

**EFFECTIVE PARTICIPATION OF FARMERS IS KEY TO SUCCESSFUL
IMPLEMENTATION OF AGRICULTURE POLICIES IN TANZANIA:
CASE STUDY- IMPLEMENTATION OF KILIMO KWANZA
(AGRICULTURE FIRST) RESOLUTION**

By

LWENJE, Julius John

THESIS

Submitted to

KDI School of Public Policy and Management

in partial fulfillment of the requirement

for the degree of

MASTER OF PUBLIC POLICY

2013

**EFFECTIVE PARTICIPATION OF FARMERS IS KEY TO SUCCESSFUL
IMPLEMENTATION OF AGRICULTURE POLICIES IN TANZANIA:
CASE STUDY- IMPLEMENTATION OF KILIMO KWANZA
(AGRICULTURE FIRST) RESOLUTION**

By

LWENJE, Julius John

THESIS

Submitted to

KDI School of Public Policy and Management

in partial fulfillment of the requirement

for the degree of

MASTER OF PUBLIC POLICY

2013

Professor Kim, Taejong

**EFFECTIVE PARTICIPATION OF FARMERS IS KEY TO SUCCESSFUL
IMPLEMENTATION OF AGRICULTURE POLICIES IN TANZANIA:
CASE STUDY- IMPLEMENTATION OF KILIMO KWANZA
(AGRICULTURE FIRST) RESOLUTION**

By

LWENJE, Julius John

THESIS

Submitted to

KDI School of Public Policy and Management

in partial fulfillment of the requirement

for the degree of

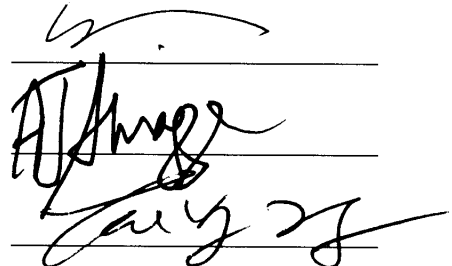
MASTER OF PUBLIC POLICY

Committee in charge:

Professor Kim, Taejong, Supervisor

Professor Shargge, Abraham Joseph

Professor Jung, Tae Yong

The image shows three handwritten signatures in black ink, each written over a horizontal line. The top signature is the most legible, appearing to be 'A. Shargge'. The middle signature is more stylized and less legible. The bottom signature is also stylized and less legible.

Approval as of May, 2013

ABSTRACT

EFFECTIVE PARTICIPATION OF FARMERS IS KEY TO SUCCESSFUL IMPLEMENTATION OF AGRICULTURE POLICIES IN TANZANIA: CASE STUDY- IMPLEMENTATION OF KILIMO KWANZA (AGRICULTURE FIRST) RESOLUTION

By

LWENJE, Julius John

Tanzania's economy is predominantly agricultural whereby smallholders farming dominate agricultural production. About eighty percent of Tanzanians are engaged in agricultural activities. Recognizing this reality, the Tanzanian government has, at different periods of time, been employing a number of initiatives in the agriculture sector with the aim of enhancing agriculture productivity.

Currently, the government of Tanzania is implementing Kilimo Kwanza (Agriculture First) Resolution which aims to enhance agriculture productivity through transforming the agriculture sector. Despite of the fundamental soundness of the Policy, its implementation has not been without flaws—which are consequently affecting the realization of its objectives.

This study critically analyses the model through which the Kilimo Kwanza Resolution is being implemented by revealing the inherent flaws and then proposes an alternative model that addresses the observed flaws. The study argues that a number of problems that are being observed are a result of a less participatory model which the government has adopted in executing the Kilimo Kwanza Resolution. The study calls for a shift to a more inclusive model. Specifically, this study analyses the implementation of the Kilimo Kwanza Resolution

in the context of the government's intervention to improve the agriculture sector. The study uses data from 2000 to 2011.

It has been observed that a non-participatory model through which Kilimo Kwanza is being implemented has given room to misuse and loss of resources that have been allocated for the initiative through embezzlement by public officials, cheating of business people, and purchase of substandard machinery and lack of effective accountability in the implementation process.

It is the belief of this study that effective participation of farmers in the implementation processes of agriculture policies will not be a panacea for the scores of factors affecting agricultural growth in Tanzania. Nevertheless, the role of effective participation cannot be underestimated as it plays a big role in enhancing accountability, good governance and the rule of law—which if realized, will lead to effective realization of the Kilimo Kwanza Resolution. Certainly, a more inclusive framework of implementation will significantly complement other existing endeavors that are geared towards improving the agriculture sector in Tanzania.

Copyright by

LWENJE, Julius John

2011

Dedicated to my lovely wife Mrs. Grace Bidya Lwenje.

For her genuine love, support and encouragement

ACKNOWLEDGEMENTS

I wish to thank, the Almighty God for the wisdom and perseverance that he has bestowed upon me during this research project. I wish to thank my parents Mr. John Y. Lwenje and Mrs. Tupokigwe Lwenje for their endless love and support throughout my life.

I owe my deepest gratitude to my Committee members, Professor Taejong Kim and Professor Abraham Shragge, whose valuable advice, encouragement and support enabled me to improve and finalize my thesis. I wish to thank KDI School for providing me a comfortable environment that enabled me to settle and organize my ideas. I also wish to extend my sincere gratitude to KOICA for granting me a prestigious scholarship.

I wish to thank the President's Office, Public Service Management, for paving a way for me to acquire a scholarship. I wish to thank my supervisors, Mr. Mathias B. Kabunduguru and Mrs. Agnes K. Meena for encouraging me to apply for this program despite the deficit of staff within our Office.

I extend my heartiest appreciations to my wife, Grace Bidya Lwenje for her prayers and moral encouragement to me. I wish to thank my sisters, Patricia Lwenje, Mary Lwenje, and Emmy Lwenje for their support throughout my academic career.

Lastly, I am indebted to my many colleagues who supported me in any manner during the completion of this thesis.

Julius John Lwenje

TABLE OF CONTENTS

LIST OF TABLES AND CHARTS	v
GLOSSARY	vi
CHAPTER 1	1
INTRODUCTION	1
1.1 Background	1
1.2 Statement of problem	5
1.3 Methodology	6
1.4 Research Questions	7
1.5 Research Hypotheses	7
1.6 Scope of the study	8
1.7 Limitation of the study	8
1.8 Counterarguments	9
CHAPTER 2	10
LITERATURE REVIEW	10
2.1 Introduction	10
2.2 Criticism against Kilimo Kwanza Resolution	12
2.3 Conclusion	16
CHAPTER 3	18
KILIMO KWANZA	18
3.1 Historical background	18
3.2 Current Kilimo Kwanza implementation model	20
3.3 Strength of the current Kilimo Kwanza implementation model	23
3.4 Weakness of the current Kilimo Kwanza implementation model	25
3.5 Conclusion	27
CHAPTER 4	28
OBSERVATIONS AND FINDINGS	28
4.1 QUANTITATIVE ANALYSIS	28
4.1.1 Agriculture sector contribution to GDP	28
4.1.2 Relationship between agriculture growth and trends in the MOAFS budget allocations.	29
4.1.3 Relationship between agriculture growth rate and annual average total rainfall	30
4.1.4 Relationship between agriculture growth and budget allocation growth rate in the Ministry of Agriculture and Food Security (MOAFS) and average total rainfall	31
4.1.5 Conclusion	33
4.2 QUALITATIVE ANALYSIS	34
4.2.1 Malpractices inherent in the Kilimo Kwanza implementation processes	34

4.2.2	The 2010 Controller and Auditor General’s Report	38
4.2.3	The 2011 Controller and Auditor General’s Report	39
4.2.4	Conclusion	41
CHAPTER 5		42
EFFECTIVE PUBLIC PARTICIPATION IN POLICY IMPLEMENTATION PROCESSES		42
5.1	Introduction.....	42
5.2	Advantages of effective public participation in decision making	43
5.3	Disadvantages of effective participation in decision making.....	44
5.4	The need for public participation in policy implementing policies.....	45
5.5	Implications of effective participation in implementing Kilimo Kwanza.....	46
5.6	Implications of continuation of the current inadequate participation of farmer in implementing Kilimo Kwanza Resolution.....	47
5.7	A Model for farmers to participate in implementing Kilimo Kwanza	48
5.8	Approaches for selecting farmers who should participate in decision making during Kilimo Kwanza implementation processes	51
5.9	Conclusion	51
CHAPTER 6		53
CONCLUSION AND RECOMMENDATIONS		53
APPENDICES		57
BIBLIOGRAPHY.....		65

LIST OF TABLES

Table 1. Sectorial Structure of East Africa Economies	2
Table 2. Sector Contribution to GDP in Tanzania	28
Table 3. Rainfall trends in Tanzania	30
Table 4. relationship between agriculture growth rate (Y), MOAFS budget allocation growth rate (X1) and Average total rainfall (X2).....	31

GLOSSARY

ASDP	-	Agriculture Sector Development Programme
ASDS		Agriculture Sector Development Strategy
GDP	-	Gross Domestic Product
Kilimo Kwanza	-	<i>Swahili</i> phrase meaning Agriculture First
MDG		Millennium Development Goals
MKUKUTA		Mkakati wa Kuondoa na Kutokomeza Umaskini Tanzania (The National Strategy for Growth and Reduction of Poverty Goals (NSGRP))
MOAFS	-	Ministry of Agriculture and Food Security
OECD	-	Organization of Economic Co-operation and Development
TNBC	-	Tanzania National Business Council
TSH	-	Tanzanian Shillings
VAT	-	Value Added Tax

CHAPTER 1

INTRODUCTION

1.1 Background

Tanzania's economy is predominantly agricultural. Agriculture "accounts for about half of the national income, three quarters of merchandise exports and is the source of food and provides employment opportunities to about eighty percent of Tanzanians."¹ Most of Tanzanians are smallholder farmers producing traditional agricultural commodities that include coffee, maize, sugar, cashew nuts, tobacco, tea, and sisal. Other commodities include a variety of fruits, vegetables and spices. Smallholder farming dominates agricultural production.² Indeed, agricultural activities in Tanzania continue to be subsistence in nature and characterized by low productivity due to lack of access to markets, credit, and advanced technology.

Tanzania remains one of the world's poorest economies. Poverty is a predominantly rural phenomenon; more than 80% of Tanzania's poor live in rural areas, and the sale of food and cash crop is still the most important source of their income.³ Since poverty is predominantly a rural phenomenon, and agriculture is a major economic activity for rural population, it

¹ Agriculture. <http://www.tanzania.go.tz/agriculture.html>. (accessed on October 4, 2011)..

² R. Amani. (2005) MAKING AGRICULTURE IMPACT ON POVERTY IN TANZANIA: The Case On Non-Traditional Export Crops. http://www.tanzaniagateway.org/docs/Making_agriculture_impact_on_poverty.pdf

³ Jehovaness Aikaeli (2010). Determinant of Rural Income in Tanzania: An Empirical Approach. http://www.repoa.or.tz/documents/rr10_4.pdf

logically follows that success in poverty reduction in Tanzania depends critically on performance of the agriculture sector.⁴

Picture: Subsistence farming in Tanzania



SOURCE: <http://in2eastfrica.net/agriculture-council-of-tanzania-favours-strong-farmers-associations>.

Region wise, Tanzania has the highest dependency on agriculture sector among the East African countries as depicted on the table below.

Table 1: Sectorial Structure of East African economies.

	Agriculture			Manufacturing			Services		
	1987	1997	2007	1987	1997	2007	1987	1997	2007
Kenya	31.5	31.6	22.7	11.6	12.7	11.8	50.0	50.2	58.2
Uganda	56.8	42.0	31.1	5.9	8.6	8.8	33.2	40.5	50.7
Tanzania	62.8	46.8	45.3	-	6.9	6.9	29.1	38.9	37.3

Source: World Bank (2008), World Development Indicators

Given the fore highlighted realities, it is not surprising that the Tanzanian government has, at different times, embarked on a number of initiatives with the aim of improving the

⁴ R. Amani (2005)

agriculture sector. It is on these grounds that in his foreword during the inauguration of the *Southern Agricultural Growth Corridor of Tanzania* in January, 2011, the President of Tanzania Hon. Jakaya Mrisho Kikwete's reminded the audience that:

“Two policy initiatives were made during the time of the first President, the late Mwalimu Julius Nyerere—the Villagisation Policy and the Iringa Declaration. The latter, famously known as “Siasa ni Kilimo,” meaning Agriculture is Politics, underscored the use of irrigation besides other aspects of modernization of agriculture. In 2006, the design of the Agriculture Sector Development Strategy (ASDS) and the Agriculture Sector Development Programme (ASDP) were completed..... The objective was to take bold actions to enable Tanzania to realize her aspirations of a modernized and highly productive agriculture.”⁵

Tanzania's agriculture sector has for decades dominated other sectors as far as GDP contribution is concerned. However, in recent years, the economy of Tanzania has witnessed the ever-declining proportion of agriculture's contribution to GDP and the ever-growing contributions of the service and industrial sectors, with the service sector assuming the leading position (**See appendix I**). Undoubtedly, this trend corresponds with the economic phenomenon that maintains that as other sectors grow due to economic development, the contribution of agriculture tends to decline:

“The process of economic development is invariably characterized by a sectorial transition away from an economic structure based on agriculture to one dominated by manufactures and services...In general, agriculture's contribution to GDP declines as

⁵ Jakaya Mrisho Kikwete, President, The United Republic of Tanzania Foreword: Kilimo Kwanza in motion, (January 2011), http://www.agdevco.com/sysimages/foreword_final.pdf. (accessed September 14, 2011).

the economy develops, to the extent that high income OECD countries rarely have more than 2%-3% of GDP generated by their farm sectors.”⁶

In line with the spirit of recognizing the vital role that agriculture continues to play to the Tanzania’s economy, the government of Tanzania prepared the Agriculture Sector Development Strategy (ASDS) in 2001 and in 2002 the Agricultural Sector Development Programme (ASDP) was prepared as the implementing document for the strategy. The ASDS and ASDP sought to improve productivity, raise agricultural growth and profitability; reduce poverty; decentralize public sector responsibilities to local government authorities; increase the involvement and participation of local communities in decision-making; and encourage a shift towards private sector leadership in production, marketing, processing and service delivery.⁷ The design of the ASDS and its operational program—the ASDP, were completed in 2006. The program was planned to be implemented for seven years, from 2006/7 to 2012/13.⁸

Currently the Tanzanian government is implementing Kilimo Kwanza (Agriculture First) Resolution which complements ASDS and ASDP. Kilimo Kwanza aim to modernize the agriculture sector by emphasizing mechanization; using improved seeds, utilization of fertilizer; and encouraging businessmen to engage in agriculture. In the course of implementing Kilimo Kwanza, considerable progress has been witnessed. The government has reduced and exempted tax to some agricultural equipment; has introduced special loans to farmers; has been providing farm input subsidies; has increased the budget of the agriculture

⁶ Jonathan Brooks, OECD Secretariat, 2010, **Agricultural Policy Choices in Developing Countries: A Synthesis**, OECD Headquarters, Paris, <http://www.oecd.org/dataoecd/50/31/46340461.pdf>.

⁷ CONCERN WORLDWIDE (2008). Responding to the needs of marginal farmers: A Review of Selected District Agricultural Development Plans in Tanzania

⁸ The United Republic of Tanzania, AGRICULTURAL SECTOR DEVELOPMENT PROGRAMME (ASDP), [http://www.kilimo.go.tz/publications/english%20docs/ASDP%20FINAL%2025%2005%2006%20\(2\).pdf](http://www.kilimo.go.tz/publications/english%20docs/ASDP%20FINAL%2025%2005%2006%20(2).pdf).

sector and has been providing Power Tillers (small tractors) to organized farmers on loan basis.

Nonetheless, a thorough analysis of the way Kilimo Kwanza is being implemented shows that the initiative has failed to live up to the high aspirations of the Tanzania majority. Some critics have come forward to argue that the initiative is fundamentally wrong-headed. I have reservations on these critics. Instead, my argument in this thesis is that, the flaws in implementation processes are the main cause. More specifically, it is the lack of effective farmer's participation in the initiative's implementation process that lay at the heart of the problem. Certainly, lack of effective farmer's participation has given room to abuse and misuse of resources that have been committed to the implementation of Kilimo Kwanza and consequently hindering effective realization of its objectives.

1.2 Statement of problem

In June, 2009, the President of Tanzania approved the Kilimo Kwanza Resolution (Agriculture First Resolution) whose objectives are to modernize and commercialize the agricultural sector through strategic agriculture production and introducing incentives to stimulate investments in agriculture. Undoubtedly, Kilimo Kwanza Resolution complements the already existing ASDP.⁹ The Resolution introduces ten actionable pillars upon which its implementation should be built.

Though the Resolution is generally sound and welcome, the challenges that lie in its implementation processes call for firm intervention if the initiative is to effectively yield its intended objectives. Two years and so have passed since the Resolution started to be

⁹ Joint Government and Development Partners Group, 23rd November, 2009, "ACCELERATING PRO-POOR GROWTH IN THE CONTEXT OF KILIMO KWANZA."

implemented; however, the realities on the ground have not been received with massive appreciation. The non-participatory approach that dominates the implementation process of the initiative has rendered many farmers, who are the prime stakeholders, to the status of mere bystanders in the implementation process. As a result, many farmers are still ignorant of the Resolution and thus unable to effectively participate in the implementation processes in a manner that could have made the initiative more beneficial to them.

Therefore, although farmers are the prime target of this resolution, they however, have inadequate information concerning the Resolution, as such; they don't know what opportunities are there for them and what is expected of them. Vital information is limited to government officers who make most of the decisions concerning the implementation of the Resolution. A number of malpractice incidences in the implementation processes of the initiative have been reported across Tanzania. All these incidences call for measures to alleviate this situation which is detrimental to the realization of the initiative's objectives.

1.3 Methodology

This research study has used primary and secondary data. Besides, quantitative and qualitative data have also been employed in this study. Primary data were collected from the Ministry of Agriculture and Food Security, Ministry of Finance and Economic Affairs, Tanzania Metrological Agency, and the Tanzania Bureau of Statistics, while secondary data were collected from the website of the Parliament of Tanzania, agriculture research documents, and other relevant internet sources. Simple and multiple regressions have been used to analyze the data. Charts, graphs and tables have been used to illustrate the data.

1.4 Research Questions

This study responds to the following questions:

1. What are the problems hindering effective implementation of *Kilimo Kwanza*?
2. What is the existing relationship between the resources allocated for agriculture and the performance of the sector?
3. Can effective participation of farmers improve the implementation of the *Kilimo Kwanza* Resolution?

1.5 Research Hypotheses

The study has been guided by the following hypotheses;

1. There is a mismatch between resources that are allocated to the agriculture sector and the performance of the sector.
2. Inadequate participation of farmers is undermining effective realization of the *Kilimo Kwanza* objectives.

It is the expectation of this study that the findings will shed light on the importance of effective participation of farmers in *Kilimo Kwanza* implementation processes and hence convince the policy and decision makers to adopt necessary measures for redressing the situation before it is too late. Given the crucial role that effective participation is likely to play in the success of any initiative, this study will therefore inform other policies that are currently under implementation. Since the agriculture sector is and will continue to be the backbone of Tanzania's economy for many years to come, the findings of this study will therefore add to the existing knowledge on the trends and complexities within the Tanzanian agriculture sector and thus provide additional reliable inputs to researchers interested in improving Tanzania's agriculture sector and economic development as a whole.

1.6 Scope of the study

The study focuses on the impact that effective participation of farmers has in the implementation of agriculture policies in Tanzania. It highlights trends in the agriculture sector from 2000 to 2011 and reveals how inadequate participation of farmers in the implementation of Kilimo Kwanza Resolution has affected the agriculture sector.

1.7 Limitation of the study

Kilimo Kwanza Resolution—which is the focus of the study—became operational in 2009; hence three years' data might not be very useful for statistical analysis and interpretations if analyzed in isolation. However, since these data have been analyzed in the context of the trends in the agriculture sector from the year 2000, the impact of the Kilimo Kwanza intervention will be traced and measured through observing the variations after the introduction of the initiative.

Due to limited information on the regional agriculture trends in Tanzania, the study has mostly used national agriculture data. Therefore it is likely that the employed data might not reflect the agricultural realities in all regions of Tanzania, thus making it disadvantageous for someone who might be interested in observing and studying regional agriculture trends.

Lack of data on other variables that affect agriculture growth, such as prices of agriculture produce, weather conditions, pests, and soil fertility has limited thorough quantitative analysis as the data could have reflected the significance of each variable to the agriculture growth in Tanzania.

1.8 Counterarguments

1. Kilimo Kwanza Resolution was approved in 2009; therefore there cannot be enough data that will lead to findings that are statistically significant.

Answer: This study employs quantitative and qualitative analysis. Quantitative analysis of the implementation of Kilimo Kwanza is not done in isolation but rather it is done in the context of eleven years trends in the agriculture sector. Thus the impact of Kilimo Kwanza (if any) will be revealed in this continuum. Furthermore, qualitative analysis assesses the realities on the ground since the Kilimo Kwanza Resolution came into effect. By and large, this study aims to suggest ways of improving Kilimo Kwanza, therefore making it needless to wait for a considerable number of years which some may consider having statistical significance.

2. Why bother to improve the agriculture sector instead of service sectors that currently contribute large portion of the national GDP?

Answer: Though the agriculture sector's contribution to national GDP has been declining, the sector continues to employ more than 75% of Tanzanian population.

3. Failure of the agriculture productivity to respond to increased funding might be due to some other factors such as price fluctuations, pests, inclement weather conditions, etc.

Answer: The effects of the pointed factors in agriculture productivity are obvious. It is on assumption that this study holds them constant.

CHAPTER 2

LITERATURE REVIEW

2.1 Introduction

The approval of Kilimo Kwanza Resolution (*the initiative which aims to transform agriculture by enhancing its financing so as to improve technology, increase industrialization and ultimately boost productivity*) by the President of Tanzania, Mr. Jakaya Mrisho Kikwete in 2009 amplified the government's continued recognition of the key role that agriculture contributes to the nation's economy. The Implementation Framework for Kilimo Kwanza is built around the following ten pillars¹⁰:

1. National Vision on Kilimo Kwanza—this entails adopting the vision of Kilimo Kwanza by instilling political will at all levels of leadership and garnering commitment of all Tanzanians to the Kilimo Kwanza resolution and modernizing and commercializing agriculture for peasant, small, medium and large scale producers.
2. Financing of Kilimo Kwanza by increasing the government budgetary allocation to Kilimo Kwanza, establishing and mobilizing resources for the Tanzania Agricultural Development Bank (TADB), establishing a special fund for Kilimo Kwanza, supporting savings and credit cooperative society (SACCOS) and instituting policies that support commercialization of agriculture.

¹⁰ Chirimi Makuna. BUSINESS TIMES, 28TH January, 2011: "Is Ministry of Agriculture up to its role in promoting Kilimo Kwanza?."

http://www.businesstimes.co.tz/index.php?option=com_content&view=article&id=694:is-ministry-of-agriculture-up-to-its-role-in-promoting-kilimo-kwanza&catid=41:kilimo&Itemid=67

3. Institutional reorganization for management of Kilimo Kwanza by instilling good governance, streamlining functions and establishing mechanisms for public/private ownership of Kilimo Kwanza
4. Paradigm shift to strategic framework of Kilimo Kwanza by identifying priority areas for strategic food commodities for the country's self-sufficiency including the production of high value and horticultural crops, legislating contract farming and undertaking value chain analysis on priority commodities.
5. Land for Kilimo Kwanza: This entails fast tracking the land delivery system, amending the Village Land Act No 5 of 1999 to facilitate equitable access to village land, allocating land to the Land Bank, effectively using land owned by government agencies, instituting structural changes in land management and fast tracking land dispute resolution.
6. Creating incentives for Kilimo Kwanza by determining fiscal and other incentives to stimulate and increase competitiveness of agriculture, removing market barriers to agricultural commodities, price stabilization and strict adherence and enforcement of standard weights and measures.
7. Industrialization for Kilimo Kwanza to address the needs of agricultural producers, creating backward linkages between agriculture and industry, improving seed production and increase utilization of fertilizers, managing post-harvest losses and enhancing trade integration and management.
8. Institute mechanism for effective utilization of science, technology and human resources for Kilimo Kwanza
9. Identify infrastructure development needs for Kilimo Kwanza, rural electrification for agricultural transformation and creating market centers in every ward.

10. Mobilization of government machinery, private sector and sensitization of all Tanzanians for Kilimo Kwanza.

2.2 Criticism against Kilimo Kwanza Resolution

The implementation of Kilimo Kwanza Resolution has invited criticisms from ordinary citizens, farmers, policy analysts, pundits and agriculture experts. They challenge the implementation of the initiative and subsequently suggest various ways through which the initiative can be improved. They argue that Kilimo Kwanza initiative will be effectively implemented if the government will utilize Information Communication and Technologies (ICT); come up with a pro-small holder farmers' tax exemption policy and utilize drilled water to enhance irrigation farming. Furthermore, some agriculture experts argue that Kilimo Kwanza carries seeds of slavery and that it will not succeed because it is applied uniformly by ignoring regional soils and topographical differences in Tanzania.

In his paper "*Exploitation of Current Developments in ICT to Enhance Implementation of Kilimo Kwanza in Tanzania,*" Mr. Chatama blames Kilimo Kwanza Resolution for ignoring ICT. He uses ICT to mean "various technologies used to collect, store, order, edit, process and pass on information necessary in implementation of Kilimo Kwanza." He gives a comprehensive analysis on how ICT can enhance implementation of Kilimo Kwanza. He further provides trends in ICT development in Tanzania stating that up to 2009, there were 16,051,647 and 181,671 mobile phone and fixed-line subscribers respectively. He argues that this positive trend in ICT, if exploited will improve implementation of Kilimo Kwanza "through improving the quality of research and training, reducing administrative costs and enhancing effectiveness and efficiency in information access, retrieval, processing, storing,

and dissemination. ” He also recommends various ways through which ICT can be effectively put into use.¹¹

However, though the role of ICT in enhancing government’s interventions across the world cannot be doubted, Mr. Chatama’s argument underestimates the “*digital divide in Tanzania*” (differences in accessing Internet and ICT in rural and urban areas)¹² and the fact that “only one percent of Tanzanians living in rural areas have access to electricity.”¹³ Since it is known that about 80 percent of farmers in Tanzania are in the rural areas, Mr. Chatama’s argument is overly optimistic and unrealistic, at least for the time being.

In their article, “*Does Kilimo Kwanza Benefit Poor Farmers?*” Policy Forum—a local Non-Governmental Organization in Tanzania analyzed Tanzania’s 2010/2011 budget to examine the extent to which the “*Kilimo Kwanza-driven tax exemptions*” are helping poorer farmers. In their explicit analysis, they challenged the implementation of Kilimo Kwanza (focusing on the 6th pillar which introduces incentives to farmer) arguing that the VAT (value added tax) exemption that the government introduced on fuel, animal feed, combine harvesters, horticulture and transportation of agricultural products for organized farming “*will do little to alleviate poverty amongst the bulk of the rural population,*” who produce 80 percent of the

¹¹ Yuda Chatama, World Libraries, “Exploitation of Current Developments in ICT to Enhance Implementation of “Kilimo Kwanza” in Tanzania.” http://www.worlib.org/vol18no2/chatamaprint_v18n2.shtml (accessed July 2, 2011)

¹² Stein Kristiansen and Bjørn Furuholt, “A RURAL-URBAN DIGITAL DIVIDE? REGIONAL ASPECTS OF INTERNET USE IN TANZANIA”. <http://www.ifipwg94.org.br/fullpapers/R0090-1.pdf> (accessed July 17, 2011).

¹³ ESI-AFRICA.COM, “Aim of boosting electricity access to 25 percent’ - Tanzania Minister of Energy, ” <http://www.esi-africa.com/node/8330>. (accessed July 1, 2011).

food required in the country. To address this problem, the article recommends the government to come up with “*pro-poor agriculture tax policy.*”¹⁴

I find these accusations unjustifiable as the Government should instead be recommended for introducing tax exemption to the listed items as through the trickledown effect the majority of Tanzanians, engaged in farming, will end up benefiting directly or indirectly.

Mr. Hamilla, the Managing Director of the water-drilling company known as *Make Engineering and Water Works Ltd.*, criticizes the implementation of Kilimo Kwanza, arguing that it will not be successful if “*proper plans to run with the programs are not put in place.*” He argues that the mere supply of agricultural equipment (as per Kilimo Kwanza eighth pillar) is not a solution to agriculture problems in Tanzania and thus he recommends the use of drilled water in enhancing Kilimo Kwanza because of the importance of water to plants. He suggests conducting agriculture and water researches and good governance as ways through which Kilimo Kwanza can be best implemented.¹⁵

Mr. Hamilla’s critique has been misdirected because Tanzania has abundant water sources (rivers, lakes, dams) and reliable rainfall thus making the option of utilizing drilled water uninteresting to most farmers. All in all, the critique could have been sound had Tanzania been experiencing arid climate. Therefore failure to utilize drilled water cannot be directly associated with ineffective implementation of Kilimo Kwanza.

¹⁴ Policy Forum, “*Do Kilimo Kwanza Benefit Poor Farmers*”, accessed July 17 2011. <http://www.policyforum-tz.org/files/AgricultureBrief.pdf>.

¹⁵ Admin, “*Drilling: A forgotten aspect in the Kilimo Kwanza drive*”, *Business Times*, February 04 2011, , http://www.businesstimes.co.tz/index.php?option=com_content&view=article&id=713:drilling-a-forgotten-aspect-in-the-kilimo-kwanza-drive&catid=41:kilimo&Itemid=66 (accessed July 17, 2011)

Dr. Damian Ggabagambi, the Senior Researcher at the Sokoine University of Agriculture, has challenged Kilimo Kwanza arguing that though it was a credible idea, it carries the seeds of slavery because its emphasis on promoting large-scale farming (1st Pillar which seeks to modernize and commercialize agriculture) might make smallholder farmers become either laborers or out-growers. He asserts that:

“..Small-holder farmers should be told that 'Kilimo Kwanza' is not for them; they should scale down their expectations on Kilimo Kwanza... Imagine a situation where the majority of local farmers will be either laborers or small-scale farmers around foreign farms; it is a kind of slavery.”

He further argue that, the issue is only about feeding the nation and exporting the surplus, but rather it is how to deal with the army of smallholders released from farming. He cautioned that if the problem was not addressed it may lead to future generations to fight to reclaim their land—calling this “*the second wave of African liberation.*” Dr. Ggabagambi advises the Tanzanian government to learn from China and many other emerging economies in South East Asia that succeeded with smallholder farmers instead of prioritizing large-scale farmers at the expense of the small as it is the case with Kilimo Kwanza.¹⁶

Dr. Ggabagambi’s arguments seem to ignore the power of transformation by assuming that smallholder farmers will never transform into large-scale farmers. His arguments also lacks soundness by assuming that Kilimo Kwanza will not be successful because once large farms have been established, the laborers will feel like they are slaves, therefore ignoring the economic principles of demand and supply whereby one willingly offers his labor expecting

¹⁶ Business Times, Friday, 10 June 2011, When Kilimo Kwanza carries the seeds of slavery, http://www.businesstimes.co.tz/index.php?option=com_content&view=article&id=1097:when-kilimo-kwanza-carries-the-seeds-of-slavery&catid=1:latest-news&Itemid=57 (accessed October 8, 2011).

rewards in return. Indeed, emphasis on promoting large-scale farming enhances the implementation of Kilimo Kwanza and not otherwise.

In his research on Maize Farming and Household Wellbeing conducted in Rukwa Region, Mr. Justin Urassa from Sokoine University of Agriculture observed that Kilimo Kwanza was still being applied uniformly throughout all regions, ignoring regions' specific comparative advantages. He challenges the tendency arguing that there cannot be a single way of boosting agriculture productivity in all the regions in the country.¹⁷

Mr. Urassa's argument concerning the adverse impact of the *one-size fits all* approach that is used to implement Kilimo Kwanza is plausible. However, the impact that is likely to emanate from the approach in question is not likely to pose serious impact to the effective implementation of Kilimo Kwanza given the fact that the larger part of Tanzania experience similar climatic conditions.

2.3 Conclusion

While analysts criticizing Kilimo Kwanza impliedly argue that Kilimo Kwanza is a flawed policy because it has failed to address some important issues, as discussed earlier in this chapter, this research differs with this thought by arguing that Kilimo Kwanza is a feasible policy which has been introduced at a right time. In Tanzania, farming is a source of food, employment, raw materials and foreign exchange. Thus if the objectives of the initiative will be realized its impact will have a direct benefit to the majority of Tanzanians given the fact that the majority of Tanzanians are engaged in farming.

¹⁷KASATI-NEWS, May 30, 2011, Experts Embark on Kilimo Kwanza, <http://kalongakasati089.blogspot.com/2011/05/expert-emberck-on-kilimo-kwanza.html> (accessed October 30, 2011).

This research study argues that inadequate participation of farmers in the Kilimo Kwanza implementation process is undermining effective realization of its objectives. I concur with Professor Dewey's (1927) argument that "*when the public is as uncertain and obscured, bosses with their political machines fill the void between the government and the public.*"¹⁸ I therefore strongly believe the hypothesis that if farmers will effectively participate in implementing Kilimo Kwanza, they will own the initiative, effectively monitor it, and assist to hold irresponsible officers accountable, and reduce administrative costs. Furthermore, effective participation of farmers in implementing Kilimo Kwanza will, in a long run, enhance democracy, good governance and rule of law in Tanzania.

¹⁸ John Dewey, 1927. *The Publics and its Problems: The Eclipse of the Public*, Holt Publishers, New York.

CHAPTER 3

KILIMO KWANZA

3.1 Historical background

Kilimo Kwanza Resolution is an intervention in the agriculture sector that was approved by the President of Tanzania, Mr. Jakaya Mrisho Kikwete, in 2009. The intervention aims at transforming agriculture by enhancing its financing so as to improve technology, increase industrialization and ultimately boost productivity. Certainly, Kilimo Kwanza “simply means that the totality of the national development effort should be directed—on priority basis, to the implementation of Tanzania’s green revolution as an ultimate vehicle for the socio-economic transformation of the country”.¹⁹ It was introduced amid the hitherto Agriculture Sector Development Program (ASDP). Undoubtedly, Kilimo Kwanza came as an intervention to complement the Agriculture sector development program (ASDP) that was initiated in 2006. Kilimo Kwanza has the following objectives:

- To inject fresh vigor into the agricultural industry,
- To intensify the implementation of the Agricultural Sector Development Program (ASDP) whose main objective is to achieve a sustained agricultural growth of five percent per year, through the transformation from subsistence to commercial agriculture,
- To increase the competitiveness of agricultural production for trade and food security,
- To stimulate broad-based poverty reduction by accelerating agricultural growth in Tanzania,
- To accelerate implementation and achievement of MDGs (Appendix VI) and MKUKUTA (Appendix VII) targets and objectives, with a strong emphasize on pro-poor growth.

¹⁹ TANZANIA NATIONAL BUSINESS COUNCIL. 6TH TNBC MEETING:
http://www.tnbctz.com/index2.php?option=com_docman&task=doc_view&gid=117&Itemid=117

The implementation of Kilimo Kwanza has brought huge impact in the Tanzania agriculture sector. Specifically, this impact has been brought about by the following initiatives:

- The Government planned to increase the budget of the agriculture sector from 6.4% to 10% of the National Budget. To start with, in 2009 the allocated Budget was 7.9%.
- The government is encouraging horticulture through providing tax exemption for farmers engaged in horticulture farming.
- The government is providing tax exemption, VAT special relief and tax reduction for large scale farmers and for organized farmers.
- The government is encouraging the utilization of improved seeds and fertilizers by providing farm input subsidies to enable farmers to purchase farm inputs at a reduced price.
- The government is attracting business people to engage in agriculture by removing land ownership barriers and by exempting tax on farm machinery such as tractors and combine harvesters.

From the onset of the Kilimo Kwanza Resolution, involvement of farmers—particularly small holder farmers, in the designing and planning has not been a government priority. Nevertheless, the private sector (business people), on the other hand, were fully involved during the initiation processes:

“The ASDP is a government-led program. In order to involve other stakeholders in the agricultural sector, especially the private sector, the government and stakeholders formulated Kilimo Kwanza...The resolve properly anchored the involvement of the private sector in the development of agriculture.”²⁰

²⁰ Prof. Jumanne Abdallah Maghembe, http://www.unctad.info/upload/GCF2011/doc/A4-A8/gcf2011_A8_Maghembe_en.PDF

However, despite of this technical oversight, there is still room for redressing the situation through introducing a mechanism that will enable farmers to be fully aware of Kilimo Kwanza. Certainly, effective participation of farmers appears to be the best way through which farmers can be induced to fully participate in implementing the initiative.

3.2 Current Kilimo Kwanza implementation model

The approval of the Kilimo Kwanza Resolution witnessed the surge in the budget of the Ministry of Agriculture and Food Security by 101% in nominal terms in the 2009/2010 budget (see **appendix II**). This increased budget manifested the government's seriousness in pursuing the initiative. The allocated funds were to be used mainly in subsidizing farmers (through farm input subsidies), erecting and innovating infrastructures, and in promoting Kilimo Kwanza. The farm input subsidy is implemented under the following arrangement:

MINISTRY OF AGRICULTURE—is responsible for preparing farm input vouchers, entering into contracts with Banks to enable cashing of vouchers, and coordinating the voucher scheme at all levels;

REGION AUTHORITY—is responsible for submitting the region's farm implements needs to the Ministry, receiving vouchers from the Ministry and distributing them to respective Districts, and coordinating the voucher scheme at Regional level;

DISTRICT AUTHORITY—is responsible for submitting district's farm implement needs to the Region Authority, distributing vouchers to villages according to the number of those who qualify, and coordinating the voucher scheme within the district;

VILLAGE COMMITTEE—is responsible for liaising with Agriculture Officers in identifying farmers who qualify for subsidy and collaborating with Extension Officers to ensure that the input subsidies are utilized as intended;

FERTILIZER COMPANIES—are responsible for supplying and selling farm implements to the Agents in respective Regions and Stations;

AGRICULTURE IMPLEMENT DISTRIBUTING AGENTS—are responsible for ensuring that they have agriculture implements every time; receiving farm input vouchers and cash from farmers in exchange for farm implements;

AUTHORISED BANKS—are responsible for receiving and verifying submitted vouchers from agriculture implement agents and execute payments.

Besides this fine arrangement, the realities on the ground reveal the following:

- (i). Farmers are not adequately fully involved in deciding how farm input subsidies should be distributed—therefore leading to information asymmetry whereby Public Officers and Businesspeople keep a lot of information for their own individual advantage. This situation has given room for some unethical Public Officers to steal and sell farm input vouchers to Businesspeople to the detriment of farmers. This has consequently led to deterioration of social capital (*the network of social connections that exist between people, and their shared values and norms of behaviour, which enable and encourage mutually advantageous social cooperation*)²¹ within the Tanzania farmers (Rober D. Putman et al, 1995).

It has been observed that “*farmers are weakly organized and trained at the grassroots, at Village, Ward and District levels such that their effective participation*

²¹ Dictionary.com. “Social Capital”, <http://dictionary.reference.com/browse/social+capital> (accessed September 1, 2012).

in implementing Kilimo Kwanza is hindered."²² Robert Dahl (1989) listed *enlightened understanding*²³ among other criteria for democratic processes. This situation no doubt is a cause for Village Subsidy Committee members to end up overlooking some important aspects that could have improved the implementation of Kilimo Kwanza. Under this situation it appears that the Village Subsidy Committee members have no final say on how farm input subsidies should be distributed as such, they are only used as rubberstamps.

- (ii). The Businessmen have taken the advantage of farmers' lack of adequate information concerning farm input subsidies to collude with some Government Officers to misappropriate funds from the program. This situation corresponds with Dewey (1927) statement that: "*Nature abhors a vacuum when the public is as uncertain and obscure as it is today, and hence as remote from government, bosses with their political machines fill the void between government and the public.*"²⁴ In Tanzania's case however, it is the Businessmen who have filled the vacuum.

- (iii). The implementation of the Kilimo Kwanza applies a uniform approach throughout the country ignoring regional differences in terms of topography, geology and soils. It was under this situation that the Government distributed Minjingu fertilizer (a new fertilizer brand) across Tanzania. Since no adequate research was done on this newly introduced fertilizer, it came to be realised later that the fertilizer is not suitable for the soil of some parts of Tanzania. It is on this ground that Mbulu constituency MP,

²² MVIWATA, "Empowering Participation of Farmers in Agriculture Sector, Financed by IFAD," <http://www.mviwata.org/content/empowering-participation-farmers-agricultural-sector-financed-ifad>. (accessed November 18, 2011).

²³ Robert Dahl, *A Theory of the Democratic Process: In Democracy and Its Critics*. (New Haven: Yale University Press, 1989), 106-118.

²⁴ Dewey, John, 1927. *The Publics and its Problems: The Eclipse of the Public*. Holt Publishers, New York.

Mr Mustapha Akunaay, challenged the practice by asking reasons for farmers in his constituency to be forced to use phosphate fertiliser from the Minjingu plant in Babati District stressing that " Minjingu fertiliser is not suitable to all types of soils, including those in many parts of Mbulu."²⁵

3.3 Strength of the current Kilimo Kwanza implementation model

Kilimo Kwanza has consistently been highly backed by the Tanzanian leadership from the outset. Particularly, the Prime Minister of Tanzania, Mr. Mizengo K. Pinda, has been very active in promoting the initiative, therefore manifesting the Government's commitment to the intervention. Additionally, all local authorities have been urged to make sure that Kilimo Kwanza program features in their annual agendas. The Government's commitment has attracted Businesspeople to engage directly—through establishing their own farms, or indirectly—through supplying huge quantities of agriculture inputs. It is on this basis that the President of Tanzania, Mr. Jakaya Mrisho Kikwete "*ordered all district councils to buy at least 50 power tillers (small tractors) and some tractors every year to improve mechanization of the sector which is still characterized by hand hoe technology.*"²⁶

²⁵ Filbert Rweyemamu, The Citizen, "**Farmers up in arms over issuance of inputs vouchers for inputs**" 07 March 2011, <http://thecitizen.co.tz/news/51-other-news/8885-farmers-up-in-arms-over-issuance-of-inputs-vouchers-for-inputs.html>. Accessed on 02 January, 2012.

²⁶ FINNIGAN WA SIMBEYE, 2nd May, 2011, "*Daily News, Private sector identifies setbacks in Kilimo Kwanza initiative.*" <http://dailynews.co.tz/business/?n=19474&cat=business>, accessed on 06 November, 2011.



Honourable Mr. Samwel Sitta (the then Speaker of the Tanzania National Assembly) handing over 12 Power Tillers to 12 wards in his Constituency in 2009.

Source: Swahili Street²⁷

As one of the means to enhance the implementation of Kilimo Kwanza, the Government of Tanzania has increased farmers' accessibility to loans through the Tanzania Investment Bank:

“In late 2010 the President of Tanzania launched a lending window at the Tanzania Investment Bank (TIB), and by late last year the bank had disbursed some Nine Billion Tanzanian Shillings to farmers out of the Twenty Two Billion Tanzanian Shillings that had been allotted to it by that period.”²⁸

²⁷ Swahili Street, 30 may, 2011, “**Hand to the tiller-Part le Pili**,” <http://swahilistreet.wordpress.com/tag/kilimo-kwanza/>, accessed 10 November, 2011.

²⁸Chirimi Makuna, Business Times, 04 February 2011 “*Financing for Kilimo Kwanza – Serious focus required*” Friday, http://www.businesstimes.co.tz/index.php?option=com_content&view=article&id=712:financing-for-kilimo-kwanza--serious-focus-required&catid=41:kilimo&Itemid=66, accessed 06 November, 2011.

3.4 Weakness of the current Kilimo Kwanza implementation model

Kilimo Kwanza is being implemented through a framework that focuses on ten pillars.²⁹ The implementation framework explicitly lists activities to be implemented, their corresponding time frame and the responsible officials or entities throughout the program. Though the supporters of Kilimo Kwanza recommend the initiative for having been able to avoid the top-down approach, the reality on the ground, as far as grass-root farmers are concerned, shows that there is less involvement of farmers in the Kilimo Kwanza implementation process.

Though three years have passed since Kilimo Kwanza was adopted, the Government has yet to fulfill its promise of allocating ten percent of the National Budget to the Agriculture Sector as it is stipulated in Pillar No. 1, therefore delaying the anticipated impact from the intervention.

While farm input subsidy policy is commendable in that it has reduced the burden borne by poor farmers, it is nevertheless prone to abuse at all levels of implementation.³⁰ The following shortfalls are embedded in the Kilimo Kwanza implementation processes:

- The criteria for determining who qualify for the farm input subsidy are not clear as some poor and widow whom presumably qualify for subsidy end up being disqualified.
- The type and quality of farm inputs that are sometimes supplied are contrary to farmers' expectations.

²⁹ Tanzania National Business Council. Kilimo Kwanza. <http://www.tnbctz.com/index.php/KILIMO-KWANZA/View-category.html> (accessed March 22, 2012).

³⁰ The Citizen, 5 January, 2011 Tanzania: Farm Inputs Voucher System Needs Review, <http://allafrica.com/stories/201101060871.html>. (accessed November 6, 2011).

- Farmers at village level usually have insufficient information on the quantity and type of farm input subsidies that they are entitled to, as a result some farm input distributing Agents distribute only few bags of fertilizer/seeds subsidies and then sale the rest ‘behind the door’ at high price to maximize their profit.³¹
- The Officers at the District level, who are responsible for distributing subsidy vouchers to village committees, do not reveal the amount of vouchers they receive as well as the allocation per Village. This lack of information on the side of Village Committee members and farmers provide loopholes for some unethical Officers to embezzle vouchers and sale them at low price to Businessmen who easily go to claim money to the Bank therefore maximizing their profits at the detriment of farmers. For instance, some Government Officers in Mbulu District embezzled funds and then forged receipts to show that farm inputs have been supplied. Furthermore, some ordinary farmers have raised their voices to claim that they had not only missed the vouchers but also did not know the criteria used to supply them.³²
- While farm input subsidy program under Kilimo Kwanza addresses some of the sources of inefficiency of past subsidy programs, it does not address how to prevent political manipulation of subsidy benefits as was the typical experience of past programs. That’s why currently a politically well-connected village could receive more than it demanded [of scarce hybrid maize seed], while other villages received only a fragment of their requirement.³³

³¹ The Citizen, 5 January 2011. “*Farm Inputs Voucher System Needs Review*,” <http://allafrica.com/stories/201101060871.html> (accessed October 20, 2011).

³² Filbert Rweyemamu, The Citizen.

³³ Afua Branoah Banful, “Old problems in the new solutions? Innovations in fertilizer subsidies and politically motivated allocation of program benefits” http://www.gssp.files.wordpress.com/2010/06/banful_oldproblemsinnewsolutions_paper-2_.pdf.

3.5 Conclusion

Besides some good elements of farmers' participation that feature in the current Kilimo Kwanza implementation model, experience on the ground has revealed that the implementation of Kilimo Kwanza exhibit a top-down (non-participatory) model which has consequently eclipsed farmers in decision making in the course of implementing the intervention. This situation has negatively been affecting effective realization of Kilimo Kwanza objectives. Given the impact that Kilimo Kwanza is likely to have among Tanzanians, it is high time that a more inclusive model was utilized if Kilimo Kwanza is to be implemented for the betterment of farmers who are the main stakeholders.

CHAPTER 4

OBSERVATIONS AND FINDINGS

4.1 QUANTITATIVE ANALYSIS

4.1.1 Agriculture sector contribution to GDP

The contribution of the agriculture sector to the national GDP has continuously been decreasing annually. This signifies the increasing dominance of other sectors in Tanzania's economy (Table 2). The agriculture sector contribution to national GDP has dropped from being the main contributor to the third –ranked contributor. However, this relative shrinking, as far as GDP sector contribution is concerned, does not necessarily mean an absolute decrease in agriculture productivity but rather signifies the increasing significance of other sectors.

Table No. 2. Sector contribution to GDP

YEAR	Real GDP Growth	Agriculture contribution to GDP	Industry contribution to GDP	Services contribution to GDP
2000/01	4.9%	48	17	35
2001/02	6.0%	-	-	-
2002/03	7.2%	-	-	-
2003/04	6.9%	-	-	-
2004/05	7.8%	43.3	17.2	39.6
2005/06	7.4%	-	-	-
2006/07	6.7%	43.2	18.1	38.7
2007/08	7.1%	42.8	18.4	38.7
2008/09	7.4%	27.1	22.5	50.4
2009/10	6.7%	26.4	22.6	50.9
2010/11	6.5%	28.4	24	47
2011/12	6.4%	-	-	-

SOURCE: CIA-World Fact book. <http://www.emprededor.com/factbook/fields/2012.html>

4.1.2 Relationship between agriculture growth and trends in the MOAFS budget allocations.

The trends in budget allocations for the MOAFS show tremendous increase in nominal values in the financial years 2003/2004 and 2009/2010 by 671% and 101% respectively (Appendix II). The 2009/2010 surge no doubt was a response to the Kilimo Kwanza Resolution. While the budget allocation growth rate in the 2009/2010 in real values grew by 12.1, the agriculture growth rate increased by 1 from 3.2 to 4.2 (See Appendix II).

The relationship between agriculture growth rate and trends in the budget allocations of the Ministry of Agriculture and Food Security has been given by the following regression model.

$$y = \beta + \alpha x + \varepsilon$$

$$\text{RAG} = 4.7731 - 0.006 \text{ GRMB} + \varepsilon$$

$$(0.0056) \quad (0.0056) \quad R^2: 0.165, \quad N: 8$$

Key: RAG-Real Agricultural Growth

GRMB: Real Growth Rate in the Ministry of Agriculture and Food Security budget allocation

Interpretation:

The regression result shows that agriculture growth rate was falling with increasing budget allocation in Ministry of Agriculture and Food. This is unexpected result since under normal circumstance one would expect the opposite. However, these results can be attributed to a number of factors as follows:

- The small sample size (N: 8) that has been used has left a lot of information unexplained (i.e. $R^2: 0.165$);
- Some allocated funds could have been injected in areas that do not have immediate impact in the sector hence making it impossible to influence agriculture growth within the period under study;

- There is a possibility that there are other factors, than budget input changes, that may be correlated with budget changes;
- Tanzania agriculture is predominantly rain fed; hence variations in rainfall might have contributed to the observed results;
- Mismanagement of farm input subsidies.

Generally, the regression results above indicate that increased budget allocation in the agriculture sector, has yet to positively influence agriculture growth in Tanzania. Given the diverse nature of factors that influence agriculture productivity in Tanzania, this situation calls for a more participatory approach in the management and implementation of Kilimo Kwanza in order to rectify the observed trend.

4.1.3 Relationship between agriculture growth rate and annual average total rainfall

Agriculture growth and rainfall trends show that the agriculture sector has been growing with increasing rainfall (Table No. 3).

Table No. 3. RAINFALL TRENDS IN TANZANIA (2000 TO 2010)

Year	Total Rainfall(millimeter)	Annual Average Total Rainfall(millimeter)	Real Agriculture Growth (%)
2000	21,264	1,772	3.4
2001	22,017	1,835	5.5
2002	27,207	2,267	5
2003	17,360	1,447	4
2004	23,668	1,972	5.8
2005	17,944	1,495	5.2
2006	28,827	2,402	4.1
2007	21,868	1,822	4.3
2008	22,994	1,916	4.8
2009	22,361	1,863	3.2
2010	20,248	1,687	4.2
AVERAGE	22,342	1,862	4.5

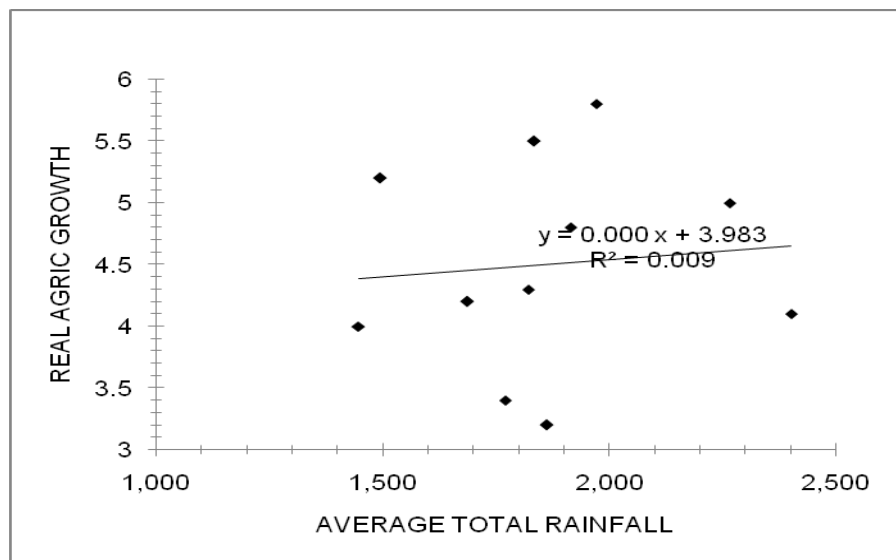
SOURCE: Tanzania Metrological Agency

Key:

- **Total Rainfall:** Sum of rainfall in all Regions of Tanzania mainland
- **Annual Average Total Rainfall:** Monthly average rainfall in all Regions of Tanzania mainland

Source: Tanzania Metrological Agency

The regression results below show that agriculture growth is positively correlated to rainfall trends in Tanzania .This observation conforms with the general expectation that increase in rainfall (not extreme) will lead to increased agricultural productivity, hence agriculture growth.



4.1.4 Relationship between agriculture growth and budget allocation growth rate in the Ministry of Agriculture and Food Security (MOAFS) and average total rainfall

Table No.4: Relationship between agriculture growth (Y) and budget allocation growth rate in the MOAFS and (X₁) average total rainfall (X₂)

Year	Growth rate of MOAFS budget	Real Agriculture Growth (Y)	Growth rate of MOAFS budget minus Inflation (X1)	Total Average rainfall (X2)
2001/02	-26.5	5.5	-31.3	1,835
2002/03	-72.0	5	-76.4	2,267
2004/05	18.5	5.8	14.1	1,972
2005/06	84.4	5.2	78.5	1,495

2006/07	4.2	4.1	-2.8	2,402
2007/08	7.3	4.3	-3.0	1,822
2008/09	-13.6	4.8	-25.7	1,916
2009/10	100.9	3.2	93.7	1,863
2010/11	10.5	4.2	-	1,687
2011/12	2.0	3.6	-	-

The correlation between agriculture growth (Y) and budget allocation growth rate in MOAFS (X_1) and average total rainfall (X_2) has been given by the following regression model.

$$Y = 8.4030 - 0.0113X_1 - 0.0018X_2 + \varepsilon$$

$$(2.4752) \quad (0.0062) \quad (0.0013)$$

$$R^2: 0.418166, \quad N: 8$$

Key: Y: Real Agricultural Growth

X1: Growth rate in budget allocation for the Ministry of Agriculture and Food Security.

X2: Average total rainfall.

Interpretation:

The regression result shows that agriculture growth rate was falling with increasing budget allocation in the Ministry of Agriculture and Food Security and increasing rainfall. This is unexpected result since under normal circumstance one would expect the agriculture growth rate to be increasing with increasing budget and rainfall. These results may be attributed to a number of factors as follows:

- The small sample size (N: 8) that has been used leaving a lot of information unexplained ($R^2: 0.418166$);
- Unpredictable weather conditions;
- Mismanagement of farm input subsidies;
- Natural hazards such as drought that occurred in Tanzania in 2008;

- The fact that there are other factors that influence agriculture growth apart from budget allocation and rainfall trends. Among other factors include willingness of people to participate in agriculture.

The regression results above imply that the government should revisit the approach it has been using to implement Kilimo Kwanza.

4.1.5 Conclusion

Though the correlation has shown that increased budget allocation for the Ministry of Agriculture and Food Security has no significance on the agriculture growth in Tanzania, there is no doubt that the small sample size that has been used has contributed to the unusual results. However, the fact that rainfall trends in Tanzania have shown to have a positive correlation with agriculture growth amplifies the fact that there are other factors beyond budget allocation that are significantly and positively affecting agriculture growth.

Although the results do not express a causal relationship, the observed relationship between the budget allocations of the MOAFS and the agriculture growth in Tanzania raises questions on the way funds allocated to the agriculture sectors are being utilized. For instance, the introduction of Kilimo Kwanza in 2009/2010 saw the budget allocation of MOAFS growth rate surge from -13.6 (or -25.7 taking inflation into consideration) to 100.9 (or 93.7 taking inflation into consideration) while the agriculture growth rate decreased from 4.8 % to 3.2% from 2008/09 to 2009/10 respectively, and then increased meagerly to 4.2% in 2010/11. In 2011/12 the recorded agriculture growth was 3.6. Hypothetically, one would expect an increase in agriculture growth beyond the current recorded rate given the financial resources that have been devoted to the sector by the Government. This trend calls for means for

improving the utilization of resources in the Agriculture Sector as one of the ways to enhance agriculture productivity.

Generally, the observed relationships of the variables that influence agriculture growth suggest that there are other variables that significantly influence agriculture growth in Tanzania.

4.2 QUALITATIVE ANALYSIS

4.2.1 Malpractices inherent in the Kilimo Kwanza implementation processes

Available evidences on the ground suggest that the current model of farmers' participation in implementing Kilimo Kwanza causes information asymmetry on the side of farmers, therefore giving room for malpractices in the process. These malpractices include embezzlement, late delivery of farm inputs, and corruption among Bureaucrats and Businessmen. This situation partly contributes to the negative correlation between resources allocated to the agriculture sector and agriculture growth rate as observed earlier.

Although it appears that there exist some degrees of participation in the Kilimo Kwanza implementation process, a thorough observation gives a clearer picture of the reality on the ground. The Village Committee Members—who according to the current arrangement participate in listing farmers who should qualify for farm input subsidies within the village, have no say as to who should access the inputs. For example, Village Committee Members had no answers as to why in Tunduma where out of 1732 farmers who were registered, only 233 received farm input vouchers from the District.³⁴

³⁴ African News, 21 January, 2010, "Tanzania should revisit Agriculture Subsidy". http://www.africanews.com/site/list_message/24935 (accessed November 17, 2011).

Some high Government Officers in Tanzania have also revealed flaws embedded in the Kilimo Kwanza implementation processes. Mr. John Mwakipesile, the hitherto Mbeya Regional Commissioner, admitted at the public rally in Tunduma town, when he was blaming the way farm inputs subsidies were being distributed, stating that “the system has failed to benefit the targeted group as the government intended. He attributed the failures to unethical conduct of Government Officials who were maneuvering subsidy vouchers in collaboration with Businessmen.”³⁵

Some Businessmen have taken the advantage of farmers’ lack of adequate information concerning input subsidy to collude with some Government Officers in smuggling farm inputs subsidies. For instance, in Mpanda District, Police arrested two people and impounded 195 bags of subsidy fertilizer that were allegedly being smuggled to Burundi.³⁶ Generally, there has been complaint over limited quantity of subsidies, voucher theft, smuggling, price hike and selling underweight fertilizers—less than 50 kilogram standard weight per bag. Indeed, in this situation, the impact that effective participation of farmers would have played in minimizing the highlighted vices is obvious.

In Morogoro Region it was reported that, some local leaders were cheating farmers by buying their subsidy vouchers at low prices with the aim of purchasing farm inputs for reselling at higher prices³⁷. The picture below shows some farmers registering their complaints after they were cheated.

³⁵ African News, Tanzania should revisit agriculture subsidy, 21 January, 2010, http://www.africanews.com/site/list_message/24935 (accessed November 12, 2011).

³⁶ In2EactAfrica, 6 January, 2011, Rukwa police nab fertilizer smugglers, <http://in2eastafrika.net/rukwa-police-nab-fertilizer-smugglers/> (accessed August 30, 2011).

³⁷ The Citizen, 5 January, 2011 Tanzania: Farm Inputs Voucher System Needs Review, <http://allafrica.com/stories/201101060871.html>, (accessed 6 November, 2011).



The photo showing part of 219 farmers in Doma ward whose farm input vouchers were embezzled by government officers registering their names.



The photo showing implicated officers under arrest in Morogoro Region.

Non participatory decisions that have been made by Public Officers in the Kilimo Kwanza implementation process have caused considerable losses to the Agriculture Sector in Tanzanians. For instance, a number of local authorities have bought substandard Power Tillers (small tractors) which have ended up becoming a liability to farmers due to the short span of their durability. Farmers' outcry on this issue was echoed by the Members of Parliament when the Parliamentary Committee on Agriculture, Livestock and Water raised concerns over the type of Power Tillers that were being procured by various local Government authorities in the country.

“... the tractors were made for use in Pakistan and not for Africa. The manufacturing license for Massey Ferguson number 240,375 and 385 made by Millat Tractors Limited of Pakistan some thirty years ago required the equipment not to be used out of Pakistan.”³⁸

Furthermore, many farmers have expressed their dissatisfaction over the influx of substandard power tillers.

“Several farmers have expressed concern over the influx of sub-standard power tillers in the domestic market and appealed to the Government to ban such import....Farmers and traders interviewed in several regions by 'Daily News' claimed that China was the main source of sub-standard tractors and asked the Government to swiftly redress the situation.”³⁹

³⁸ The Citizen, Sunday, 17 April 2011 “*Authorities likely to lose billions,*” <http://allafrica.com/stories/201104180258.html> (accessed November 12, 2011).

³⁹ Daily News, 13 November, 2011, “*Inferior power tillers frustrate farmers,*” <http://www.dailynews.co.tz/home/?n=13620&cat=home> (accessed November 12, 2011).



KILOSA District Commissioner Halima Dendego inspects one of 50 power tillers bought by the District Council that have been discovered to be sub-standard in January 2010.

(Photo by John Nditi)

4.2.2 The 2010 Controller and Auditor General's Report⁴⁰

In his 2010 Annual Report that sampled twenty Districts—out of 137, the Controller and Auditor General found that 977,430,090 Shillings that was allocated for the implementation of Kilimo Kwanza during the financial year 2009/2010, was not used as intended. Furthermore, the Report pointed out that inputs worth 225,832,000 Shillings were stolen by either Government Officials or Businessmen, 183,344,100 Shillings were not used, and that the remaining amount was due to substandard items. The Report also outlined the following issues as impeding the smooth implementation of the Kilimo Kwanza Resolution:

- Ignorance of farmers on Kilimo Kwanza.
- Poor planning.

⁴⁰ Annual General Report of The Controller and Auditor General on the Financial Statements of Local Government Authorities for the financial year ended 30th June, 2010. http://nao.go.tz/?wpfb_dl=72.

- Late delivery of agriculture inputs.
- Theft of agriculture inputs.
- Negligence.
- Substandard inputs.

Since the report was based on the sampled twenty Districts, if these findings were to be used to extrapolate the amount of misused funds allocated for Kilimo Kwanza across the country, the figure would amount to 6,206,681,071.5 Shillings against the total budget of 228,564,587,000 Shillings that was allocated to the Ministry of Agriculture and Food Security. Though the figure appears to be significantly small, there is no doubt that had this wasted amount of money been utilized as intended it could have raised the pace of agriculture growth at least to some degrees beyond the recorded. Additionally, even though there is a possibility that the approximated figure might not reflect the reality, this can, however, not lessen the magnitude of the problem.

Furthermore, the factors that were listed by the Controller and Auditor General's Report as hindering the smooth implementation of Kilimo Kwanza, could have been mitigated, had farmers been effectively involved in the Kilimo Kwanza implementation processes.

4.2.3 The 2011 Controller and Auditor General's Report⁴¹

In his 2011 Annual Report that sampled ten Districts (out of 137), the Controller and Auditor General found that 3,654,586,504 Shillings that was allocated for the implementation of Kilimo Kwanza for the financial year 2010/2011 was not used as intended. Specifically, the

⁴¹ The Controller and Auditor General Report for 2010/2011.

<http://www.nao.go.tz/files/Local%20Government%20AuthoritiesGeneral%20Audit%20Report.pdf>. (accessed June 2, 2012).

Controller and Auditor General Report pointed that inputs worth 161,775,000 Shillings were stolen by either Government Officials or Businessmen, while 3,492,811,504 Shillings was not used. The Report went further to reveal inherent weaknesses that impede the smooth implementation of Kilimo Kwanza as follows:

- Underutilization of Subsidy Agriculture Input Vouchers,
- Delay by Agents to distribute Agriculture Input Vouchers to farmers, and
- Theft of Agriculture Input Vouchers.

The report further recommended the following measures to be taken in order to attain Kilimo Kwanza objectives:

- (i). Responsible committees to establish strategies for controlling and ensuring close monitoring of the agriculture voucher and ensure that, legal action is taken against those who facilitated the loss,
- (ii). Management to make sure that Agents responsible for distribution of the agriculture inputs abide with the contractual obligations, and
- (iii). Councils to coordinate with the Ministry of Agriculture to ensure that, agriculture inputs are supplied timely and as per requirements to stimulate agriculture within the Councils.

As the report was based on a sample of ten Districts, if the findings were to be used to extrapolate the amount of misused funds allocated for Kilimo Kwanza across the country, the figure will amount to 50,067,835,106 Shillings equal to 19.8% of 253,355,014,000 Shillings that was allocated to the Ministry of Agriculture and Food Security. Indeed the unused and stolen money would have had a considerable impact in the Tanzania Agriculture Sector.

Certainly, if the Controller and Auditor General's recommendations are to be implemented, effective participation of farmers in the Kilimo Kwanza implementation process will prove to be the best means through which the observed weaknesses can be rectified. Indeed, effective participation will give room for accountability and transparency which are currently inadequate in the Kilimo Kwanza implementation process.

4.2.4 Conclusion

The observed discrepancy between the resources allocated for the purpose of implementing Kilimo Kwanza vis-a-vis the pace of agriculture growth, and a score of malpractices that have been revealed by various reliable sources—including the Controller and Auditor General's Reports, clearly unearth the extent of the problem as far as implementation of Kilimo Kwanza is concerned. It is therefore evident that the current model through which Kilimo Kwanza is being implemented has created a breeding ground for the observed situation which is hindering the smooth implementation of Kilimo Kwanza. Undoubtedly, the current model has eclipsed farmers and made them incapable of influencing the implementation of Kilimo Kwanza to their best advantage and therefore, giving room for malpractices that is hindering the smooth implementation of the intervention.

CHAPTER 5

EFFECTIVE PUBLIC PARTICIPATION IN POLICY IMPLEMENTATION PROCESSES

5.1 Introduction

There are many names that are used to describe public participation. It is called citizen engagement, citizen involvement, and community-based decision-making, community-based governance, community policing and neighbourhood-based decision-making. Generally, public participation is simply defined as “the involvement of people in a problem-solving or decision-making process that may interest or affect them.”⁴² Participation can take different forms such as direct representational—by selecting representatives from membership-based groups and associations; political—through elected representatives; and information-based—with data aggregated and reported directly or through intermediaries to local and national decision makers.⁴³ According to the principle of public participation, “those who are affected by a decision have a right to be involved in the decision-making process.”⁴⁴

Effective participation refers to the situation whereby “*citizens have adequate opportunity, and an equal opportunity, for expressing their preferences as to the final outcome throughout the process of making binding decisions.*”⁴⁵ Effective participation undoubtedly, entails putting stakeholders at the centre of decision making on issues that concern their daily lives.

⁴² Why should decision-makers involve others?-Engaging with the Public- University of Minnesota Extension, <http://www.extension.umn.edu/distribution/citizenship/components/00018a.html> (accessed on 3 January, 2012).

⁴³ Empowerment and Poverty Reduction: A Sourcebook. PREM World Bank. 2002.

⁴⁴ Public participation, Wikipedia, http://en.wikipedia.org/wiki/Public_participation (accessed on 03 January, 2012).

⁴⁵ Robert Dahl, (1989), “A Theory of the Democratic Process.” In *Democracy and Its Critics*. New Haven: Yale University Press:106-118.

Indeed, effective participation is among the main pillars that enhance democracy as it enables citizens to assume decision making powers on various aspects of their lives. Additionally, effective participation enhances legitimacy of the process. These highlighted benefits are what make effective participation a desired aspect for any intervention that touches people's welfare.

5.2 Advantages of effective public participation in decision making

Effective participation in decision making can lead to the following benefits:

- Restores deteriorating public trust through increasing public trust in authorities, improving citizen political efficacy, enhancing democratic ideals and even improving the quality of policy decisions;
- Has economic—since involving the public in decision making process may increase public awareness and minimize opposition, and enable the government to serve both time and money;
- Provides administrators a wide range of public-preference decision making;
- Enhances accountability and transparency since public participation can be a means for the participating communities to hold public authorities accountable for implementation;
- Enhances citizen cooperation in the policy implementation process;
- Adheres to democratic principles since paying attention to the public's ideas, values and issues results in more responsive and democratic governance;
- Helps to identify problems that can and should be solved because good public participation processes help to quickly identify key difficulties, challenges or opportunities; create better, deeper understanding of the situation, problems, issues, opportunities and options for action.

- Enhances future problem-solving capacity since a good process can greatly enhance, rather than diminish, future problem-solving capacity. Thus participants will see and experience success that can be applied to similar situations in future;
- Conflict Management—although conflicts are inevitable, they are made explicit in the public participation debate hence making conflict handling more efficient; and
- Enhances sustainability of the program because knowledge, perspectives and information of different stakeholders are used to solve problems of sustainability.

5.3 Disadvantages of effective participation in decision making

Besides the fore-mentioned benefits emanating from effective participation, effective participation has not been spared from flaws. The following are some of the disadvantages associated with effective participation of citizens in decision making:

- May be time consuming; hence become a hindrance for issues that require swift decisions;
- May be costly since the bigger the number of citizens involved in decision making the more costly it becomes;
- Lack of experience—sometimes there might be no benefit of involving the public in decision making because of their lack of knowledge or expertise on the issue at stake;
- Cynicism—some people often don't believe that their comments can actually effect change and believe that decisions are pre-determined.

The disadvantages associated with effective citizen participation do not however discredit the involvement of citizens but rather they signal the fact that caution must be taken when involving the public in decision making in order to overcome.

5.4 The need for public participation in policy implementing policies

The importance of public participation in policy implementation process has been emphasized by Irvin and Stansbury in their article on citizen participation in decision making:

“.....an engaged citizens is better than a passive citizenly..... with citizenry participation, formulated policies might be more realistically grounded in citizen preferences, the public might become more sympathetic evaluators of the tough decisions that government administrators have taken, and the improved support from the public might create a less divisive, combative populace to govern and regulate.....citizens participation will produce more public-preference decision making on the part of administrators and a better appreciation of the larger community among the public.....improved citizen participation could stem the deterioration of public trust evidenced by widespread hostility towards government entities...and a policy that is well grounded in citizen preferences might be implemented in a smoother less costly fashion because the public is more cooperative.”⁴⁶

Furthermore, the importance of farmers’ involvement in decisions affecting them was also underscored by the first President of Tanzania, Mwalimu Julius K. Nyerere, when he stated that, “...the obligation of our party is to ensure that the leaders and experts implement the plans that have been agreed upon by the people themselves.....it is not correct for leaders

⁴⁶ Renee A Irvin & John Stansbury. Citizen Participation in Decision Making: Is It Worth the Effort? <http://graduateinstitute.ch/webdav/site/developpement/shared/developpement/mdev/soutienauxcours0809/Gironde%20Pauvre/IrvinParticip.pdf>.

and experts to usurp the people's right to decide on an issue just because they have expertise.’’⁴⁷

5.5 Implications of effective participation in implementing Kilimo Kwanza.

The shortfalls in the Kilimo Kwanza implementation process has made some people to argue that the initiative should be reviewed for the purpose of identifying and rectifying all institutional and operational weaknesses, and that there is no use in continuing to run a program that is not sustainable and which could lead to losses of millions of Shillings.⁴⁸

Indeed, budget deficit, institutional and operational weaknesses, negligence and lack of capacity of some farm input distributing Agents, untrustworthy farmers—who opt to sale their vouchers, and lack of proper monitoring have contributed to inadequate implementation of the Kilimo Kwanza Resolution. However, inadequate participation of farmers in the implementation process appears to play a significant role to the aforementioned shortfalls that are embedded in the implementation processes of the initiative. This reality can be observed through unearthing the benefits that would accrue from adequate participation of farmers in the Kilimo Kwanza implementing processes as follows:

- Farmers will be actively participating in monitoring vouchers and distributions of farm inputs and hence minimize theft;
- Farmers will be well informed and therefore input distributing Agents and unethical Government Officers will have limited room for stealing and smuggling farm inputs

⁴⁷ TANU (1971). Tanganyika African National Union. Dar es Salaam Tanzania.

⁴⁸ The Citizen.Tanzania: “*Farm Inputs Voucher System Needs Review.*” 5 January 2011. <http://allafrica.com/stories/201101060871.html>.

and farm input vouchers respectively as farmers will hold them accountable in cases of unjustified farm inputs delivery;

- Social capital will be enhanced and therefore, farmers will trust and respect their Government due to the two way traffic of information; and
- Farmers will easily own Kilimo Kwanza initiative hence increase the pace of realizing its objectives.

5.6 Implications of continuation of the current inadequate participation of farmer in implementing Kilimo Kwanza Resolution.

Definitely, if the current model under which Kilimo Kwanza is being implemented is left to prevail, there is no doubt that the intervention will partially or never achieve its intended objectives because of the following factors:

- i. Farmers will fall in desperate hence no fresh vigor will be injected into the agricultural industry;
- ii. Agriculture sector will retard or grow at a very slow pace, hence leading to the failure to achieve an anticipated sustained agricultural growth of five percent per year, through the transformation from subsistence to commercial agriculture;
- iii. There will be insufficient agriculture productivity to enhance food security and increase the competitiveness of agricultural production;
- iv. Poverty is likely to worsen among Tanzanians, particularly within the rural population; and
- v. Tanzania will fail to achieve Millennium Development Goals (Appendix VI) and the National Strategy for Growth and Reduction of Poverty Goals (Appendix VII).

Additionally, prolonged inadequate participation of farmer in implementation Kilimo Kwanza will lead to:

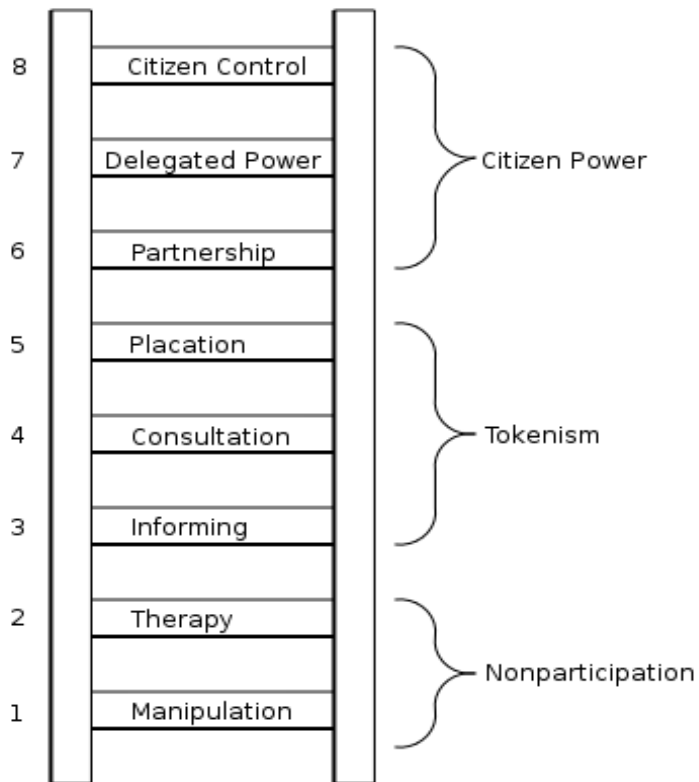
- i. Kilimo Kwanza Resolution losing credibility;
- ii. Retarded agriculture growth;
- iii. Mismatch between resources directed to the agriculture sector and the improvement of the sector; and
- iv. Few people becoming richer at the expense of farmers.

5.7 A Model for farmers to participate in implementing Kilimo Kwanza

While participation is admirable, the degree of participation is what people are concerned with. As discussed earlier, there is inadequate participation of farmers in the Kilimo Kwanza implementing processes. Under this situation therefore, the need to have a model of participation that improves the current one can never be over emphasize. Sherry R. Arnstein's "*Ladder of Citizen Participation*" sheds light on the appropriate farmers' participation model that needs to be adopted in Tanzania—a model that will take into account the concerns of the farmers, who in this accord, are the main stakeholders.

The ladder provides various forms of citizen participation and goes further to detail the qualities of each step, thus offering various options of models of participation according to the needs of the society. Certainly, the ladder highlights some forms of participation which might seem to be participatory while in fact they are *non-participatory* and it does so by exposing the true nature of each model. The first step signifies the lowest level of participation while the eighth step signifies the highest level of citizen participation.

Figure: A ladder of citizen participation



According to the ladder, in step 1 and 2, the power holders embark on educating and curing the citizens. The citizens have no say as information only flows in one direction. The two steps represent citizen non-participation model. In steps 3, 4 and 5, citizens are allowed to hear and to have a voice but have no power to ensure that their views are implemented as the power holders still make decisions. In step 6, citizens can negotiate and engage tradeoffs with traditional power holders, while in steps 7 and 8 citizens obtain the majority of decision making seats or full decision making power.

Applying the *ladder of citizen participation* on Tanzanian farmers, as far as implementation of Kilimo Kwanza is concerned, they could be found on the lower steps of the ladder, within steps 3, 4 and 5 which, though appear to be participatory they are in fact non-participatory.

This is due to the fact that almost all major decisions are made by the Government. This model of participation (Tokenism) is continuously pushing farmers out of the Centre of decision making on issues which concern their daily livelihood, hence making them incapable of playing a more active role in implementing Kilimo Kwanza.

The above observation suggests that should the current model through which Kilimo Kwanza is being implemented persist; agriculture growth will continue to be negatively correlated to the resources directed to the sector as only few people will benefit from the initiative at the detriment of the majority voiceless farmers. Besides, farmers will not own the initiative and the observed malpractices in the implementation process will prevail hence consequently compelling farmers to discredit Kilimo Kwanza.

Given the benefits that accrue from effective participation of citizens in decision making, a model that puts farmers at the center of decision making, need to be urgently adopted if Kilimo Kwanza is to be implemented smoothly. Therefore, there is need to adopt Citizen Power Model (which include Step 6, 7, & 8) which according to Sherry R. Arnstein's "*Ladder of Citizen Participation*", is participatory. Indeed, this model is admirable as it will make farmers to own Kilimo Kwanza implementation processes and hence offset the current flaws that are persistently jeopardizing the realization of Kilimo Kwanza objectives.

Since it is literally not an easy task to climb the ladder to the final step while skipping lower steps, applying Sherry R. Arnstein's "*Ladder of Citizen Participation*" incrementally on the implementation of Kilimo Kwanza will be effective. Thus, it will be admirable for the new model to begin with embracing step 6—which signify the beginning of citizen participation. However, this beginning will not signify impossibility of attaining steps 7 and 8, but rather it

will entail a one positive step towards farmer's attainment of full decision making power in implementing agriculture policies in Tanzania.

5.8 Approaches for selecting farmers who should participate in decision making during Kilimo Kwanza implementation processes

Since it is impossible for all people within the village to meet and make wise and informed decisions on the issue at stake, few people should be selected to represent the population. However, it is generally agreeable that, the means through which representatives are obtained determine the authenticity and acceptability of the decisions that they make.

There are various approaches that are used to select citizens who should participate in decision making. These approaches include *self-selected*—self-selected subset of the general population, *selective recruitment*—selectively recruiting participants from among subgroups who are less likely to engage, *random selection*—randomly selecting participants from among the general population.

As far as Kilimo Kwanza is concerned, farmers should be given opportunity to convene public rallies and deliberate on the way they think Kilimo Kwanza should be implemented before *randomly selecting* those who will assume representative roles. Through deliberations representatives will be provided with key inputs that will make them have a big picture of what is expected of them whilst enabling them to become enlightened representatives.

5.9 Conclusion

It is therefore high time that Tanzanian farmers utilized the *Citizen Power Model*, at least by starting with the 6th step which will make farmers to have power to negotiate and engage in tradeoffs with the government and provide a two-way communication. This model will

enable farmers to have a say on which type of farm inputs they prefer, who should supply farm inputs, what quantity should be supplied, and how.

Generally, the model will considerably pave a way for transparency and thus offset most of the problems that are being continuously groomed under the current model where information asymmetry prevails to the detriment of farmers. Additionally, the model will enhance accountability, rule of law, and good governance and consequently instill hope and confidence among farmers towards their government, given the fact that the listed virtues are the basic prerequisite of a democratic government. Certainly, farmers will be aware of what they should expect from the government and who should be held accountable in cases of anomalies.

CHAPTER 6

CONCLUSION AND RECOMMENDATIONS

The fact that a large population of Tanzanians continue to depend on agriculture to sustain their livelihood amplifies the continuing significance of the sector to the nation as a whole. Just as in other developing countries, agriculture plays a vital role in Tanzania's economy through providing foreign exchange, employment, food, and raw materials. Indeed, given the realities on the ground, agriculture will continue being one of the major economic determinants of Tanzania's economic development for many years to come. This reality therefore makes all current government's initiatives dedicated towards improving the agriculture sector more meaningful and timely.

Since her independence in 1961, the government of Tanzania has remained committed to enhancing the agriculture sector, through various interventions, with the aim of boosting agriculture productivity. The Agriculture Sector Development Program and the Kilimo Kwanza Resolution—that complements the former, manifests the government's consistent commitment to the sector.

Nevertheless, the problems embedded in the implementation processes of the Kilimo Kwanza Resolution have contributed to the ineffectiveness of the initiative. Available evidence have proved that a model through which the initiative is being implemented eclipses farmers who are the main stake holders, therefore paving way to various problems such as embezzlement of funds, delaying of agriculture inputs, insufficient farm inputs, the use of *one size fits all* approach that ignores regional comparative advantages, and underutilization of funds allocated to the initiative. Available evidences also shows that, flaws that are embedded in the

Kilimo Kwanza implementation process contribute directly or indirectly to negatively affecting the initiative and therefore undermining effective realization of its objectives.

The benefits that will accrue from effective participation of farmers in the Kilimo Kwanza implementation process call for an urgent need for the shift from the current *Tokenism Model* to the *Citizen Power Model*. Through this new model of participation, farmers will own the intervention and hence participate effectively in monitoring and implementing the initiative. Nevertheless, the new model of farmers' participation cannot be a panacea for a score of problems inherent in the Kilimo Kwanza implementation processes, but a means for inducing acceptability of the initiative by all stakeholders and forging a mechanism that enhances its implementation.

Indeed, the credibility of the Kilimo Kwanza Resolution cannot be doubted; however, addressing the existing challenges in its implementation process will make it gain more credibility and legitimacy. It is on this terrain that this study recommends the following:

1. The model under which the Kilimo Kwanza initiative is being implemented inhibits effective participation of farmers in its implementation processes. To mitigate this problem, the government of Tanzania should review the model through which the initiative being implemented to make it more participatory and farmers' oriented.
2. The government should stop applying Kilimo Kwanza Resolution uniformly across the country (*one size fits all approach*) and instead take into consideration the regional comparative advantages so as to make the intervention more useful and effective.
3. Since the model under which Kilimo Kwanza is being implemented is prone to embezzlements of farm input subsidies at different levels of implementation, the names of farmers who are eligible for farm inputs subsidies should be publicized at every respective village in order to mitigate the vice.

4. In order to regain farmers' trust, the government should take swift decisions to reprimand its officers once they have been implicated in embezzlement of funds intended to improve the agriculture sector.
5. As a means to enhance farmers' ownership of Kilimo Kwanza initiative, the quantity of farm inputs subsidies allocated across the country should be publicized to address the inherent problem of information asymmetry.

APPENDICES

APPENDICES

APPENDIX I

Tanzania GDP Contribution by sector

YEAR	Real GDP Growth	Agriculture contribution to GDP	Industry contribution to GDP	Services contribution to GDP
2000/01	4.9%	48	17	35
2001/02	6.0%	-	-	-
2002/03	7.2%	-	-	-
2003/04	6.9%	-	-	-
2004/05	7.8%	43.3	17.2	39.6
2005/06	7.4%	-	-	-
2006/07	6.7%	43.2	18.1	38.7
2007/08	7.1%	42.8	18.4	38.7
2008/09	7.4%	27.1	22.5	50.4
2009/10	6.7%	26.4	22.6	50.9
2010/11	6.5%	28.4	24	47
2011/12	6.4%	-	-	-

SOURCES: 1. <http://www.oecd.org/dataoecd/7/12/40534097.pdf>

APPENDIX II

Tanzania agriculture variables trends (2000/01 to 2011/12)

Year	National Budget (TSH billion)	Budget allocation for MOAFS (TSH billion)	Real GDP	Agriculture contribution to GDP	Agriculture growth	Agriculture sector Budget as % of National Budget
2000/01	1,395	34	4.9%	48%	3.4	3.8
2001/02	1,765	25	6%		5.5	2.8
2002/03	2,219	7	7.2%		5	4.4
2003/04	2,607	54	6.9%		4	5.6
2004/05	3,348	64	7.8%	43.2%	5.8	4.8
2005/06	4, 177	118	7.4%		5.2	5.8
2006/07	4, 851	123	6.7%	43.2%	4.1	6.1
2007/08	6, 661	132	7.1%	42.8%	4.3	6.2
2008/09	7, 216	114	7.4%	27.1%	4.8	4
2009/10	9, 514	229	6.7%	26.4%	3.2	7
2010/11	11, 700	253	6.5%	28.4%	4.2	7.78
2011/12	13,526	258	6.4%		3.6	8

SOURCES: 1. <http://www.oecd.org/dataoecd/7/12/40534097.pdf>
 2. <http://www.sarpn.org/documents/d0002672/index.php>

APPENDIX III

Tanzania Real GDP growth

2000	2001	2002	2003	2004	2005	2006	2007
4.9%	6%	7.2%	6.9%	7.8%	7.4%	6.7%	7.1%
2008	2009	2010	2011*				
7.4%	6.7%	6.5%	6.4%				

**Estimate*

SOURCE: <http://www.gfmag.com/gdp-data-country-reports/164-tanzania-gdp-country-report.html#axzz1XUjEUro6>

APPENDIX IV

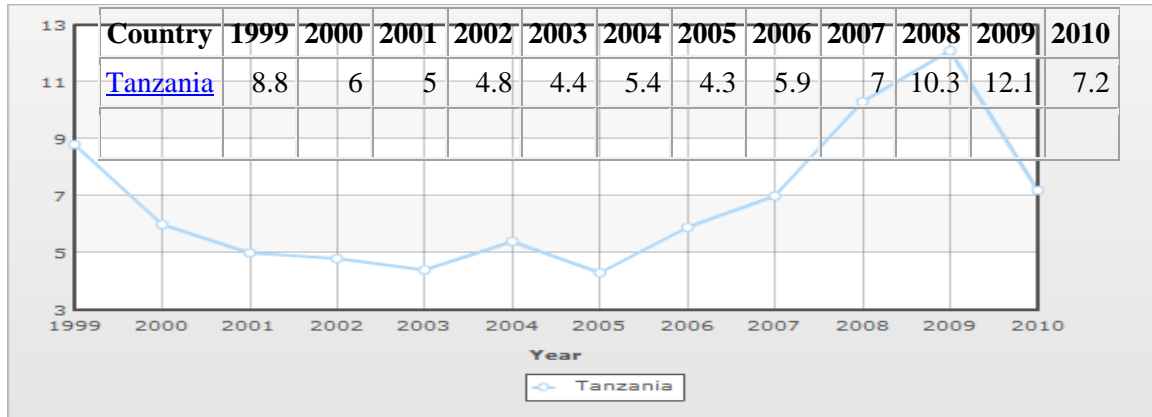
Tanzania Total Rainfall (mm)

Regions	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Bukoba	1215	1811	1902	1711	1935	1811	2357	2210	2066	2418	1806
Arusha	531	692	1010	466	479	530	1323	666	764	737	764
Musoma	731	1025	1070	719	730	805	1095	778	808	988	1007
Mwanza	735	1151	1282	878	1095	1171	1427	1297	881	1260	958
Moshi	492	889	1219	518	586	482	1081	606	1047	694	860
Mtwara	992	1026	1589	515	1485	754	1396	754	1130	796	1231
Lindi (Kilwa Masoko)	676	577	818	343	582	330	772	790	452	735	1056
Morogoro	791	784	951	494	922	447	1182	836	788	583	751
Kigoma	813	913	1273	990	821	742	1138	795	1071	810	866
Mahenge	1845	1729	2381	1514	2308	1761	2169	1485	1893	1614	994
Tabora	899	1079	1085	842	1201	683	1253	807	904	1116	850
Tanga	1101	816	1519	692	1197	821	1294	1325	792	1045	1156
Dar	935	881	1390	585	1095	901	1450	848	903	596	964
Coast (Kibaha)	802	865	1279	291	869	675	1340	769	1070	640	585
Mbeya	1036	1018	819	776	905	641	1041	851	903	913	678
Songea	1592	891	1258	962	1097	716	1174	1180	1006	880	956
Iringa	573	612	608	490	683	481	792	523	697	671	418
Same	416	471	623	322	431	265	1019	414	663	311	544
Dodoma	741	593	572	479	688	330	555	734	547	768	277
Singida	686	603	872	395	644	418	881	691	692	890	460
Sumbawanga	1047	959	890	640	1170	647	903	875	1062	1162	544
Shinyanga	618	630	794	732	745	529	1181	629	849	727	513
Total rainfall	21264	22017	27207	17360	23668	17944	28827	21868	22994	22361	20248
Maximum Rainfall	1845	1811	2381	1711	2308	1811	2357	2210	2066	2418	1806
Minimum Rainfall	416	471	572	291	431	265	555	414	452	311	277

SOURCE: Tanzania Metrological Agency

APPENDIX V

Inflation rate (consumer prices) (%)



SOURCE: <http://www.indexmundi.com/g/g.aspx?c=tz&v=71>

APPENDIX VI

MELLENIUM DEVELOPMENT GOALS

- MDG 1: eradicate extreme poverty and hunger
- MDG 3: promote gender equality and empower women
- MDG 4: reduce child mortality
- MDG 5: improve maternal health
- MDG 6: combat HIV/AIDS, malaria and other diseases
- MDG 7: ensure environmental sustainability
- MDG 8: develop a global partnership for development

SOURCE: http://www.who.int/topics/millennium_development_goals/en/

APPENDIX VII

THE NATIONAL STRATEGY FOR GROWTH AND REDUCTION OF POVERTY GOALS (NSGRP)

- Ensuring sound economic management
- Promoting sustainable and broad-based growth
- Improving food availability and accessibility in urban and rural areas
- Reducing income poverty of men and women in rural areas
- Reducing income poverty of men and women in urban areas
- Provision of reliable and affordable energy to consumers
- Ensure equitable access to quality primary and secondary education for boys and girls, universal literacy among women and men and expansion of higher, technical and vocational education
- Improve survival, health and well-being of all children and women and of especially vulnerable groups
- Increase access to clean, affordable and safe water, sanitation, decent shelter and a safe and sustainable environment and thereby, reduce vulnerability from environmental risk
- Adequate social protection and rights of the vulnerable and needy groups with basic needs and services
- To have effective systems to ensure universal access to quality and affordable public services
- Ensure that structures and systems of governance as well as the rule of law are democratic, participatory, representative, accountable and inclusive.
- Ensure equitable allocation of public resources with corruption effectively addressed
- Introduce effective public service framework in place to provide foundation for service delivery improvements and poverty reduction
- Protect and promote rights of the poor and vulnerable groups in the justice system
- Reduce political and social exclusion and intolerance
- Improve personal and material security, reduce crime, eliminate sexual abuse and domestic violence
- Enhanced and promote national cultural identities

SOURCE: <http://www.tanzania.go.tz/mkukuta/mkukutasummary.pdf>

BIBLIOGRAPHY

BIBLIOGRAPHY

Afua Branoah Banful, “Old problems in the new solutions? Innovations in fertilizer subsidies and politically motivated allocation of program benefits”
http://www.gssp.files.wordpress.com/2010/06/banful_oldproblemsinnewsolutions_paper-2.pdf

African News. “Tanzania should revisit Agriculture Subsidy.” January 21, 2010. http://www.africanews.com/site/list_message/24935 (accessed November 17, 2011).

Aikaeli Jehovaness (2010). Determinant of Rural Income in Tanzania: An Empirical Approach. http://www.repoa.or.tz/documents/rr10_4.pdf

Amani R. (2005). MAKING AGRICULTURE IMPACT ON POVERTY IN TANZANIA: The Case on Non-Traditional Export Crops.
http://www.tanzaniagateway.org/docs/Making_agriculture_impact_on_poverty.pdf

ANNUAL GENERAL REPORT OF THE CONTROLLER AND AUDITOR GENERAL
On the Financial Statements of Local Government Authorities for the financial year ended 30th June, 2010. http://nao.go.tz/?wpfb_dl=72 (accessed September 13, 2011).

Arnstein, S. R. (1969). “A Ladder of Citizen Participation”. In *Journal of the American Institute of Planners, Vol. 35, No. 4, July 1969, pp. 216-224*. Boston: American Institute of Planners. <http://lithgow-schmidt.dk/sherry-arnstein/ladder-of-citizen-participation.pdf> (accessed February 17, 2006).

Business Times. “Drilling: A forgotten aspect in the Kilimo Kwanza drive.” February 4, 2011,
http://www.businesstimes.co.tz/index.php?option=com_content&view=article&id=713:dri-lling-a-forgotten-aspect-in-the-kilimo-kwanza-drive&catid=41:kilimo&Itemid=66
(accessed July 17, 2011).

Business Times. “When Kilimo Kwanza carries the seeds of slavery”, June 10, 2011. http://www.businesstimes.co.tz/index.php?option=com_content&view=article&id=1097:when-kilimo-kwanza-carries-the-seeds-of-slavery&catid=1:latest-news&Itemid=57.

CONCERN WORLDWIDE (2008). Responding to the needs of marginal farmers: A
Review of Selected District Agricultural Development Plans in Tanzania

Controller and Auditor General, “Annual General Report of the Controller and Auditor General.” June 30, 2011.

<http://www.nao.go.tz/files/Local%20Government%20AuthoritiesGeneral%20Audit%20Report.pdf>

Chatama, Yuda. “Exploitation of Current Developments in ICT to Enhance Implementation of “Kilimo Kwanza” in Tanzania.” *World Libraries*. http://www.worlib.org/vol18no2/chatamaprint_v18n2.shtml (accessed July 17, 2011).

Coulson Andrew. Kilimo Kwanza: A New Start for Agriculture in Tanzania? http://www.btsociety.org/app/images/events/kilimo_kwanza_paper.pdf. (accessed September 11, 2012).

Darl, Robert. *A Theory of the Democratic Process: In Democracy and Its Critics*. New Haven: Yale University Press, 1989.

Daily News. “Inferior power tillers frustrate farmers.” November 13, 2011. <http://www.dailynews.co.tz/home/?n=13620&cat=home> (accessed November 12, 2011).

Denise Wolter. Tanzania: “*The Challenge of Moving from Subsistence to Profit*.” <http://www.oecd.org/dataoecd/7/12/40534097.pdf>. (accessed on May 12, 2012).

Dewey, John. *The Publics and its Problems: The Eclipse of the Public*. New York: Holt Publishers, 1927.

Empowerment and Poverty Reduction: A Sourcebook. PREM World Bank. 2002.

ESI-AFRICA.COM. “Aim of boosting electricity access to 25 percent - Tanzanian Energy Minister,” <http://www.esi-africa.com/node/8330> (accessed July 17, 2011).

Finnigan wa Simbeye. “Private sector identifies setbacks in Kilimo Kwanza initiative.” *Daily News*, May 2, 2011. <http://dailynews.co.tz/business/?n=19474&cat=business> (accessed November 6, 2011).

Furuholt, Bjørn and Stein Kristiansen. “A Rural -urban Digital Divide?” *Regional Aspects of Internet use in Tanzania*, <http://www.ifipwg94.org/fullpapers/R0090-1.pdf> (accessed July 17, 2011).

Index Mundi. <http://www.indexmundi.com/g/g.aspx?c=tz&v=71> (accessed March 14, 2012).

Irvin, Renee A & John Stansbury. Citizen Participation in Decision Making: Is It Worth the Effort?

http://graduateinstitute.ch/webdav/site/developpement/shared/developpement/mdev/soutie_nauxcours0809/Gironde%20Pauvrete/IrvinParticip.pdf (accessed December 13, 2012).

Jakaya M. Kikwete. “Kilimo Kwanza in motion.” January 2011. http://www.agdevco.com/sysimages/foreword_final.pdf (accessed September 14, 2011).

Joint Government and Development Partners Group, 23rd November, 2009, “**ACCELERATING PRO-POOR GROWTH IN THE CONTEXT OF KILIMO KWANZA.**”

Jonathan Brooks, OECD Secretariat, 2010, **Agricultural Policy Choices in Developing Countries: A Synthesis**, OECD Headquarters, Paris, <http://www.oecd.org/dataoecd/50/31/46340461.pdf>

KASATI-NEWS, 26 November, 2009, Experts Embark on Kilimo kwanza, Hand to the tiller-part le Pili, <http://kalongakasati089.blogspot.com/2011/05/expert-emberck-on-kilimo-kwanza.html> (accessed 10 November, 2011).

Chirimi Makuna. BUSINESS TIMES, 28th January, 2011: “*Is Ministry of Agriculture up to its role in promoting Kilimo Kwanza?*” http://www.businesstimes.co.tz/index.php?option=com_content&view=article&id=694:is-ministry-of-agriculture-up-to-its-role-in-promoting-kilimo-kwanza&catid=41:kilimo&Itemid=67

Makuna Chirimi, BUSINESS TIMES, 04th February 2011 “*Financing for Kilimo Kwanza – Serious focus required*” Friday, http://www.businesstimes.co.tz/index.php?option=com_content&view=article&id=712:financing-for-kilimo-kwanza--serious-focus-required&catid=41:kilimo&Itemid=66 (accessed November 6, 2011).

Policy Forum, Do Kilimo Kwanza Exemption Benefit Poor Farmers? <http://www.policyforum-tz.org/files/AgricultureBrief.pdf> (accessed 30 August, 2011).

Prof. Jumanne Abdallah Maghembe, Global Commodities Forum, 31 January - 1 February 2011, http://www.unctad.info/upload/GCF2011/doc/A4-A8/gcf2011_A8_Maghembe_en.PDF. (accessed January 3, 2012).

Public participation, Wikipedia, http://en.wikipedia.org/wiki/Public_participation (accessed on January 3, 2012).

Public participation, Why public participation? <http://www.biodiversity.ru/coastlearn/pp-eng/benefits.html> (accessed January 3, 2012).

Republic of South Africa, DIRECTORATE of ECONOMIC SERVICES, Economic Research Division, *THE DECLINING CONTRIBUTION OF AGRICULTURE TO GDP: IS THE ROLE OF AGRICULTURE BECOMING LESS IMPORTANT?* March 2010.

Siyame, Peti. "Rukwa police nab fertilizer smugglers." *Tanzania Daily News*, January 6, 2011, <http://in2eastfrica.net/rukwa-police-nab-fertilizer-smugglers/> (accessed August 30, 2011).

Southern Africa Regional Poverty Network:

<http://www.sarpn.org/documents/d0002672/index.php>, (accessed May 25, 2012).

Stein Kristiansen and Bjørn Furuholt, "A RURAL-URBAN DIGITAL DIVIDE? REGIONAL ASPECTS OF INTERNET USE IN TANZANIA", <http://www.ifipwg94.org.br/fullpapers/R0090-1.pdf> (accessed July 17, 2011).

Sutherland, et al, QUB December 2003, SUIIT, Involving the public in negotiation and decision making procedures in Environmental Assessment, http://www.lema.ulg.ac.be/research/suit/Reports/public/SUIT3.4_Report.pdf. (accessed January 3, 2012).

TANU. Tanganyika African National Union. Dar es Salaam Tanzania, 1971.

Tanzania GDP Data & Country Report. "GLOBAL FINANCE." <http://www.gfmag.com/gdp-data-country-reports/164-tanzania-gdp-country-report.html#axzz1XUjEUro6>. (accessed May 23, 2012).

Tanzania National Business Council. Kilimo Kwanza.

<http://www.tnbctz.com/index.php/KILIMO-KWANZA/View-category.html> (accessed March 22, 2012).

The Citizen, "Farm Inputs Voucher System Needs Review," 5 January 2011. <http://allafrica.com/stories/201101060871.html> (accessed 20 October, 2011).

The Citizen. "Authorities likely to lose billions." April 17, 2011. <http://allafrica.com/stories/201104180258.html> (accessed November 12, 2011).

The United Republic of Tanzania, AGRICULTURAL SECTOR DEVELOPMENT PROGRAMME (ASDP), [http://www.kilimo.go.tz/publications/english%20docs/ASDP%20FINAL%2025%2005%2006%20\(2\).pdf](http://www.kilimo.go.tz/publications/english%20docs/ASDP%20FINAL%2025%2005%2006%20(2).pdf)

The Citizen. "Tanzania: Farm Inputs Voucher System Needs Review." January 5, 2011. <http://allafrica.com/stories/201101060871.html> (accessed November 6, 2011).

UNITED REPUBLIC OF TANZANIA, VICE PRESIDENT'S OFFICE July, 2005. SUMMARY OF *THE NATIONAL STRATEGY FOR GROWTH AND REDUCTION OF POVERTY*. <http://www.tanzania.go.tz/mkukuta/mkukutasummary.pdf> (accessed March 29, 2012).

University of Minnesota Extension. "Why should decision-makers involve others?- Engaging with the Public." <http://www.extension.umn.edu/distribution/citizenship/components/00018a.html> (accessed January 3, 2012).

World Health Organization. "*Millennium Development Goals (MDGs)*." http://www.who.int/topics/millennium_development_goals/en/ (accessed March 24, 2012).

Yuda Chatama. "Exploitation of Current Developments in ICT to Enhance Implementation of Kilimo Kwanza in Tanzania." *World Libraries*. http://www.worlib.org/vol18no2/chatamaprint_v18n2.shtml (accessed July 2, 2011).