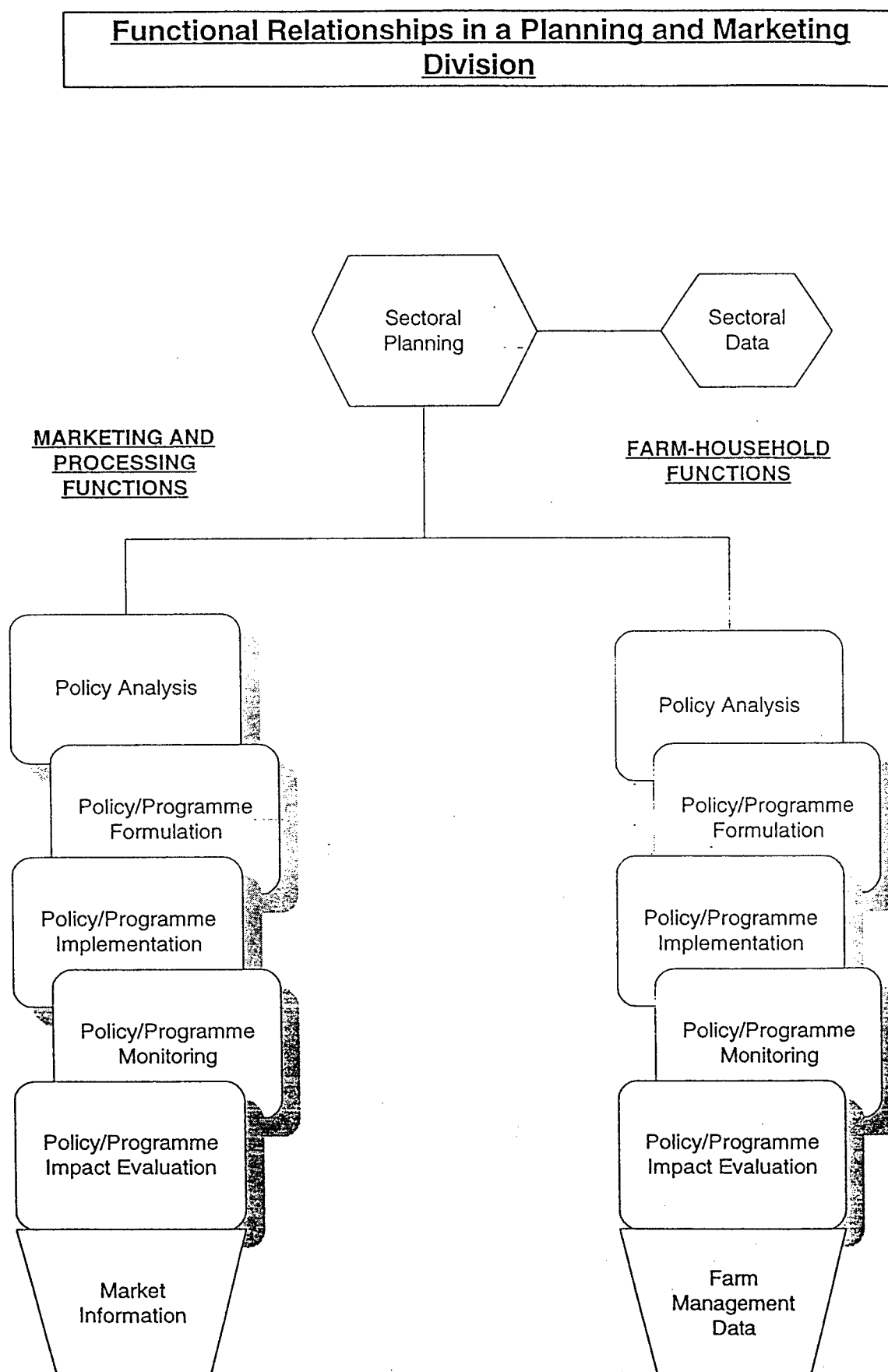
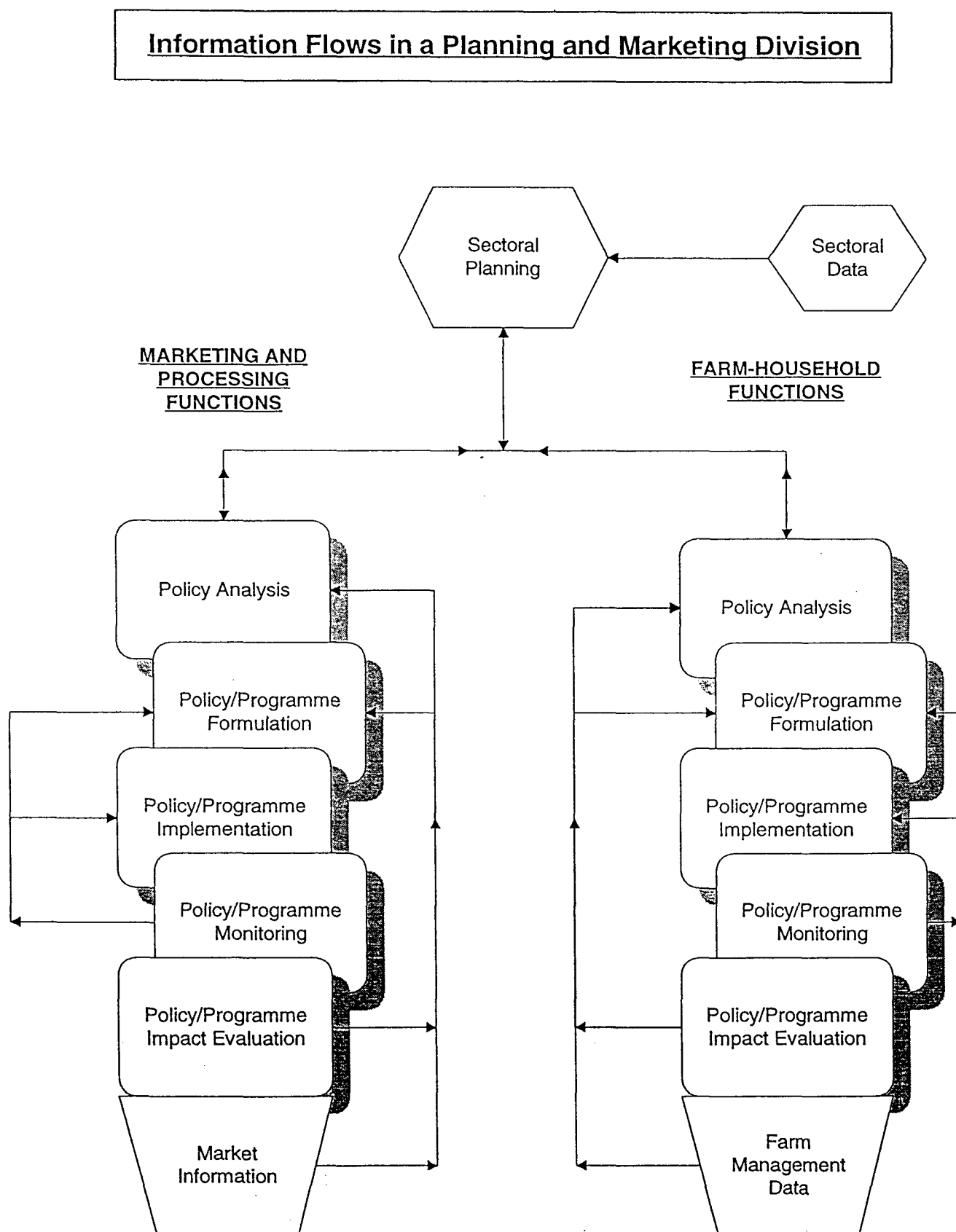
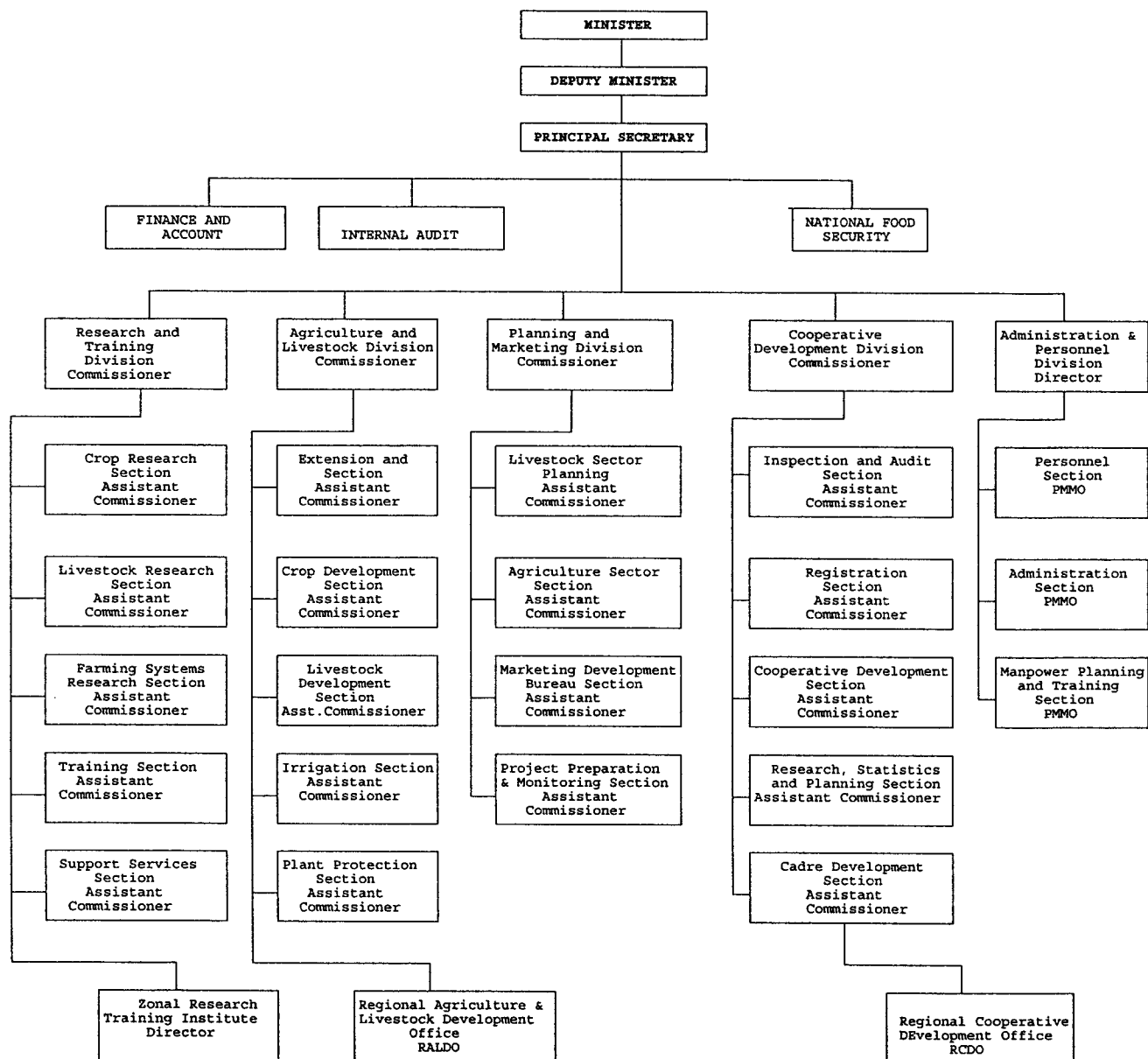


Figure 3



Annex 3

ORGANIZATIONAL STRUCTURE OF THE PRESENT MINISTRY OF AGRICULTURE AND LIVESTOCK DEVELOPMENT



(Source: Agricultural Sector Management Project (ASMP))

Annex 4

Organisation and Functions of the Planning and Marketing Division

Functions of PMD's Units

1 SECTOR PLANNING SECTION (agriculture) - SP(A)

N.B. The Sector Planning Section (livestock) has identical functions except that it has no Food Security Unit. For this reason, a separate set of functions is not specified below.

1.1 Agricultural Sector and Policy Analysis Unit. (ASP)

The main function of ASP (A) is to provide the overall coordination to agricultural sectoral development. In order to fulfil this role, the section performs the following functions:

- i) develop, review and monitor short, medium and long-term sectoral strategy and policy through:
 - continuous follow-up and analysis of the sector with the view to recommend/advise time-specific requirements for achieving stated national objectives and targets;
 - advise on specific sub-sector priorities, growth rates and targets in collaboration with APP and other relevant technical departments within and outside MOA;
 - coordinating, reviewing and monitoring implementation of sectoral policies and strategies;
 - participation in the annual planning exercise through:
 - defining priorities and objectives,
 - developing guidelines in liaison with APP and NPC.
- ii) Monitoring of sectoral performance through:
 - analysis and advice on ad hoc problem-specific reports or events that might involve a change to agreed plans;
 - coordinating the preparation of the comprehensive annual sector review report.

1.2 Agricultural Plans and Programmes Unit (APP)

The main function of APP is to coordinate and prepare agricultural plans and programmes. Specifically, APP is responsible for:

- i) preparation of the annual plan and budget;
- ii) identification of agricultural programmes and project profiles, and
- iii) monitoring the implementation of agricultural plans and programmes.

1.3 External Assistance and Cooperation Unit (EAC-A)

The EAC (A) is responsible for the overall coordination and mobilization of all external assistance and cooperation for the agricultural sector. Specifically, this involves:

- i) through cooperation with PPMB and government implementing agencies, monitoring financial status and technical progress/impact of externally assisted projects, including technical assistance;
- ii) based on i) preparation of progress reports for annual inter-governmental consultations and other official contacts, as well as for parliamentary sessions etc.;
- iii) in cooperation with ASP and APP, identification of areas for future external assistance/cooperation;
- iv) participation in annual donor/government consultations and inter-governmental/agencies meetings in the field of external assistance;
- v) monitoring policies, priorities, and resource position of donor agencies in the field of external assistance;
- vi) based on i), ii) and v) preparation of annual reports on the external assistance/cooperation programme, focussing on overall performance, impact and recommended changes.

1.4 Statistics Unit (SFM)

The major function of the SFM is to provide an efficient and reliable agricultural data base for planning and evaluating sectoral performance. Specifically the SFM is responsible for:

- i) designing and organizing (in cooperation with MDB, PPMB, the Commissioner of Agriculture, Central Bureau of Statistics, Parastatals and Marketing Boards) collection of routine agricultural statistics;
- ii) analysis and interpretation of agricultural statistics;
- iii) maintaining of farm management studies and other special ad hoc surveys and analysis.

1.5 Food Strategy Unit (FSU)

The FSU, working in close collaboration with ASP is responsible for strengthening the government's capacity in food and agricultural strategies, and programmes, and for analysing existing and proposed policies which have a bearing on food and agricultural development. More specifically, FSU functions include:

- i) assistance in identifying policy issues that the government may wish to review;

- ii) establishment of standard procedures to be followed in the analysis and formulation of policies that have a bearing on food and agricultural development;
- iii) assistance in the identification of persons/organisations that should be involved in policy analysis exercises and in assembling study teams to carry out the related work;
- iv) in close collaboration with ASP, identify and formulate food and agricultural strategies and programmes;
- v) assistance in the identification of weaknesses in MAO's policy analysis capacity and in upgrading capacity in FAPA;
- vi) the design and progressive assembly of a data bank in matters relevant to FAPA.

2. THE MARKETING DEVELOPMENT BUREAU - MDB

N.B Because of the recent changes in Tanzania's fundamental strategy for economic development, the MDB is undergoing an important change in orientation. At present, its main tasks revolve around the dismantling of governmental and parastatal institutions, and parallel efforts to stimulate private sector involvement, in the area of marketing, processing and trade. As such, the current arrangement is for 3 vertically operated units (food crops, export crops and livestock products) to cover all of the activities currently being given priority - including market information in each of the 3 areas indicated. What is presented below are the original functions of MDB, which were in full operation until very recently. The new functions of MDB are still being decided by the Planning - TTG.

2.1 Price Review Unit

This Unit has traditionally had responsibility for reviewing all matters pertaining to the pricing of agricultural commodities. Its major function was the preparation of the Annual Price Review for the majority of major agricultural commodities. The Unit also had responsibility for providing information on the foreign exchange requirements of the agricultural sector, for analysis national marketing problems and proposing solutions.

2.2 Operational Efficiency Unit

This Unit had responsibility for:

- i) farm management data collection, with emphasis on the preparation of costs and returns for the principal crops for use in the Annual Price Review;
- ii) collecting livestock market information from livestock marketing centres for preparation of the weekly livestock market report;

- iv) assisting the Ministry in the development of an appropriate grading system for livestock and livestock products;
- v) generation of primary data on parastatal cost structures.

2.3 Market Information Unit

The Unit had responsibility for the preparation of the Kariakoo Market Annual Report and of the Monthly Marketing Bulletin. It had responsibility for the maintenance of the data series on official and unofficial prices of grains by region and on grain trade internationally. It also undertook the annual price review for maize, wheat and rice, and conducted analysis on price and marketing issues on these crops.

3. PROJECT PREPARATION AND MONITORING BUREAU - PPMB

3.1 Project Preparation Unit

The main functions of the Unit are:

- i) the preparation of project identification reports;
- ii) preparation of appraisal reports on planned and existing projects;
- iii) preparation of TOR for individuals and agencies undertaking project identification and/or appraisal reports;
- iv) preparation of comments and recommendations on project reports;
- v) maintaining an information system on:
 - the status of existing projects and project proposals
 - costs, prices and cost composition of inputs and outputs
 - technical parameters for project design and appraisal.
- vi) liaison and cooperation with visiting missions on initial phases of the project cycle;
- vii) assistance to MOA parastatals in establishing project preparation teams and in training the staff of such teams.

3.2 Project Monitoring Unit

The functions of the Unit are:

- i) to assist the Sectoral Planning Section in the preparation of MOA's Annual Development Programme and Budget;
- ii) to establish a system for collecting key data for project monitoring;
- iii) to carry out in-depth evaluation of major development projects;
- iv) to liaise and cooperate with visiting missions in supervision, monitoring and evaluation of development projects;

3.3 Budget and Finance Unit

This Unit is meant to provide advice and assistance to MOA parastatals in project implementation including financial analysis and accounting matters (it is currently fully-involved in parastatal divestiture and restructuring).

DRAFT TERMS OF REFERENCE FOR REGIONAL AGRICULTURAL ECONOMISTS

- Represent the Commissioner of PMD and be answerable to RALDOs.
- Advise RALDO on all matters pertaining to planning and policy.
- Coordinate agricultural data collection and information dissemination.
- Monitor and evaluate development projects and programmes.
- Support visiting missions related to planning, policy and marketing in agriculture.
- Coordinate planning activities at the grassroots level and assist farmers and pastoralists with project matters.
- Coordinate regional inputs to the formulation of new development policies.
- Monitor and evaluate food security activities and early warning signals at the regional level.
- Participate in regional planning activities.
- Monitor the agricultural inputs situation in terms of requirements, distribution and prices.

Annex 5

OJT Guidelines - Identification of Tasks and Basis of Honorarium Payment

OBJECTIVE

The objective of the OJT is capacity building in policy management. It is a structured staff development program under which staff would be guided through a range of managed and monitored procedure to prepare reports on selected policy issues.

OJT TASKS

1. OJT tasks usually emanate from the annual work plans of the sections. As they are meant to enhance the policy formulation and implementation capacity of the MOA they are restricted to policy issues improvement of the major operational functions of PMD. The following is indicative of the type of issues which fall in this line:
 - (a) Sector Policy Analysis:
The focus is on planning and management of the transition phase from a command economy to a market economy, the objective being in formulation of courses of actions to bring about desired results or to prevent undesired occurrences. Analysis of major sectoral and sub-sectoral issues; in-depth review of the state of the sector, investigative reports on current issues, preparation of sector or sub-sector programmes, assessment of impact of policy reform/constraints, preparation of strategy papers; annual sector review, analysis of issues on women, environment, ... etc, review of sub-sector program, private sector participation in agriculture and related non-farm activities ...etc.
 - (b) Planning and Budget Preparation:
The objective is to improve resource allocation and utilization to and within the sector through efficient planning and budgeting process. Preparation of annual plans and budget, mid-year review, strategy paper for the Rolling Plan, budget preparation manuals for use at Headquarters, regional and district level; preparation of public investment program for the agriculture sector, and designing budget monitoring and follow-up mechanism ...etc.
 - (c) Market Information
The objective is to monitor the marketing system and review policy to improve its operation. Annual market review of food crops, export crops, and livestock, study of the effects of price change on production and employment, study on marketing arrangement and development of guidelines .. etc.
 - (d) Project Planning and Monitoring
The focus is on projects oriented to the public services of the MOA and its support to small holders production, in-depth review, special studies, monitoring project

implementation and sector performance, appraisal of projects, and development of monitoring and evaluation guidelines, and evaluation of project impact ... etc.

(e) Parastatal Divestiture

Preparation of company profiles divestiture strategies, restructuring studies, and assessing financial performance of MOA parastatals for divestiture purpose in line with PSRC plan of work.

(f) Agricultural Information

The objective is the establishment and operation of an effective agricultural information service. Food security issues, review of SGR (policy, objective, operation and impact on production and prices) analysis of census data ... etc.

(g) External Cooperation

The objective is coordination of donor support and improve resource utilization. Deriving and maintaining profile of externally funded projects and designing mechanism to update information and review performance for internal use and reporting to donors ... etc.

Successful undertaking of such tasks is expected to enhance institutional capacity building and analytical skill of PMD staff. In all cases, the expected output is an analytical report which will assist the MOA to improve its policy planning and management capacity.

2. Normal activities which are handled by the staff yearly on a routine basis will not be considered for the OJT, even though it is realised that they take a sizable staff time. Notwithstanding their importance to the normal operation of the organisation, they are considered part of the regular workload and are not expected to bring new and appreciable change to the analytical skill of the staff. The following shortlist will illustrate the point:

- reports on safaris, meeting and conferences,
- status report on externally funded projects;
- status report on parastatal performance
- preparation of cabinet papers.
- preparation of budget speech
- collection of various data (crop, livestock, rainfall, commodity prices, etc.);
- Reports on disbursement of project funds
- papers on statistical procedures: survey methodology, measurement techniques, sampling design, household listing, etc.;

3. To avoid any confusion between OJT tasks and routine activities, it is important that before the beginning of each year the OJT tasks for each section are jointly identified by the HOU and HOS and are incorporated in the annual workplan.

STAFF TIME REQUIREMENT

An OJT task is estimated to take eight staff weeks. A staff member can have two to four tasks in the course of a year which brings the maximum OJT assignment time per year per person to 32 staff weeks.

By the nature of the study, the completion of an OJT task may take a time period which could be more or less than the standard eight staff weeks allocated to OJT. In this case, proration will be used to assess the volume of work involved. Example: one assignment may be expected to take 16 staff weeks and another 4 staff weeks. In the first case, the assignment will be taken as two tasks while in the case of the latter it will be considered as 1/2 a task.

TASK ASSIGNMENT

The Head of Unit (HOU) as an immediate supervisor assigns OJT tasks to one or more staff members depending on the nature of the study, and the experience, interest and the designated responsibility of the staff. However, staff members are encouraged to suggest study topics for consideration by the HOU. In assigning the tasks, the HOU takes into consideration the complexity of the study, the required skill mix and training need of the staff, time-frame for completing the task, the kind of support required to complete the task and how it will contribute to the Unit's annual workplan.

Terms of Reference for On-the-Job Training Tasks

Before expending time or other resources on the OJT tasks, the staff member(s) who take up the task will prepare a TOR. The preparation of the first draft of the TOR by the assigned staff is deemed to be a useful training exercise.

The TOR will include the following important information:

- The Objective of the Study;
- Background;
- The Major Questions to be answered by the study;
- Methodology to be used in the study to address these questions;
- Identification of the reports expected and the time-frame. Any sub-outputs foreseen should also be identified together with their timing;
- The dates by which the various reports would be expected;
- The manpower required to accomplish the task (staff name, and staff weeks). If more than one staff members is involved in the task, a team leader should be designated;

- Detailed information if field trip is required (see attached TOR forms).

SUPERVISION AND EVALUATION

To ensure the relevancy of the task and its relation to the annual workplan, the TOR needs the approval of the Head of Unit (HOU) and clearance from the Head of Section (HOS).

Staff are encouraged to consult the HOU, and HOU to consult HOS during the selection of the task and the development of the TOR and outline of the report. Supervisors (HOU and HOS) are expected to monitor the progress of the task, provide guidance and support. They also have to evaluate the reports of the staff in their respective units.

HONORARIA AWARD

The OJT is output-based and as such staff and supervisors will be awarded honoraria only on the successful completion of the task (as indicated by the evaluation report) and delivery of satisfactory report to the Training Officer.

The evaluation report checks if the questions detailed in the TOR are adequately addressed, the relevance of the data and reference used, relation of the conclusion to the analysis, and the recommendations and training outputs of the exercise in terms of skills acquired.

SPECIAL STUDIES

Some studies may be more complex and/or of such a high priority that they need more indepth treatment and full concentration of staff. They require more staff weeks and could involve more than one staff member. Such "special studies" identified by HOS or CPM could be undertaken under a Personal Service Contract (PSC).

This is a local consultancy for which staff take leave-without pay and put the agreed time for the assigned task. Staff members participating in a PSC should not take OJT assignment at the same time. The study for PSC is usually identified in the annual workplan and forms part of the training plan for the participating staff. Those who show good performance in the OJT will have a better chance for PSC assignment. As a local consultancy, employment under PSC is subject to IDA review and approval.

OJT TASKS FOR TTGs

The rationalization process of many MOA activities will be assisted by a number of Technical Task Groups (TTG). TTGs are entrusted with the responsibility of drafting strategies and developing action plans for phasing out non-core functions and improving the management of the remaining functions.

Each TTG will carry out its assignment under OJT arrangement. As the tasks are likely to be complex and time consuming, the TOR for the TTG should provide detailed information on the estimated workload expected outputs or sub-outputs, time required and its equivalence in number of OJT tasks. This will required the approval of the RTM and the ASMP Secretariat.

**CHECKLIST FOR USE IN EVALUATING NATURE AND QUALITY OF OUTPUTS
UNDER THE ON THE JOB TRAINING PROGRAMME**

Staff Member _____

Topic of Study/Task _____

Supervisor _____

Please rank the following on a scale of 1 to 4, where 1=Unacceptable; 2=Fair;
3 = Good; 4 = Very Good.

		1	2	3	4
1	Has each part of the TOR been adequately addressed?				
2	Clarity of the statement of the problem addressed				
3	Demonstration of good report writing skills				
4	How recent and relevant is the bibliography?				
5	Use of economic and/or statistical concepts/analysis				
6	Do the conclusions derive directly from the analysis				
7	Evaluate the recommendations:	-	-	-	-
7 a	Derived from the analysis in the document				
7 b	Innovative and informative				
7 c	Required actions/recommendations identified				
8	Rank the training output of this exercise:	-	-	-	-
8 a	Improved policy analysis skills				
8 b	Improved data presentation and graphics skills				
8 c	Improved use of computerised database/data handling				
8 d	Improved use of spreadsheets for data presentation				
8 e	Improved questionnaire design skills				
8 f	Improved management and/or field staff supervision				

Overall Rating: My overall rating is Very Good, Satisfactory, Poor

Signed _____

1) Signed.....HOU 2)Agreed/Not agreed.....HOS

Date..... Date.....

OK for Payment PTO_____ Date.....

Annex 7

Sample Questionnaires
Job Analysis Workshop

JOB: EXPORT CROPS UNIT

1. Permanent Tasks of Unit

Tasks	Frequency of Performance	Importance	Learning Difficulty
A. Managing market Information:			
1. Market data collection major export crops.	2	1	2
2. Analysis of market data for export crops.	2	1	3
3. Dissemination of market information through:	2	1	3
- flash reports to Ministry			
- monthly producer price reports for mass media			
- Monthly international price reports for the media			
B. Performance assessment of crop marketing	2	1	3
C. Compilation of annual roasters of market factors	2	2	3
2. Short-Term Tasks to be Phased-Out			
Tasks	Frequency of Performance	Importance	Learning Difficulty
A. Creating Liberalised Market environment:			
- Refinement of policy on policy on Liberalised crop market.	2	1	3
- Setting up country wide market information system.	2	1	2
- Crops market review writeup.	2	1	3

Annex 8

Recommended Training Modules.

The following training modules have been designed for 2 - 3 week sessions. The length ultimately chosen will depend upon the density and difficulty of course content and the number of case studies, group exercises and field visits that are included. 3 week sessions should be favoured wherever budgetary constraints allow, as this would facilitate the acquisition and application of skills during the training period. The majority of the modules in the first three courses should be taught by one international trainer working in cooperation with local trainers.

It is intended that the course on Agricultural Policies and Planning, for sectoral planners and policy analysts, should be the forerunner of a separate training series on the CAPPA system used to illustrate and practice sector planning projections. The system also offers a rational way of approaching sector data and policy problems within a framework that enforces consistency. As such it is ideal for stimulating the evolution of PMS's analytical and reporting capacity while creating a sustained demand for better and more comprehensive data sets. A variety of specialized modules is employed in the CAPPA system and it is recommended that these be presented and practiced in smaller groups that could include colleagues from technical sections of MOA and even trainees from other ministries. Some modules could also involve programme and project analysts (eg. the supply module and the commodity systems module). Supplementary funds must be sought for this additional training series and FAO/TCP is one possible source.

In addition to the modules presented below, skills training within PMD by local consultants including PMD staff can be organized on a long-term, continuous basis - preferable at weekends at Pamba House - in such areas as computerisation and quantitative skills, computer software for specialized topics, research methodology and report writing. Wherever possible and relevant, colleagues from the Planning Commission/Technical Departments of MOA should be invited to participate. The training courses outlined below presuppose that weekend seminars within PMD should have enabled all potential trainees to reach the requisite standard of computer literacy prior to the course series.

Skills acquired in training are quickly lost if not applied in day to day work. The proposed group training will help in this respect as a critical mass of trained staff will find it much easier to apply new skills than a trickle of individuals coming back from short-courses abroad. Above all, training should be an integral part of PMD's Work Programme and the short-term consultancies envisaged under ASMP should be synchronised and related to the training schema, eg. a consultant hired to design an M and E system should arrive after staff have had training in designing M and E and these staff should already have drafted their ideas before the consultant arrives.

THE MODULES

COURSE 1. SECTORAL PLANNERS AND POLICY ANALYSTS

For the sector planners and policy analysts taking this course, the first five modules should be accorded the highest priority. Modules 10 and 11 should provide excellent review material and could be taught by a local trainer who has attended the majority of modules already presented.

1. AN OVERVIEW OF FOOD AND AGRICULTURAL POLICY ANALYSIS (FAPA)

This is an introductory course based on Module 2 of the FAPA series, which is intended as an overview of the main issues and techniques involved in policy analysis in the context of economic stabilization and structural adjustment.

The main modification from the standard module will be the incorporation of a review of the macroeconomic and sectoral issues faced by Tanzania.

2. SYSTEMS ANALYSIS OF THE AGRICULTURAL SECTOR

This course is based upon Module 12 in the FAPA series and is intended to cover the principle features employed in the organization and management of the agricultural sector. It draws on systems analysis theory and views the sector as a number of systems. The main modification from the standard module is the incorporation of a review of farm-household systems in the context of Tanzania.

3. AGRICULTURAL POLICIES AND PLANNING

This course is based on Module 3 of the FAPA series. It outlines a methodology for making projections on the basis of policies implemented within the agricultural sector and the need to take into account macroeconomic constraints plus the task of harmonizing policies with subsectoral programmes and projects. In effect, the course is an introduction to the CAPPA system and it is recommended that FAO/TCP funds are sought to finance a parallel 10 module programme of intensive CAPPA training. If this proves to be impossible, consideration should be given to splitting the content of FAPPA Module 3 into two separate courses.

4/5 AGRICULTURAL PRICE POLICY ANALYSIS (2 sessions of 2 weeks)

These two courses are adapted from Module 4 of the FAPPA series, which aims to train participants in the use of quantitative methods to analyse the impact of pricing policies on agricultural supply and demand, together with their fiscal and trade implications. The methodology combines border price analysis with analysis of commodity systems. The original 3 week module is considered to be too condensed and by doubling the time taken, case studies and role playing can be introduced to make the training experience more interesting and relevant to everyday work. Areas covered include:

- introduction to pricing policies and distortions
- border price analysis for indicating comparative advantage
- food demand analysis

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