

# **The Shorter ASDS**

**- an abridged and updated version of Tanzania's  
Agricultural Sector Development Strategy (October 2001)**

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Ministry of Cooperatives and Marketing  
Ministry of Water and Livestock Development  
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# Preface

The Agriculture Sector leads the Tanzania economy. It is responsible for over half the Gross Domestic Product and export earnings. The Sector has grown at about 3% each year for the last ten years but this has not been enough to keep up with population growth or reduce poverty. Over 80% of the nation's poor people live in rural areas where their livelihood depends on agriculture. This means that an increase in farm incomes is a necessity for rural poverty reduction.

The Agricultural Sector Development Strategy (ASDS) was published in October 2001. The ASDS aims to improve the profitability of agriculture for both subsistence and commercial farmers. Among other things this will increase farm incomes and reduce rural poverty.

The main strategy is to move to a more market based production system where the private and public sectors work in partnership. There are three new approaches in the ASDS which support this strategy:

- Focus on agricultural productivity and profitability by creating a favourable environment for investment
- Promotion of partnerships between the public and private sector and also between processors and producers
- Implementation of the ASDS through District Agricultural Development Plans (DADPs)

The ASDS is a result of wide ranging consultation. It was designed using a Sector Wide Approach (SWAP) to develop a five year programme of activities which harmonise with other development policies and programmes. The ideas in the ASDS are further developed in the Agricultural Sector Development Programme (ASDP). This provides guidelines for creating a more detailed three year rolling programme that will help with the design of District Agricultural Development Plans at the local level.

The Vision of the ASDS is an Agricultural Sector that by the year 2025 is:

- modernized
- commercial
- highly productive
- profitable
- using natural resources in a sustainable way
- acting as a basis for linkages with other sectors

“A shared vision arouses people's aspirations and creates the spark that lifts the nation out of the mundane. In the process, it instils the courage and determination to rise to challenges at the individual, community and national levels.”

Tanzania Development Vision 2025

This plain language “Shorter ASDS” has been produced so that more people can know about, and comment on, the strategy. This will increase the level of meaningful consultation and participation in its ongoing development. This in turn will build ownership and commitment among the many stakeholders in the process.



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## Introduction

This short and updated version of the Agricultural Sector Development Strategy covers its main points by answering a set of seven commonly asked questions. These deal not only with the content but also with the processes that were used in creating it and that will be used for putting it into action and watching to see how effective it is.

A glossary and a list of abbreviations is provided at the back of the book. Readers who are unfamiliar with the words that are used in agriculture and development will find these very useful.

## Questions and Answers

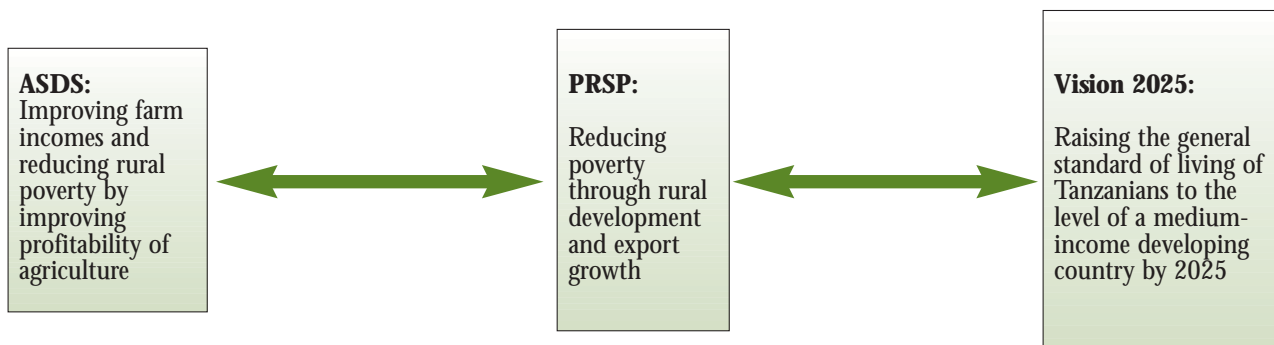
The main thinking behind the Agricultural Sector Development Strategy (ASDS) and its processes are outlined in the following set of questions and answers:

1. What is new and different about the ASDS?
2. What are the most important issues in the ASDS?
3. Who was involved in developing the strategy?
4. How is the ASDS going to be delivered?
5. What targets have been set and what are the next steps?
6. How much will it cost to implement the ASDS?
7. How will the ASDS be coordinated and monitored?



## What is new and different about the ASDS?

The ASDS has obvious and essential links to other macroeconomic reforms and structural adjustments in the country. It is guided by the Tanzania Development Vision 2025 and the Poverty Reduction Strategy Paper (PRSP). The top priority is therefore poverty reduction. The relationship between the ASDS, PRSP and Vision 2025 is illustrated in the diagram below.



The medium-term objectives of the ASDS come from the PRSP, and the long-term objectives come from Vision 2025. Both the PRSP and Vision 2025 recognize the importance of agriculture in reducing poverty and raising the standard of living of Tanzanians.

The ASDS is also informed by a wide range of other ongoing strategies, policies and reform programmes. In particular, the ASDS is a sectoral component of the Rural Development Strategy, which covers the entire rural sector, including agriculture, non-farm economic activities, social services, and economic and social infrastructure.

The ASDS has been developed to harmonise with this broad policy environment. It aims to create an enabling environment which will improve the profitability of agriculture for both subsistence and commercial farmers. One of the key ideas is to transform subsistence agriculture (labour intensive, hand-hoe technology) into more effective and commercially profitable agriculture. This will increase farm incomes and reduce rural poverty.

Another key idea is that participatory and consultative processes will help to ensure that the public and private sectors work together in a coordinated way and in partnership. Government will focus on developing policies and designing regulatory frameworks which encourage and enable the private sector to play a more significant role in wealth creation. Private agribusinesses, directly or through partnerships with smallholders, will become more involved with primary production and also with input distribution, marketing and agriprocessing from local to national levels. In this way the private sector will be in the driving seat in delivering the ASDS. Government and its development partners will have limited geographic targets.

### Due to ongoing reforms, the Government has the following new roles:

- (a) Formulating policy
- (b) Establishing a regulatory framework
- (c) Providing public goods including an enabling environment for development and safety nets for the most vulnerable in society

Therefore, the Government will not be a major provider or funder of those goods and services that the private sector is capable of providing itself. This is reflected in the strategies of the ASDS.

“Tanzanian agriculture, like the entire economy, is in a transition from being a ‘command’ to a ‘market-based’ production system” (ASDS (2001) p1).



The ASDS is a result of wide ranging consultation and it sets a broad framework for a five year programme of activities. It is supported by the Agriculture Sector Development Programme (ASDP) which provides guidelines for creating a more detailed three year rolling programme that can inform the development of District Agricultural Development Plans (DADP) at the local level.

The participatory methods that helped to produce these documents used a Sector Wide Approach (see box). This helped to ensure:

- a coherent policy framework
- the commitment of donors
- inter ministerial and cross sector linkages for harmonisation and coordination at the higher levels
- that local stakeholders are in the driving seat

The ASDS uses a **Sector Wide Approach (SWAP)** - this involves using participatory, multi-stakeholder processes to build (a) a holistic understanding of the problems facing a sector and then (b) a comprehensive and coordinated set of responses to those problems.

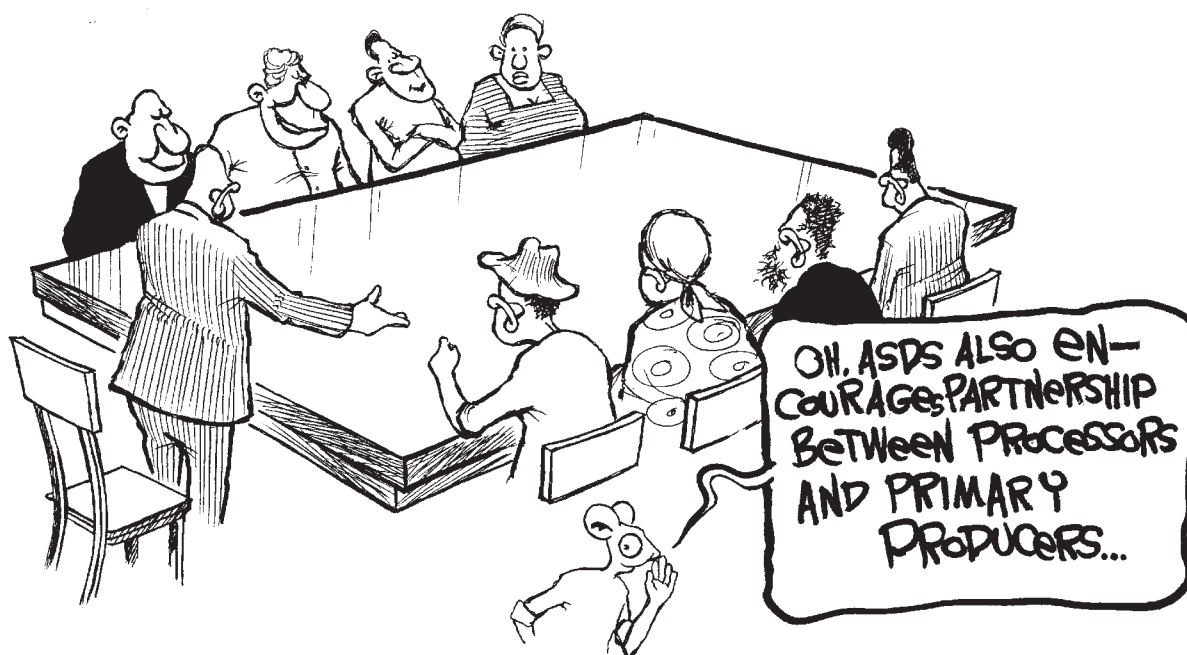
Different stakeholders see the advantages in terms of government ownership, donor coordination, comprehensive planning and budgeting, common implementation procedures, eliminating earmarked funds, a focus on performance-based release of funds, increased discretion over resources, and generally facilitating the process of decentralisation

Note that the ASDS calls for systematic and regular monitoring and evaluation at all levels. This is used as feedback to the ongoing process of participation and consultation.



So what is new and different about the ASDS? The three key ideas with some possible interventions are listed in the following table.

Key Idea	Interventions
Focus on efficient agricultural production systems and profitability	<ul style="list-style-type: none"> <li>• encourage diversification of products to expand local and export markets</li> <li>• encourage farmers to produce according to market demand</li> <li>• increase agriprocessing projects aimed at reducing post-harvest losses and waste</li> </ul>
Promote partnerships between the private sector and the public sector, and also between agribusinesses and contract growers	<ul style="list-style-type: none"> <li>• encourage more private sector funding of support services</li> <li>• encourage partnerships between processors and primary producers so as to ensure a sustainable raw material base for the processors and access to inputs, technology and markets for the primary producers</li> </ul>
Implement and monitor the ASDS through District Agriculture Development Plans using participation and consultation	<ul style="list-style-type: none"> <li>• encourage good communication between stakeholders at different levels and between levels</li> <li>• use the ASDS and the ASDP as guides for developing District Agriculture Development Plans</li> <li>• encourage all stakeholders to meet the challenge of working through participatory consultation</li> </ul>



# What are the most important issues in the ASDS?

The ASDS identifies five important issues that are critical to the development of the agricultural sector in Tanzania. These issues, also known as strategic areas, are:

1. Strengthening the institutional framework for managing agricultural development.
2. Creating a favourable environment for commercial activities to increase private sector participation.
3. Defining public and private sector roles in improving agricultural support services.
4. Emphasizing marketing inputs and outputs to improve farm returns and commercialize agriculture.
5. Mainstreaming planning for agricultural development in other sectors.



Among the many issues facing the agricultural sector, these five were identified as the most important because they most effectively support the main purpose of the ASDS – facilitating agricultural sector growth and therefore reducing rural poverty. They also fit within the Government’s roles of establishing a regulatory framework and providing an enabling environment. Lastly, these strategies provide room for local authorities and communities to participate in planning and implementation of ASDS activities at the grassroots level.

The following table shows the five strategic areas and how they are linked to the goal, purpose and strategic objectives of the ASDS.

<b>Goal</b>	<ul style="list-style-type: none"> <li>Contribute to an increase in (a) overall economic growth, (b) national and household incomes, and (c) export earnings</li> </ul>
<b>Purpose</b>	<ul style="list-style-type: none"> <li>To stimulate and facilitate agriculture sector growth and therefore to reduce rural poverty</li> </ul>
<b>Strategic Objectives</b>	<ul style="list-style-type: none"> <li>To create an enabling and favourable environment which improves the productivity and profitability of the agriculture sector</li> </ul>
	<ul style="list-style-type: none"> <li>To increase farm incomes so as to reduce rural poverty and ensure household food security</li> </ul>
<b>Strategic Areas</b>	1   Strengthening the institutional framework
	2   Creating a favourable environment for commercial transactions
	3   Public and private sector roles in improving support services
	4   Strengthening marketing efficiency for inputs and outputs
	5   Mainstreaming planning for Agricultural development in other sectors

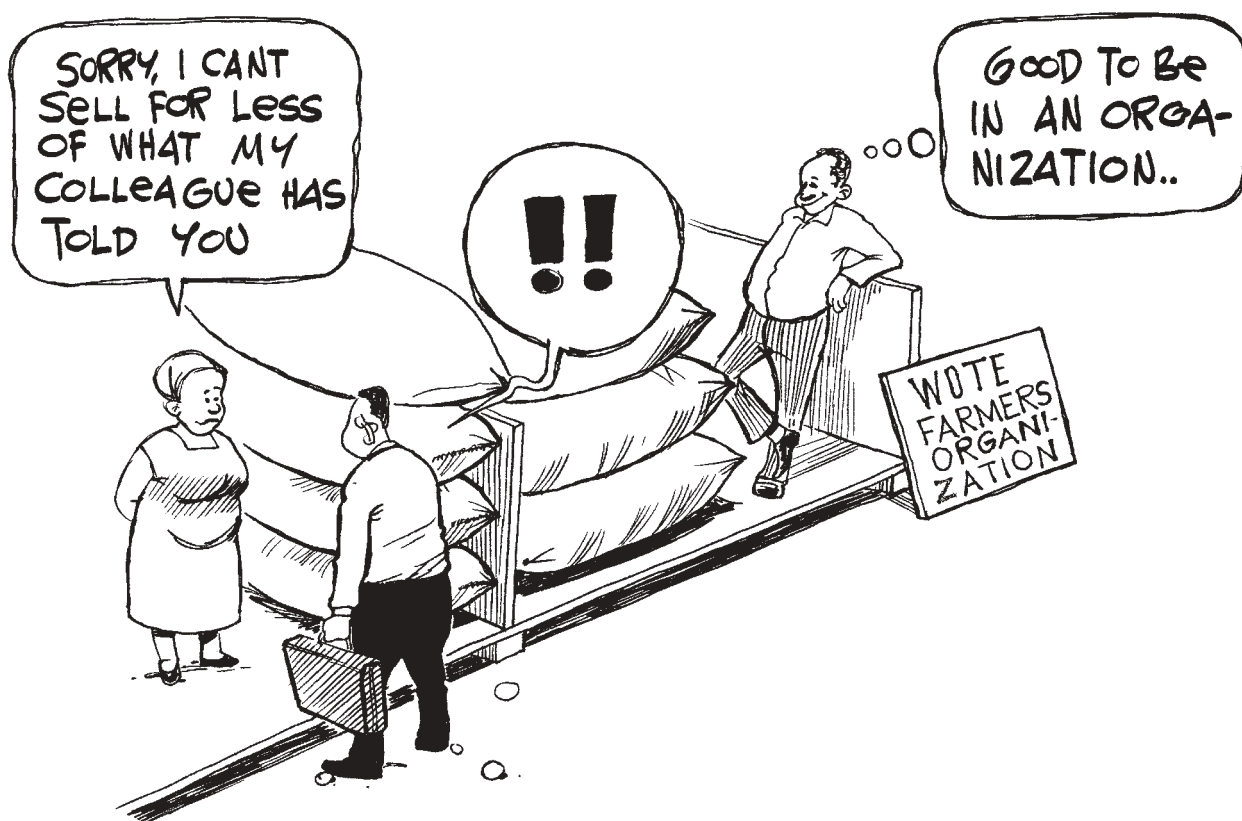
In the following pages we take a brief look at what is involved in each of the five strategic areas.

## 1. Strengthening the institutional framework

The institutional framework is made up of many different organisations – government, private sector, civil society and development partners – which work together to develop the agricultural sector. This system will be more efficient if these organisations can (a) communicate with each other better and agree on some common goals and targets and (b) improve their knowledge and skills about policy, programme and project planning, implementation, and monitoring and evaluation. Many interventions will be carried out to achieve the outputs listed in the table below:

Strategic Area 1	Strengthening the institutional framework	
Outputs	1.1	ASDS Coordination Framework established
	1.2	Capacity of lead Ministries strengthened
	1.3	Capacity of Regional Secretariats strengthened
	1.4	Local Government Authority's capacity strengthened
	1.5	Farmer Organisations promoted
	1.6	Capacity of the Private Sector improved
	1.7	Capacity of Civil Society organisations improved
	1.8	Improved media coverage of Agricultural Sector affairs
	1.9	Effective Land Survey service in place

Most of the interventions in this strategic area involve defining the roles and responsibilities of different organisations, coordinating activities, and building capacity.

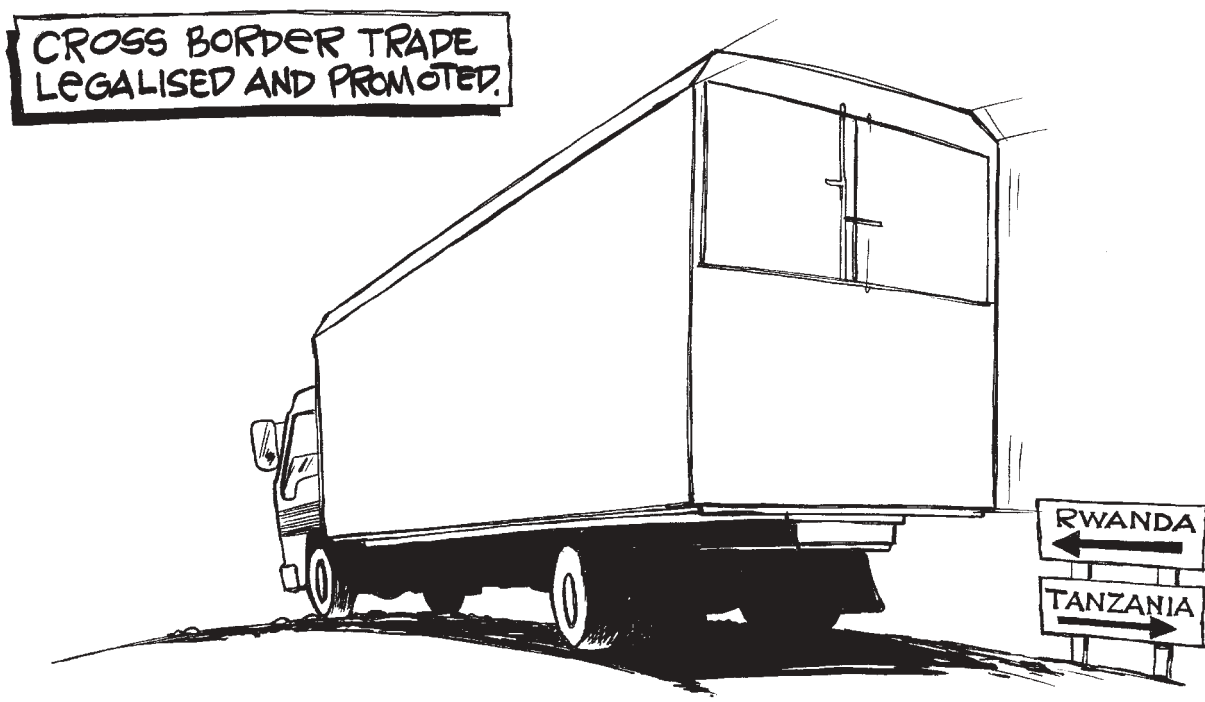


## 2. Creating a favourable environment for commercial transactions

This involves creating macroeconomic conditions which attract private investment – issues include things like taxes, fees, levies, tariffs, exchange rates, bank lending rates, etc. It also involves reviewing, harmonising and enforcing a wide range of laws and regulations which affect the agriculture sector either directly or indirectly – for example, land ownership is a major issue in many parts of the country. Many interventions will be carried out to achieve the outputs listed in the table below:

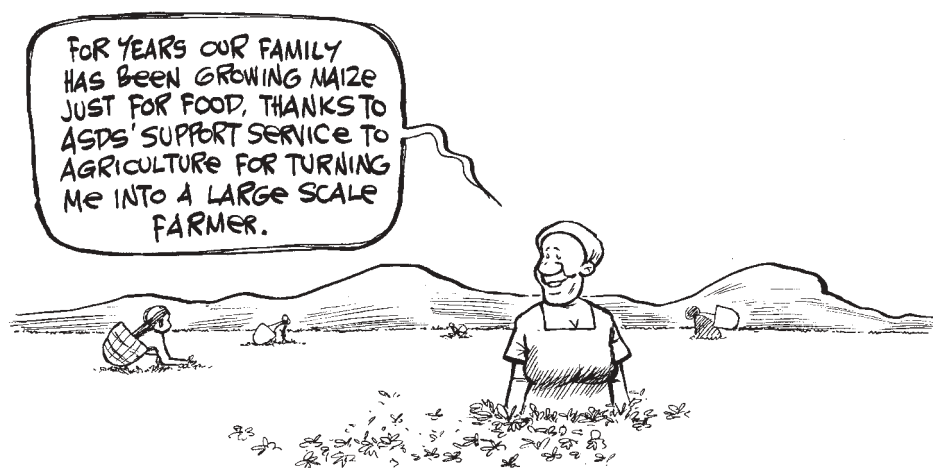
Strategic Area 2	Creating a favourable environment for commercial activities	
Outputs	2.1	Sustaining macroeconomic stability
	2.2	Agricultural sector legislation reviewed, harmonised and publicised
	2.3	Legislation of collaborating sectors reviewed, harmonised and publicised
	2.4	Legal empowerment of stakeholders to be involved in the management of Commodity Boards
	2.5	Cross border trade legalised and promoted
	2.6	Food security policy formulated and implemented
	2.7	Procedures for legal access to land streamlined
	2.8	Land survey and demarcation for Agricultural Investment Zones undertaken

Many of the interventions in this strategic area involve reviewing and harmonising legislation and dealing effectively with cross-border trade, food security and land use issues.



### 3. Public and private sector roles in improving support services

Support services to the agriculture sector include research, extension, training and also information, technical, regulatory and financial services. It is vital that these are widely available and of good quality. They should be provided on a client-oriented and demand-driven basis. The idea is to build cost-sharing partnerships to widen the base of organisations that can provide these services. Many interventions will be carried out to achieve the outputs listed in the table below:



Strategic Area 3	Public and private roles in improving supporting services	
Outputs	3.1	Client-oriented and collaborative Agricultural research institutionalised
	3.2	Demand-driven Agricultural extension in place
	3.3	Demand driven Agricultural training strengthened
	3.4	Regulatory service strengthened
	3.5	Animal health and crop protection services improved
	3.6	The management of rangelands improved
	3.7	The management and use of land and water resources improved
	3.8	Agricultural mechanization strengthened
	3.9	Comprehensive Agricultural information system in place
	3.10	Micro-finance institutions at grassroots promoted and strengthened
	3.11	Institutional arrangement for investment finance established

There are many detailed interventions in this strategic area. Most involve developing new and more participatory ways of providing the services - in a coordinated, efficient and cost-effective way.



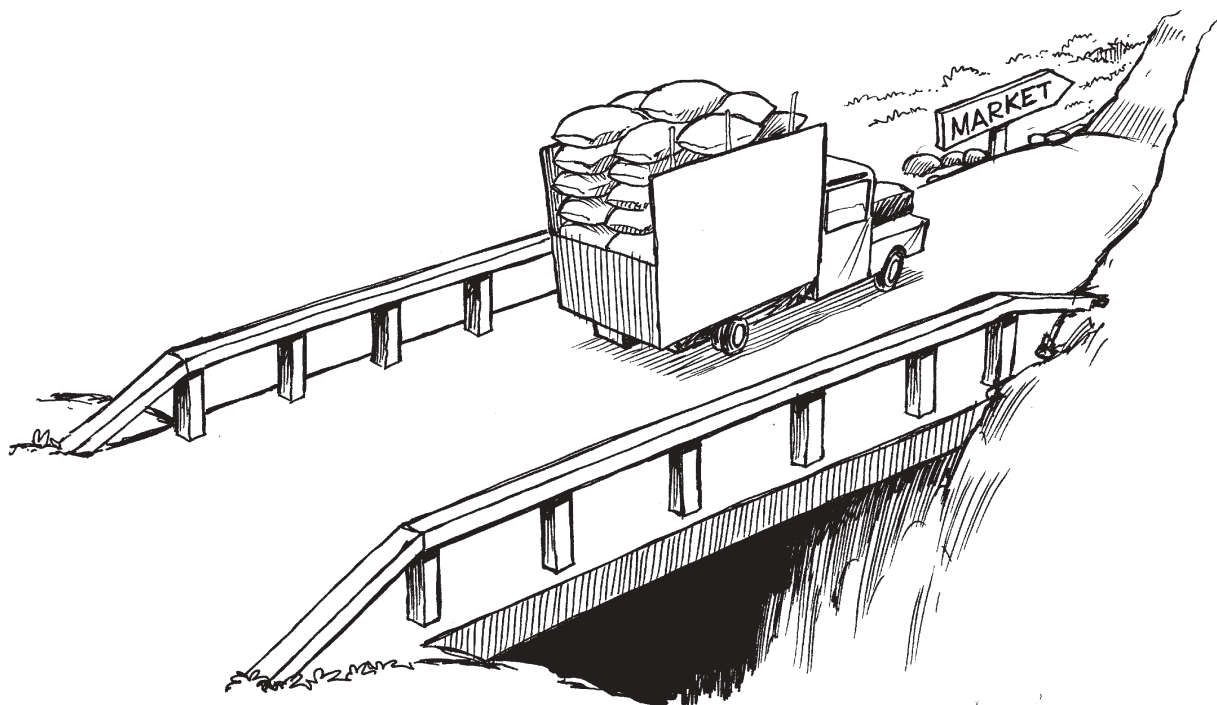


## 4. Strengthening marketing efficiency for inputs and outputs

An efficient and responsive marketing system for inputs and outputs is essential to commercializing the agricultural sector. The goal of this strategy is to increase farm incomes in the short-term and increase the returns to commercial agriculture in the medium- to long-term. The interventions under this strategy include developing rural infrastructure, promoting partnerships between smallholders and agribusiness, improving market information systems, promoting agro-processing, and creating incentives. These interventions will help to achieve the outputs listed in the table below:

Strategic Area 4	Strengthening marketing efficiency for inputs and outputs	
Outputs	4.1	Private Agribusiness Sector Support (PASS) Unit set up
	4.2	Agro-processing and rural industrialisation promoted
	4.3	Increasing access to inputs in rural areas
	4.4	Market information collection and dissemination strengthened
	4.5	Rural infrastructure for marketing of Agricultural inputs and outputs improved
	4.6	Partnerships between smallholder farmers and agribusiness promoted
	4.7	Incentive mechanisms for Agriculture investment in place

The interventions for this strategic area suggest that many of the recommended activities already exist but are not operating as effectively or as widely as they could. The goal therefore is to improve and expand these activities.

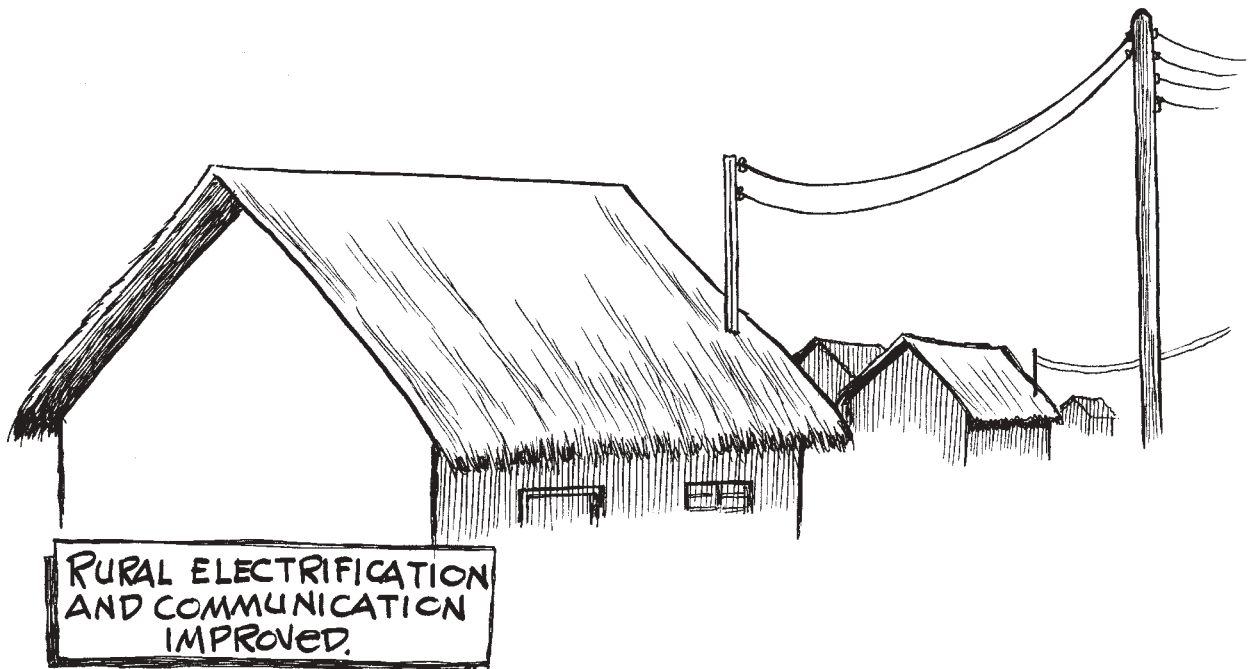


## 5. Mainstreaming planning for Agricultural development in other sectors

Agricultural development and rural livelihoods are strongly influenced by issues that are beyond the direct control of the ASDS lead Ministries. These include rural infrastructure development, HIV/AIDS and malaria, gender and youth, and environmental management. The Government, in consultation with the private sector and other stakeholders, will create systems for coordinating and mainstreaming agricultural development issues into these other important sectors. Many interventions will be carried out to achieve the outputs listed in the table below:

Strategic Area 5	Mainstreaming planning for Agricultural development in other sectors	
Outputs	5.1	Rural infrastructure improved (under Rural Development Strategy – RDS)
	5.2	Rural electrification and communication improved
	5.3	Spread and impact of HIV/AIDS minimised
	5.4	Gender issues mainstreamed in Agricultural development plans
	5.5	Youth empowerment
	5.6	Environmental management strengthened

The proposed interventions are directly related to each of the key issues which have been identified; these issues include rural infrastructure (especially electrification and communications), HIV/AIDS, gender, youth and the environment.





## Who was involved in developing the strategy?

The ASDS is the result of a long, participatory process in which a wide range of agricultural stakeholders were consulted. The official process began in 2000 when the Permanent Secretary of the Ministry of Agriculture and Cooperatives appointed a Task Force to organise the preparation of the ASDS. However, at that point, there had already been a consultation process going on for several years.

### ASDS Task Force included:

- Ministry of Agriculture and Food Security
- President's Office-Planning and Privatisation
- Ministry of Finance
- Prime Minister's Office
- President's Office-Regional Administration and Local Government
- Development Partners

Between 1995 and 1997 there was consultation on the Agricultural and Livestock Policy and the Cooperatives Development Policy. Between 1998 and 2000 there were studies and consultations aimed at reviewing sector performance and at recommending interventions that would restore profitability. These included consultations on the Agricultural Sector Management Project and the National Agricultural Extension Project. In September 1999 the Prime Minister appointed a Special Advisory Committee on Agriculture and in April 2000 the President appointed a Task Force on Cooperatives. Both of these consulted widely throughout the country and their findings have been built into the ASDS.

Various studies and reports have also informed the strategy. Three important studies are:

- United Republic of Tanzania (1999) *Report of the Special Advisory Committee on Agricultural Development in Tanzania, issues and recommendations*
- Ministry of Agriculture and Cooperatives & the World Bank (February 2000) *Tanzania Agriculture: Performance and Strategies for Sustainable Growth*
- World Bank and IFPRI (2000) *Agriculture in Tanzania since 1986: Follower or Leader of Growth.*

Two reports prepared by the MWLD in early 2001 also involved consultation. They proved useful when considering the livestock sub-sector parts of the ASDS.

Two stakeholder workshops were held in Bagamoyo in 2000. The first from May 29 to June 1 involved 50 stakeholders who helped to prepare the strategy document. The second on 11-12 September involved 59 stakeholders who reviewed the strategy. The stakeholders at these meeting were drawn from different Ministries, public agencies, educational institutions, donor agencies and international organisations.

In September 2000 a draft of the ASDS was presented to the Government and it was decided to enrich the document with more consultations, especially with grassroots stakeholders in rural areas. This led to a set of four two-day workshops in late March and early April of 2001. They were held in Mwanza, Njombe, Bagamoyo and Dodoma.

Possible obstacles to the strategy as identified during the consultations in 2000:

- weak and inappropriate institutions
- weak capital base and lack of financial services
- inadequate supporting services
- poor rural infrastructure
- the sector is not given the priority it deserves in overall planning and resource allocation



Of the 195 participants at these workshops, 78 were women and 103 were farmers and farmer representatives. The pattern of representatives is shown in the following table:

Representative	Percent
Small holder farmers and livestock keepers	35
Medium and large scale farmers	5
Representatives of farmer organisations	13
Local Government officers from village to district level	17
Local Government Councillors, NGOs and service providers at grassroots level	13
Central Government Officers	17

The ASDS was changed following comments at the four Zonal Workshops and a revised version was presented at another round of stakeholder workshops on 7-8 June 2001. This led to some fine tuning. A final version of the ASDS was presented to a workshop of Inter-ministerial and development partner representatives on 27 September 2001 and it was published in October 2001.

Topics to be dealt with following the consultations of 2001:

- institutional and legal reform
- administrative and legal environment
- macroeconomic stability
- investment and finance
- rural infrastructure
- marketing of inputs and outputs
- natural environment and resource management
- human resource capacity and empowerment
- support services

Note that the consultation process is not finished. The first ASDS has a five year time frame. It will be revised as a result of feedback from people who are involved in implementing it. It is a living strategy. It has been designed so that everybody can contribute to how it evolves.

The management structure (see page 19) has been built to encourage democracy and popular participation which forms such a key part of the Tanzania's Development Vision 2025 (see box).

Tanzania's Development Vision 2025 notes that to promote democracy and popular participation there is a need, amongst other things, to:

- permit a greater role for local actors to own and drive the process of their development. Local people know their problems best and are better placed to judge what they need, what it is possible to achieve, and how it can effectively be achieved
- decentralize the political administration and the fiscal structure roles and responsibilities to commit individuals, households, communities and local government to the pursuit of the common Vision

## How is the ASDS going to be delivered?

It is useful to think of planning as having two main levels. The first level is strategic planning. This deals in general terms with what needs to be done – we can think of this as ‘doing the right thing’. The second level is programme planning. This follows from the first level and involves deciding in some detail who will do what by when (and how much it will cost and how it will be funded) – we can think of this as ‘doing it right’. In Tanzania the ASDS provides the first level and the Agricultural Sector Development Programme (ASDP) provides the second level. Note that the ASDP rearranges interventions so that it is easier to manage their implementation (see appendix 1).

The contents of both the ASDS and the ASDP were decided after wide ranging consultations which are ongoing. Both will be modified as a result of feedback from people who try to put them into practice.

<b>ASDS and Strategic Planning</b>	<b>ASDP and Programme Planning</b>
<b>‘doing the right thing’</b>	<b>‘doing it right’</b>
The ASDS provides a broad outline and framework for achieving the agriculture sector’s objectives and targets.	The ASDP spells out the details of how the strategy will be implemented.
Five year time frame	Three year rolling time frame
The ASDS has 5 strategic areas divided into 41 outputs and 142 interventions	The ASDP has 3 sub-programmes with 10 components, 61 proposed sub-components and 111 possible interventions.

Note that both the ASDS and the ASDP are guidelines rather than blueprints. They do not set out a detailed list of things that must be done in all parts of the country. They offer a framework to guide the process where communities and Local Government Authorities (LGA) decide what should be included in their District Agricultural Development Plans (DADP).

Note that the main ASDP document was developed through consultation between the Inter-Ministerial Coordination Committee (ICC) and the LGAs acting through the Regional Secretariats. It can be used at the District level to help list and prioritise interventions for that particular area. Each District will then have its own ASDP which is suited to its particular situation and needs.

Through this process local communities will have considerable flexibility in implementing the ASDS - and this participatory implementation at the community level will ensure sustainability and entrust the rural people with their own destiny.

For lead Ministries this process creates challenges in terms of requiring an entirely new way of working and new and effective communication channels with local communities. (ASDS, 2001, p23)

## What targets have been set and what are the next steps?

A target gives a clear idea of what you want to do (it helps to say how much you will do by what date). It is difficult to set realistic targets for the Agricultural Sector because there are so many things that can change. But it is still worthwhile setting them because they give a clear sense of direction. They can be revised as new information appears or as situations develop.

Targets have to be linked to strategic objectives. For the ASDS these are to (a) create an enabling and favourable environment which improves the productivity and profitability of the agriculture sector and (b) increase farm incomes so as to reduce rural poverty and ensure household food security.

The PRSP and its various progress reports have set and revised targets for poverty reduction and agriculture (see boxes) but this was before a full analysis of the sector had been carried out. Three main problems have appeared in terms of increasing the productivity of agriculture in the five year time frame of the ASDS –

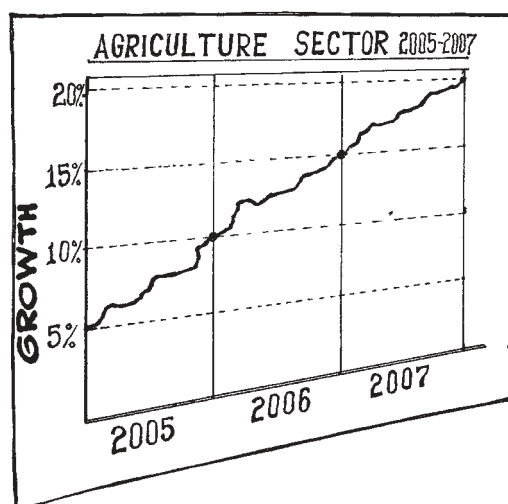
- Most agriculture depends on hand-hoe technology and there is a shortage of labour in the rural areas. It will take time to change farm systems and introduce mechanisation on a significant scale.
- Local Government and Public Service Reform Programmes are still in their early stages. It will take several years to build the knowledge and skills needed to have them working properly and thus providing quality services for the sector.
- Contributions from exports for the world market are highly unpredictable.

*Key PRSP poverty reduction targets (as of 2000):*

- reducing the proportion of the population below the basic poverty line from 48% in 2000 to 42% in 2003 and 24% by 2010
- reducing the proportion of the rural population below the basic poverty line from 57% in 2000 to 49.5% in 2003 and 29% in 2010
- reducing the proportion of food poor from 27% in 2000 to 23.5% in 2003 and 14% in 2010

*Growth Target for the agriculture sector in the PRSP Progress Report of 2000/2001:*

- increasing real annual agricultural GDP growth from 3.6% to 5% by 2003 and to 6% by 2005
- increasing real annual growth rate of the livestock component from 2.7% to 5% by 2005
- increasing real annual growth rate of export crops from 6.8% to 9% by 2005



Given the above, a more realistic target for the Agriculture Sector is to have an average annual growth rate of 5% per year over the 3 year period from 2005 to 2007. If this is broad-based and creates more off-farm rural jobs then it will do a lot to meet the poverty reduction targets.

Next steps involve implementing the five year ASDS by using the three year rolling programme of the ASDP. The effectiveness of this process will depend on the:

- availability of funds
- capacity of Ministries, Programmes and LGAs to distribute and use the funds effectively
- priority which is given to different interventions and outcomes at central levels and when developing DADPs
- ways in which interventions are sequenced

### A balanced set of targets and indicators

We need a balanced set of targets and indicators so that we can tell if we are moving in the right direction. It is useful to think of three types:

**Process** targets and indicators help us to measure the extent to which stakeholders are doing things in different ways. This would include the extent to which

- traditional top-down projects are being replaced by interventions based on decision making at the LGA and community level
- central government is releasing the correct amount of funds at the correct time to Districts and villages

**Intermediate** targets and indicators help us to measure the level of progress towards long term goals. This would include such things as

- increasing levels of private sector investment
- provision of a wider variety of better quality services
- the level of action by empowered communities

**Impact** targets and indicators are based on the high level development goals. They show how the Agriculture sector contributes to developing the national economy and reducing poverty. (see earlier boxes for examples)





## How much will it cost to implement the ASDS?

The ASDS will be implemented through the ASDP which has three subprogrammes (see Appendix 1). It is difficult to be accurate about costs but the present estimate is that about TShs 600 billion will be needed over the next five years. Funding will come from the five main sources shown in the box.

The approved budget for 2002/03 for the Agricultural Sector Lead Ministries is TShs 65 billion. Of this TShs 38 billion is for the Recurrent Budget and TShs 26 billion is for the Development Budget. Note that 90% of the Development Budget comes from donor contributions and that donors also supply about another TShs17 billion outside the Budget.

Spending on the Agricultural sector will have to increase if the ASDS and ASDP are to be achieved. Possibly by about 20% each year. This process has begun. Note, however, that putting money into the public sector will not do a lot of good unless it is used wisely and well. Part of the investment will therefore be used to make sure that the skills of public service employees are upgraded and that all relevant stakeholders are aware of what is being planned.

### ASDP Funding Sources

- The Government budget
- Donors and International Financial Institutions (grants or loans provided either directly to projects, or through the Government budget)
- Local Government Authority (LGA) funds
- Village and Community funds (including for Non-Government and Community Based Organisation (NGO and CBO) programmes and projects)
- Private sector support might also be available but this is not seen as part of the ASDP as such. It would include resources provided by farmers, traders, agro-processors and other stakeholders. The ASDP will encourage and record this form of investment in the sector.

The two tables on the next page show forecasts based on implementing the three sub-programmes of the ASDP. The goal is that 75% of available funding will be allocated to sub-programme A, 20% to sub-programme B and 5% to sub-programme C. The first table shows the estimated budget needs for the next five years. The second table shows how the funds might be spread over different areas of intervention.

<b>Estimate of ASDP financial needs over the next five years</b>		
	<b>TShs (billions)</b>	<b>Percentage of total</b>
<b>Development Budget</b>		
Sub-programme A - Agricultural Sector Support and Implementation at District and Field Level	230.2	38
Sub-programme B - Agricultural Sector Support at National Level	133.8	22
Sub-programme C - Cross-cutting issues with other sectors at the national level	19.2	3
<b>Sub Total</b>	<b>383.2</b>	<b>64</b>
<b>Recurrent Budget</b>		
Personnel Emoluments	73.3	12
Other Charges	144.6	24
<b>Sub Total</b>	<b>217.9</b>	<b>36</b>
<b>Overall Total</b>	<b>601.1</b>	
Note: a Government Department's recurrent budget covers its ongoing costs. Part of this is for salaries (personnel emoluments) and part is to support doing the work for which it exists (other charges).		
Note: the estimates increase each year ie from US\$94 million in year 1 to US\$150million in year five.		

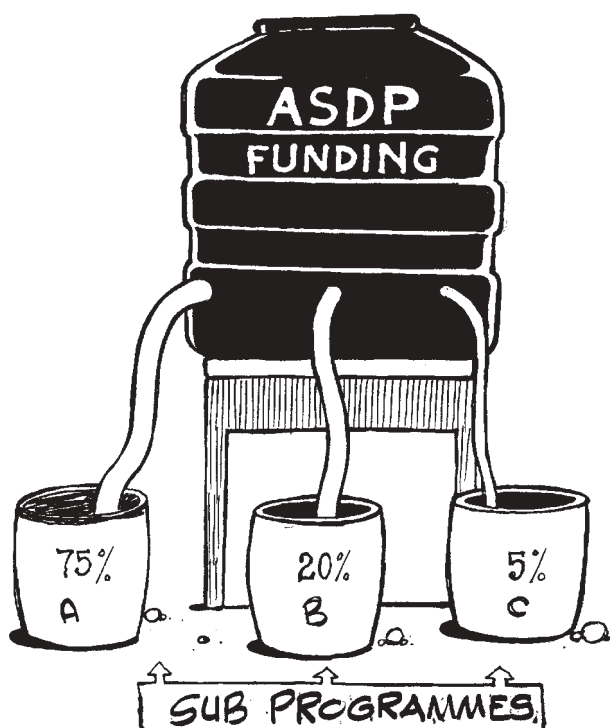
The total amounts that are needed are calculated by adding up the costs of all the individual programmes and projects. The following table shows how funds were allocated in 2002/03. The table also shows the proposed patterns of growth that will be needed to achieve the ASDP. These are still very crude estimates but they give some idea of what has to be done.

Pattern of interventions in the Agriculture Sector			Proposed Growth
2002/03 from GOT and Donors			
Area of Intervention	TShs (million)	Percent of total	Percent annual increase
Extension & Advisory Services*	9,404	22	20
Marketing & Finance*	7,996	19	30
Irrigation	6,919	16	10
Research*	6,527	15	20
Crop Production	5,164	12	10
Institutional Support*	3,749	9	30
Policy and Regulatory Work*	1,805	4	40
Livestock Production	792	2	10
Food Security	488	1	10
Training Institutions	97	0	10
<b>Total</b>	<b>42,941</b>	<b>100</b>	

\* = ASDP priority area

In summary, the ASDP provides a spending framework. It helps to coordinate and harmonise a wide range of policies and information. It can be used as an instrument to:

- guide how national resources are allocated and monitored, especially as part of the Medium Term Expenditure Framework (MTEF) and the Public Expenditure Review (PER)
- indicate suitable areas for funding by development partners
- ensure that central and local priorities get the financial support they need from the Government
- give guidance to farmers and the private sector about where to expect public funds in support of their own efforts



## How will the running of the ASDS be coordinated and monitored?

The Government will provide an enabling environment and regulatory framework for agricultural sector development. This will guide the details of planning, implementation, monitoring and evaluation which will be managed by local government authorities working in partnership with community groups and the private sector at the district level.

A wide range of stakeholders will be involved in deciding how to use resources, in managing activities, and in monitoring and evaluating the results. The diagram on the next page shows how the work will be harmonised and coordinated.

Local stakeholder representatives will join national ones in feeding ideas into the national level at the Annual Conference of Stakeholders (ACS). This is a consultation chaired by the nation's President. It allows all stakeholders to be informed of, discuss, and express their views on progress to date. The outcomes from the ACS are used by the National Steering Committee (NSC) when it reviews top level thinking about policy, coordination, monitoring and allocation of resources. The NSC is also influenced in various ways by multi-stakeholder groups such as the ASDS Finance Committee, the Agricultural Sector Advisory Committee (ASAC), and the Food and Agricultural Sector Working Group (FASWOG).

The NSC is directly supported in its work by the Inter-Ministerial Coordinating Committee (ICC), and by the ASDP Secretariat which has a key role to play in the coordination and management of the overall process. It has a Coordinator, a Programme Officer, a Finance and Administration Officer, and supporting staff - although it can call upon other staff as the need arises. Its functions are to:

- coordinate the implementation of the ASDP
- facilitate the mobilisation of resources for agricultural sector development
- enhance stakeholder involvement in ASDP implementation
- facilitate the ASDP budgeting and financing process
- monitor & evaluate ASDP implementation
- commission and supervise sector related studies as the need arises

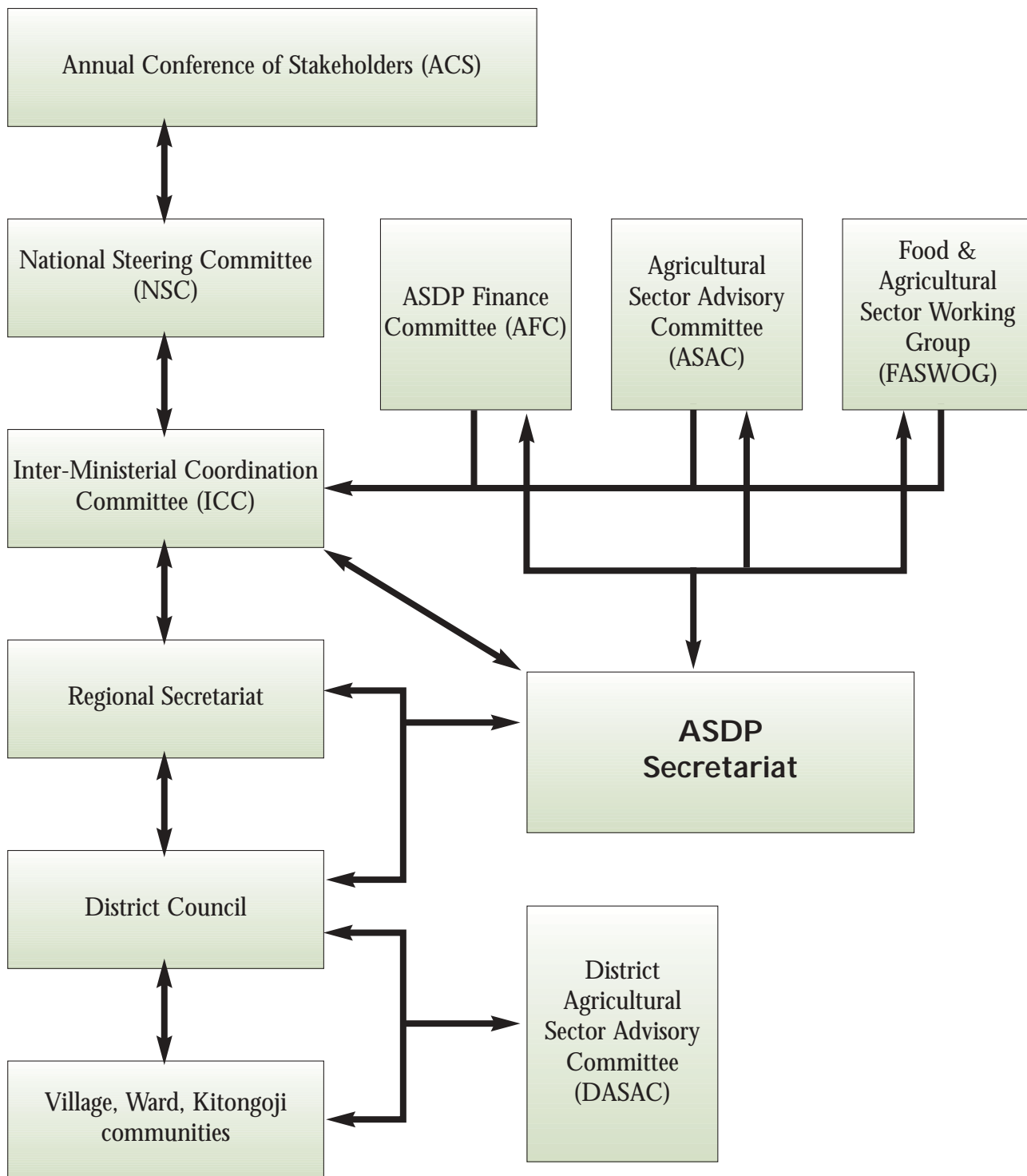
Note:

Each Agricultural Sector Lead Ministry has an ASDP Programme Officer who works full time on the ASDP and who liaises very closely with the ASDP Secretariat.

Note that there are direct and indirect ASDP management systems. The *direct systems* involve the work of the ASDP Secretariat and of the NSC, ICC, FASWOG, ASAC and the ACS. The *indirect systems* are those that are coordinated through ASDP but are implemented through existing public institutions and through contracts with private sector service providers, professional associations, academia, NGOs and other non-public institutions. ASDP coordination and management will also be supported as the need arises by specialist Task Forces, Working Groups and Formulation Teams.



## ASDS/ASDP Management Diagram



The first ASDS was born of participation and its rebirth through the coming generations will be built on further participation – not only in the annual conference of stakeholders but also by the many ways and levels at which planning, implementation, monitoring and evaluation take place.

## Glossary

**abattoir** - a place where animals are killed for their meat

**administration** - the day to day running and control of an organisation or project. Administration can be thought of as the way that the ideas of leaders and managers are put into practice

**advocacy** - being openly and systematically in support of something

**agribusiness** - is the commercial side of farming, involving the production, processing, distribution and selling of farm products

**blueprint** - a detailed plan of how something is supposed to work

**budgeting** - gathering information about money coming in and spending needs, and deciding on the best pattern of spending

**capacity building** - increasing the ability of individuals, organisations or communities to meet their own needs. This includes confidence building, training, and the supply of materials and equipment

**capital** - the wealth owned by a person or organisation. It can be invested, lent or borrowed

**client-oriented** - designed to meet the needs of the customer

**collate** - gather and examine information

**command economy** - an economic system where the State owns and then allocates resources through some form of central planning process

**commerce** - buying and selling things on a large scale to make a profit

**committee** - a group of people who make plans or decisions on behalf of a large organisation

**community** - there are communities made up of all the people living in an area. There are also communities of interest

**conference** - a formal meeting, often lasting for several days, where people discuss a subject

**consultation** - if you consult someone you ask for their opinion or advice. If you ask many people you will get many different ideas which can be discussed

**contract** - a legal agreement usually to do with the sale of something or with work done for a set amount of money. If you contract with someone to do something you legally promise to do it

**credit** - money lent so that a person can buy goods or services in advance of being able to pay for them directly. Credit worthy people are those who have paid back loans in the past

**curriculum** - the contents of a training course

**decentralisation** - transferring authority and responsibility from central to local levels. This can be at the global, national, local or household level. When more people are involved in decision-making, management and service delivery at all levels there is a greater chance of effective, sustainable and equitable development

**demand driven** - a service (eg Agricultural Extension) is demand driven when it gives people what they want rather than what the experts think that they need

**demarcate** - if something is demarcated, its limits are clearly established, to distinguish it from other similar things

**democracy** - a form of government in which the people have a voice in how power is used - often through elected representatives but also increasingly through advocacy and lobbying by civil society groups and social movements

**development** - a process of changing for the better (making progress) – socially, technically, environmentally, economically and politically (STEEP). There is an issue in deciding who does or should decide what is ‘better’. Whose reality counts?

**dialogue** - discussion with a view to all sides winning. (win/win) This is different from debate where one side wins and the other loses. (win/lose)

**disseminate** - where something (eg information) is made available to many people

**diversify** - when a business diversifies, it increases the variety of things it does or makes

**economy** - the economy of a country or region is the system it uses to organise and manage its money, industry and trade or the wealth it obtains from business and industry. [see also – free-market]

**empowerment** - if a group of people are empowered they have some control over what happens to them. They are stronger and more confident

**enterprise** - a business or company driven by a bold idea

**entrepreneur** - someone who sets up a business while taking on greater than normal financial risks

**environment** - the surroundings in which a person, or other living thing, lives and works. There are many types of environment ( eg natural, social, legal and economic) and they can be enabling or disabling. Environments can be conserved, developed or degraded

**evaluation** - (see monitoring and evaluation)

**facilitate** - to make it easier to do something. This can involve providing information, encouragement and/or physical, financial or human resources

**facility** - a building, service, or piece of equipment provided for a particular purpose

**feedback** - when you get feedback on something you have done you get comments on how good or bad it is

**fiscal** - having to do with government revenue, especially taxes

**framework** - the underlying set of rules or guidelines which explains how the parts of a system or an idea fit together

**free market** - where the economic activities of production, distribution and exchange are carried out by private individuals or businesses following the laws of supply and demand, and with minimal regulation by governments

**GDP** - Gross Domestic Product – a measure of national income and therefore of economic activity. It is the total value of all goods and services produced over a given period of time (usually a year) excluding net property income from abroad

**guidelines** - rules, regulations, principles and/or advice about how something should be done

**harmonise** - to revise or rearrange the items on a list of ideas so that they do not contradict each other

**holistic approach** - an approach which deals with all the parts of something. A sector wide programme is more holistic than a project approach

**implement** - to put a plan into effect

**incentive** - something which encourages you to do something. This can be a payment or concession to stimulate greater output or investment

**industrialisation** - increasing the amount of economic activity that involves the processing of raw materials and the manufacture of goods in factories

**infrastructure** - the physical and organisational things needed to run a business or a country eg buildings, roads, power

supplies and the organisations to build and maintain them

**institution** - an official organisation which does an important job in a country. Setting up an institution involves, amongst other things, being clear about what it is supposed to do and about what staffing and budget it will need

**integrate** - where individual bits are combined into a whole

**intervention** - an action that tries to make a difference in the way that something is done

**investment** - to put money, time and/or energy into an activity from which you expect to get a good return

**lead Ministries** - for the ASDS, the lead Ministries are the Ministry of Agriculture and Food Security, the Ministry of Cooperatives and Marketing and the Ministry of Water and Livestock Development

**legislation** - (a) The laws of a country considered all together (b) The process of making new laws (c) The people who make the laws

**livelihood** - whatever provides your income and what you need to stay alive

**lobbying** - an organised attempt by members of the public to influence a decision maker

**macroeconomics** - the study of the big picture of the economy ie of how wealth is created and distributed. It can be about a particular country or about the world as a whole and how individual countries fit into the global picture. Macroeconomic debates include (1) What can we do about the rich getting richer while the poor get poorer? (2) To what extent should governments 'regulate' the 'free' market? (3) Given pollution and the destruction of the environment, is unrestricted economic growth either desirable or possible?

**market information** - up to date facts about what people and organisations are buying and selling at the local, national and global levels. This is needed for making sound business plans

**mechanisation** - the process of introducing machines to do things that used to be done by hand

**media** - the main means of mass communication - especially television, radio and newspapers

**monitoring and evaluation** - monitoring involves measuring as you go along to make sure that you are following the plan. Evaluation involves stopping now and again to review progress and decide whether or not the plan needs to be changed. Note that both processes are much easier when the plan includes well defined aims and objectives with clear criteria and indicators

**objective** - a clear statement of what you are trying to do. It helps if objectives are SMART - specific, measurable, agreed, relevant and time-framed

**participation** - in a democratic society this involves the active involvement of ordinary people in the process of government. There are degrees of participation which range from being given information through to full involvement with programme implementation and evaluation. Note that policies of decentralisation and privatization involve a need for more and better participation

**partnership** - where individuals or organisations join with others to achieve a common goal and to share risk and profits. The partnership can be more or less formal, contractual and legally binding

**planning (cycle)** - systematic planning is a four stage process. (1) Study the present situation to identify problems and possible solutions. (2) Make strategic and action plans with clear goals, targets and indicators. These should say who will do

what by when and how much it will cost. (3) Put the plan into action and measure the indicators to make sure that you are still on track. (4) Study the new situation and decide whether the plan or project worked out as expected and whether it was a good thing. Note that step 4 in an old project can be step 1 in a new project and this makes the process into a cycle!

**policy** - a set of ideas used as the basis for making decisions about what should be included in programmes and projects

**poverty** - there is income and non-income poverty. Income poverty is when people earn less than one US dollar a day. This means that they will not have enough food or medicine and they will have poor clothes and houses. Non-income poverty is when people do not have (a) a fair share of education, health care and other public services, (b) respect and status in their community, (c) some power over what happens in their life and (d) hope for the future

**prioritize** - to rearrange a list of items so that the most important and/or urgent items are at the top. In multi-stakeholder situations this involves negotiation

**privatisation** - the transfer of a business, industry or service from government to private ownership

**project** - a carefully planned scheme to achieve clearly stated objectives over a given period of time

**programme** - a series of linked actions, events or projects that are planned to meet a long term aim and to take place over a given period of time

**public goods** - goods which can be withheld from one person only by being withheld from all. They must therefore be provided communally eg street lighting, police protection, defence

**reform** - make changes in something (eg an institution or practice) so as to make it better

**regulations** - rules made and maintained by an authority to control the activities of companies and other organisations. A key policy debate is the extent to which government should and can regulate the activities of private sector organisations – especially transnational corporations

**rehabilitate** - restore to a former condition so it can be used again

**representative** - a person who has been chosen to act or make decisions on behalf of another person or group

**resources** - the resources of a country, organisation or person are the things available for their use, for example money, materials and staff

**safety nets** - public sector measures to protect the poor and vulnerable. They can include public work schemes, unemployment benefits, food security measures etc. Safety nets were traditionally provided by families and communities

**sector** - a subdivision of society. Three main economic sectors are (a) public, state or government sector, (b) private or business sector and (c) civil society, social, voluntary or community sector (this includes cooperative, mutuals and self help organisations). Note that the government is often thought of as being divided into sectors eg the Education, Health and Agriculture Sectors etc

**sector wide approach (swap)** - this is a fairly new idea which means different things to different people in different situations. The essence is to use participatory, multi-stakeholder processes to build (a) a holistic understanding of the problems facing a sector and then (b) a comprehensive and coordinated set of responses to those problems. Different stakeholders see the advantages in terms of government ownership, donor coordination, comprehensive planning and budgeting, common implementation procedures, eliminating earmarked funds, a focus on performance-based release of funds,

increased discretion over resources, and generally facilitating the process of decentralisation

**services** - these are what central, regional and local government sector organisations provide for social, political, economic, trade and business purposes. The service sectors include culture and recreation, customs, education, energy, forests, health, justice, police and prisons, protection of the natural environment, roads, sanitation, social services, taxation and revenue collection, and water. Note that privatization involves transferring responsibility for some of these services to the private sector

**smallholder** - someone who runs a small farm

**stakeholders** - all the people who have an interest in the success of a policy, programme or project

**strategy** - a long term plan which outlines the best way to achieve a special purpose

**structural reform** - a programme of free market adjustments that multilateral agencies such as the International Monetary Fund lay down as conditions for lending funds

**subsidiarity** - the principle that a central authority should perform only those tasks which cannot be performed at a more local level

**sustainable development** - this is defined in the Brundtland Report in 1986 as "Development that meets the needs of the present without compromising the ability of future generations to meet their own needs." This links to Agenda 21 of the Rio Summit in 1992 which suggests that all sustainable development plans should take a coordinated approach to tackling environmental, social and economic issues

**systematic** - arranged in a well-organised pattern or system

**target** - a clear idea of what you want to do (it helps to say how much you will do by what date)

**task force** - a group of people appointed to advise on the development of a policy or programme. The group may be deliberately multi-stakeholder so that it can deal with cross sector issues and help build links

**technology** - the use of scientific knowledge for practical purposes in farming, industry, business etc

**tillage** - land that has been cultivated for crops

**transaction** - an business exchange between people

**transparency** - if a policy is transparent then it is easy to see what it is about and there are no hidden features

**vision** - a mental picture of what the future will or could be like

**vulnerable** - if someone is vulnerable, they are weak and badly protected, and are open to attack, criticism or misfortune

**workshop** - a meeting where participants take part in discussion and activities so as to have a product (a clear output)

**zoonoses** - diseases which can be passed from animals to humans



## Abbreviations

ASDP	Agricultural Sector Development Programme
ASDS	Agricultural Sector Development Strategy
CBO	Community Based Organisation
CSO	Civil Society Organisation
DADC	District Agricultural Development Committee
DADP	District Agricultural Development Plan
DDP	District Development Programme
DFID	UK Department for International Development
EU	European Union
FASWOG	Food and Agricultural Sector Working Group
GDP	Gross Domestic Product
ICC	Inter-ministerial Coordination Committee
IFPRI	International Food Policy Research Institute
JICA	Japan International Cooperation Agency
LGA	Local Government Authority
LGRP	Local Government Reform Programme
MAFS	Ministry of Agriculture and Food Security
MCM	Ministry of Cooperatives and Marketing
MWLD	Ministry of Water and Livestock Development
NGO	Non Government Organisation
PO-RALG	President's Office – Regional Administration and Local Government
PRSP	Poverty Reduction Strategy Paper
PSRP	Public Sector Reform Programme
RDS	Rural Development Strategy
TDV	Tanzania Development Vision 2025
TIC	Technical Inter-ministerial Committee
TPRI	Tropical Pesticides Research Institute
URT	United Republic of Tanzania
WB	World Bank

## Appendix 1 – ASDP – the three subprogrammes

The ASDP is based on the ASDS. The ASDS has 5 strategic areas with 41 outputs and 142 interventions. In the ASDP these have been rearranged to make it easier to develop and budget for action plans. There are 3 sub-programmes with 10 components, 61 proposed sub-components and 111 possible interventions.

The three sub-programmes are:

### **Agricultural Sector Support and Implementation at District and Field Level**

**Sub programme A at the District Level** will be implemented mainly by the Local Government Authorities (LGA). It includes activities to support agricultural production and processing. However, to as great an extent as possible, the work of providing goods and services will be contracted out to local contractors, consultants, academic institutions, Non-government Organisations and Community Based Organisations.

About 75% of the available funding will go to this sub-programme.

### **Agricultural Sector Support at National Level**

**Sub programme B at the National Level** involves central authorities in creating an enabling environment for work at the District level. This includes updating policy, improving the regulatory framework, supporting research and technical services and encouraging private sector development. An increasing amount of this work will be contracted out to private service providers where appropriate.

About 20% of the available funding will go to this sub-programme.

### **Cross-cutting issues with other sectors at the national level**

**Sub programme C at the National Level** requires a lot of coordination and cooperation between a wide range of stakeholders. This work calls for much time and effort but not a high level of investment.

About 5% of the available funding will go to this sub-programme.



# Acknowledgements

This plain language guide to the Agricultural Sector Development Strategy (ASDS) demonstrates the commitment of the Government to making the ASDS an accessible and participatory document.

These acknowledgements recognize the work of all stakeholders who were involved in the production of this guide. Special thanks go to the Ministry of Agriculture and Food Security; President's Office-Planning and Privatization; Ministry of Finance; Prime Minister's Office; President's Office-Regional Administration and Local Government; and development partners who served on the ASDS Task Force.

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“The quality of livelihood should be raised by increasing the level of productivity in all sectors. This goal can be achieved by transforming the economy into a strong, resilient and competitive one, buttressed by science and technology.

The strategy to be adopted is that of transforming the economy from a predominantly agricultural one with low productivity to a diversified and semi-industrialized economy with a modern rural sector and high productivity in agricultural production. This will generate reasonably high incomes and ensure food security and food self-sufficiency.

The diversification of the economy must be based on a dynamic industrialization programme focused on local resource-based industries (agro-industries) and capable of meeting the needs of other sectors whilst continuously developing activities that have dynamic comparative advantages.”

Tanzania Development Vision 2025

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